

Application Number	16/1240/FUL	Agenda Item	
Date Received	5th July 2016	Officer	Michael Hammond
Target Date	30th August 2016		
Ward	Petersfield		
Site	186 Gwydir Street Cambridge CB1 2LW		
Proposal	A change of use for the house from residential to D1 (non-residential institutions) and the construction of a new building in the garden.		
Applicant	David Parr Charitable Organisation 186 Gwydir Street Cambridge CB1 2LW		

SUMMARY	<p>The development accords with the Development Plan for the following reasons:</p> <ul style="list-style-type: none"> - The principle of the loss of the residential accommodation is compliant with policy 5/4 of the Cambridge Local Plan (2006). - The proposed change of use would not adversely impact on the amenity of neighbouring properties. - There are sufficient levels of public car and cycle parking for the level of anticipated visitor demand.
RECOMMENDATION	APPROVAL

1.0 SITE DESCRIPTION/AREA CONTEXT

1.1 The application site, no.186 Gwydir Street, is a two-storey terraced property situated on the east side of the street, close to the cross road junction with Mill Road and St Barnabas Road. The building is constructed in brick with a pitched tiled roof, as is characteristic of this area. There is a long narrow garden to the rear of the property and a small shed at the end of the garden. The garden is also accessible from a passageway which leads onto the Gwydir Street car park to the south-east.

The surrounding area is predominantly residential in character and is formed of similar sized terraced properties.

- 1.2 The building dates back to the 19th century and was the home of David Parr, an interior artist who resided at the property between 1886 and 1927. The house was then occupied by the granddaughter of David Parr up until 2013 and the house has not been occupied permanently since. The interior of the house was decorated and painted by David Parr and these artistic works have been preserved.
- 1.3 The site falls within the Central Conservation Area.
The site falls within the Air Quality Management Area.
The site falls within the Controlled Parking Zone.

2.0 THE PROPOSAL

- 2.1 The proposal seeks planning permission for the change of use of the site from a residential property (C3) to a museum (D1) and the construction of a new building in the garden.
- 2.2 The proposed museum use seeks to celebrate and preserve the life's work of David Parr, a Victorian artisan painter. It would be operated by the David Parr Charity organisation. Tours of the site would be limited to six people and a guide and would be limited to hours between 9am – 5pm on weekdays and Saturdays. The average tour time is roughly 1.5 hours. A maximum of 2000 visitors per year has been suggested by the applicant.
- 2.3 The internal layout of the building would remain as is to avoid damaging the works of art. There would be a path which connects the rear door of the building to the rear entrance from the car park.
- 2.4 The proposed building at the end of the garden would be a single-storey structure measuring 2.6m to the ridge with a part-flat, part-lean-to roof. The walls would be constructed in a combination of brickwork with timber cladding and the roof would be constructed in rainscreen cladding and iron. The building would accommodate storage space for visitors and a space to store the museum bicycle.

3.0 SITE HISTORY

3.1 There is no relevant planning history.

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 Local Plan 2006	3/1 3/4 3/7 3/11 3/12 4/11 4/13 5/4 5/12 6/4 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>
	<u>Area Guidelines</u> Mill Road Area Conservation Area 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 Management)

- 6.1 Following implementation of any Permission issued by the Planning Authority in regard to this proposal the site will not qualify for Permits of any kind within the existing Residents' Parking Schemes operating on surrounding streets. This should be brought to the attention of the applicant, and an appropriate informative added to any Permission that the Planning Authority

is minded to issue with regard to this proposal. Highways informatives recommended.

Urban Design and Conservation Team

- 6.2 This is a very unique house with intact late 19th early 20th century painted interiors. The intention to restore the house and open it up to visitors will provide an opportunity for the public to view this unusual example of a very special domestic interior. The proposal for a visitor space in the enlarged shed at the bottom of the garden is a vital part of this project as visitors will need a comfortable space to leave their bags and coats and be given information on the house in small groups. This process would be extremely difficult to achieve in the house due to its size and the potential damage to the fragile painted walls.
- 6.3 The existing shed is quite large and is in disrepair. It has some historic interest however the new design has a very simple form and will retain the front section of the original shed wall. Whilst the new building will be larger than the existing it won't be overly dominating in the space and alongside the restored garden will provide a unique visitor experience.
- 6.4 The application is supported subject to the following conditions:
- Sample panel of facing materials.
 - Non-masonry walling system details.

Culture and Community Manager

- 6.5 The house has a unique interior, decorated by a previous occupier and largely untouched since early 20th Century. The décor is examples of work that David Parr otherwise did for clients of the firm he worked for – Colleges, stately homes etc, and is a unique record of both the work itself and the life of the artisan/artist who created it. It provides a unique opportunity to make a link between 'town and gown' – there is little to no other provision that reflects this relationship, which is a vital part of the heritage of the city.
- 6.6 The trust that now owns the house is being supported by HLF to stabilise areas of the building which are suffering from damp. It would not be possible to at the same time retain the interior and bring the house back into residential use – it is not currently fit

for human habitation and even with the stabilisation, putting in modern amenities would effectively destroy the interior. Therefore I would want to make the case that the house is unfit for human habitation and cannot be rehabilitated without destroying unique heritage.

Access Officer

- 6.7 This property is not near tourist areas, will be difficult to give disabled access and the applicant has not mentioned disabled access. This makes me question whether this is a suitable property to be turned into a tourist venue. If permission is granted a plan to give actual and virtual access would be needed to meet Local Plan and Equalities Act requirements. Any physical changes such as ramps, lifts and widening doorways needs to be done before listed status is acquired.
- 6.8 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 Robertson has commented on the application.
- 7.2 The representation can be summarised as follows:
- Concerns about loss of residence and risk of creating a precedent for loss of residential properties.
 - Potential problem of bicycles cluttering pavement outside the house.
 - Visitor management plan required to determine levels of parking availability.
- 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. Context of site, design and external spaces (and impact on heritage assets)
3. Disabled access
4. Residential amenity
5. Refuse arrangements
6. Highway safety
7. Car and cycle parking
8. Third party representations

Principle of Development

- 8.2 The application proposes change of use from residential (C3) use to museum usage (D1) to demonstrate and preserve the works of David Parr. Loss of housing is addressed in policy 5/4 of the Cambridge Local Plan (2006). This states that the change of use of residential 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 that 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) Replacement residential can be provided elsewhere.
- 8.3 The house was originally built for residential occupancy and has been used in this manner since it was built. There is no evidence to suggest that this property is unfit for human habitation and cannot be rehabilitated. In my opinion, the proposal does not meet criteria A of policy 5/4. The house is not a subsidiary part of a non-residential property and the proposed does not meet criteria B of policy 5/4.
- 8.4 Although the applicant has expressed a desire to apply for the building to be listed, the building is currently not listed and criteria C of policy 5/4 is therefore not applicable.

8.5 Based on the information submitted by the applicant, it is understood that the applicant seeks to demonstrate that the proposal meets criterion D of policy 5/4.

8.6 The applicant has provided a vast amount of independent support to accompany the application from various sources. Heritage lottery funding has been secured for the conservation of the property. As part of the application process to secure heritage lottery funding letters of support were received from the following parties:

- Senior Research Fellow in History and ex curator of Peoples Museum, Manchester
- Chair of the Mill Road History Society
- Trustee of Emery Walker House and George Bodley expert and biographer
- Educational Consultant Parkside Federation Academies
- Experienced Painter and Decorator
- Research Director, Hamilton Kerr Institute
- Head of Programme, V&A/RCA History of Design, School of Humanities
- Director, North and South East, Churches Conservation Trust
- Former Director-General of the National Trust, and (since October 2013) the master of Emmanuel College, Cambridge

8.7 The Community Facilities Manager has also commented that the change of use is necessary for the provision of community facilities. The Conservation Team has explained that the proposal would provide an opportunity for the public to view this unusual example of a very special domestic interior. It would contribute to enhancing the existing local heritage community facilities for which there is an identified need within the city. It is acknowledged that Councillor Robertson has raised a concern regarding the potential precedent that allowing this change of use would create. However, I am of the view that the applicant has demonstrated the need for the community facility and why the proposed use could only function at this specific property. In respect of the level of support received from internal and third party experts, as well as the granting of heritage lottery funding, in my opinion, the proposal would meet criteria d of policy 5/4 and is acceptable in principle. The NPPF also supports the provision of community facilities.

- 8.8 Cambridge Local Plan (2006) policy 5/12 relating to new community facilities supports proposals to develop new or extend existing community facilities, for which there is a local need. The development of City-wide or Sub-regional community facilities will be permitted if they are provided in sustainable locations. 186 Gwydir Street is in a sustainable location close to the Mill Road West District Centre. The site is also well served by frequent bus routes and is within walking and cycling distance of Cambridge Train Station and the City Centre. In my opinion, the proposal accords with policy 5/12.
- 8.9 Cambridge Local Plan (2006) policy 6/4 relating to visitor attractions states that development which maintains, strengthens and diversifies the range of visitor attractions will be permitted if they are well related to the cultural heritage of the city. The proposed use would relate well to the local cultural heritage and in my opinion, the proposal accords with policy 6/4.

Context of site, design and external spaces (and impact on heritage assets)

- 8.10 The built form of the existing building would not be altered by virtue of the need to preserve the artistic works to the internal fabric.
- 8.11 The proposed visitors shed building at the end of the garden is of a relatively simple design and form and would be constructed in materials similar to those in the surrounding area. The Conservation Team is supportive of the proposed outbuilding, subject to a materials condition, and I agree with this advice.
- 8.12 In my opinion the proposal is compliant with Cambridge Local Plan (2006) policies 3/7 and 10/1 and the Public Art SPD 2010

Disabled access

- 8.13 It is acknowledged that the Access Officer has requested that a plan be provided to show how actual and virtual access to the property for disabled visitors would be provided. The layout of the existing building does make disabled access difficult to incorporate given the narrowness of door widths and the limited internal layout associated with 19th century terraced houses. The need to preserve the internal artistic fabric of the building

makes it difficult to widen doorways or make any significant alterations to the building. Nevertheless, the building will need to comply with the relevant building regulations which are dealt with separately from planning permission.

- 8.14 In my opinion the proposal is compliant with Cambridge Local Plan (2006) policies 3/7 and 3/12.

Residential Amenity

Impact on amenity of neighbouring occupiers

- 8.15 The proposed visitors shed would be of a scale and mass that would not visually enclose or harmfully overshadow neighbouring properties. It is situated at the far end of the garden, well away from the windows and main gardens of neighbouring occupants.
- 8.16 The impact of the proposed change of use from a noise and disturbance perspective needs to be considered given the residential context of the site.
- 8.17 The Design and Access Statement states that tours would take place between the hours of 09:00 – 17:00hrs Monday to Saturday. However, the application form states that the hours of use would be between 10:00 – 17:00hrs every day of the week (including Bank Holidays). In my opinion, given the residential context of the site, I consider the hours of 09:00 – 17:00hrs Monday to Saturday would be appropriate but that operating on Sundays and Bank Holidays would not be appropriate. A condition has been recommended to control the hours of use accordingly.
- 8.18 The use of the site as a museum would not in my view give rise to unacceptable levels of noise and disturbance from day to day use. The tours would be limited to six persons and one member of staff and the tours are anticipated to last no longer than 1.5 hours. The aim of the project is to deliver seven to eight tours a week over a 42 week period between February and November. The site would be accessed from the rear entrance via the Gwydir Street car park as visitors would store their belongings in the visitor shed first and then enter the main building through the rear door. The movement of seven people along the rear path would inevitably cause a degree of noise disturbance but I

do not anticipate this would be significant to harm the amenity of neighbouring properties. There may also be a degree of congregation outside the visitors shed while visitors deposit their belongings in the shed before beginning the tour. However this would be situated at the far end of the garden and a significant distance from the main windows and amenity spaces of neighbours. The noise associated with people talking whilst waiting for other visitors to store their belongings would not in my opinion be substantially different to the use of a garden for residential purposes. The main tour would take place within the house itself and visitors would move swiftly from the visitors shed into the main building. Once inside, the tour would be limited to low level talking as the guide explains the internal décor. Following this, visitors would then be taken back to the end of the garden to collect their belongings to complete the tour. I am of the view that the movement of seven people entering and exiting the site at 1.5 hour intervals would not adversely disturb neighbouring occupiers. In order to ensure that the number of visitors does not increase to levels that could harm neighbour amenity, I have recommended to control the number of visitors to six persons.

8.19 The applicant had produced a visitor management plan following concerns raised by Councillor Robertson in terms of visitor car and cycle parking. The proposal does not include any dedicated car or cycle parking for visitors. The visitor management plan confirms that the following car and cycle parking spaces are within walking distance of the site:

- **Gwydir Street car park** is around 10m from the projected entry to the house. It has 38 spaces, and allows a two-hour length of stay, enabling visitors to enjoy the 1.5 hour house tour with time to spare.
- **Gwydir Street bay parking** outside Dale's Brewery is around 5m from the house. There are three pay and display parking spaces here, but they are often occupied by visitors to the two antique shops and cafe in Dale's Brewery.
- **Queen Anne Terrace car park** on Gonville Place has 570 spaces, and allows any length of stay. The car park is a 10 to 15 minute walk from DPH.
- **3 bicycle racks** (6 spaces) on Gwydir Street opposite DPH (5m from house).
- **12 bicycle racks** (24 spaces) near the public conveniences on Mill Road (40m from house).

8.20 The visitor management plan also includes a survey of the availability of these spaces at different times of the day:

DATE/TIME	FREE SPACES IN GWYDIR ST CAR PARK (38 spaces available)	FREE SPACES IN GWYDIR ST BAY PARKING (3 spaces available)	FREE RACK SPACES FOR CYCLE PARKING (30 spaces available)
Monday 26 Sept, 10.30am	31	1	14
Tuesday 27 Sept, 4.30pm	23	1	12
Wednesday 28 Sept, 9.45am	27	0	12
Wednesday 28 Sept, 2pm	17	0	11
Thursday 29 Sept, 10am	23	1	16
Friday 30 Sept, 2.30pm	12	0	10
Saturday 1 Oct, 2pm	7	0	7
Sunday 9th October, 2pm	1	0	6

8.21 The above table demonstrates that there would be available car and cycle parking spaces close to the application site. Tours will only be available by pre-arranged bookings through the website. Visitors will be sent emails explaining how to get to the site by public transport, as well as car and cycle parking availability in the wider area. The site is within close proximity to the Mill Road West District Centre which is well served by frequent bus routes into and out of the City Centre. The site is also within walking distance of the Cambridge Train Station and the City Centre. In my opinion, based on the information provided in the visitor management plan I do not anticipate the proposal would unduly impact on residential amenity in terms of

car or cycle parking availability. A condition has been recommended for the premises to be used in accordance with the details of the visitor management plan.

- 8.22 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

- 8.23 The existing wheelie bins at the front of the property would remain in use for the proposed museum use. I do not envisage that the proposed change of use would give rise to any need for additional bin storage space and the refuse arrangements are therefore deemed adequate.
- 8.24 In my opinion the proposal is compliant with Cambridge Local Plan (2006) policy 3/12.

Highway Safety

- 8.25 The proposal does not involve any works to the public highway and the Highway Authority has raised no objection to the proposal.
- 8.26 In my opinion the proposal is compliant with Cambridge Local Plan (2006) policy 8/2.

Car and Cycle Parking

- 8.27 Car parking has been addressed in paragraphs 8.19 – 8.21 of this report.
- 8.28 No dedicated cycle parking has been proposed for the change of use which is technically contrary to the minimum cycle parking standards of the Cambridge Local Plan (2006). The applicant has however undertaken a study of the cycle parking availability in the immediate area which demonstrates that there are public cycle parking spaces available. As tours would be limited to six visitors, I do not envisage the demand for cycle parking would be significant enough to justify dedicated on-site secure cycle parking spaces.

8.29 In my opinion the proposal is compliant with Cambridge Local Plan (2006) policies 8/6 and 8/10.

Third Party Representations

8.30 The concerns raised by Councillor Robertson have been addressed in the main body of this report.

9.0 CONCLUSION

9.1 The change of use of the residential accommodation to a museum use is considered to be compliant with policy 5/4 of the Cambridge Local Plan (2006) as this is necessary for the provision of community facility for which there is a need in Cambridge. The proposed change of use would not adversely impact on neighbours in terms of noise and disturbance. There is an adequate supply of public cycle and car parking space available in the immediate area for the predicted level of demand for the visitor attraction. Approval is recommended, subject to conditions.

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. Before starting any brick or stone work, a sample panel of the facing materials to be used shall be erected on site to establish the detail of bonding, coursing and colour, type of jointing shall be agreed in writing with the local planning authority. The quality of finish and materials incorporated in any approved sample panel(s), which shall not be demolished prior to completion of development, shall be maintained throughout the development.

Reason: In the interests of the visual amenity of the Conservation Area and to ensure that the quality and colour of the detailing of the brickwork/stonework and jointing is acceptable and maintained throughout the development.
(Cambridge Local Plan 2006 policies 3/12 and 4/11)

5. Prior to the commencement of development, with the exception of below ground works, full details of all non-masonry walling systems, cladding panels or other external screens including structural members, infill panels, edge, junction and coping details, colours, surface finishes/textures and relationships to glazing and roofing shall be submitted to and approved in writing by the local planning authority. This may consist of large-scale drawings and/or samples. The development shall be carried out in accordance with the approved details.

Reason: In the interests of the visual amenity of the Conservation Area. (Cambridge Local Plan 2006 policy 4/11)

6. The premises shall not be open to the public outside of the following hours:

- Mon - Sat: 09:00 - 17:00hrs

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

7. The site shall be occupied by no more than six visitors at any one time.

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

8. The use of the premises shall be managed in accordance with the provisions set out in the Visitor Management Plan (10/10/2016) unless otherwise agreed in writing by the Local Planning Authority.

Reason: To protect the amenity of the adjoining properties and to ensure the occupation of the buildings is appropriately managed and controlled (Cambridge Local Plan 3/4, 3/7, 3/12).

INFORMATIVE: Following implementation of any Permission issued by the Planning Authority in regard to this proposal the site will not qualify for Permits of any kind within the existing Residents' Parking Schemes operating on surrounding streets.

INFORMATIVE: Public Utility apparatus may be affected by this proposal. Contact the appropriate utility service to reach agreement on any necessary alterations, the cost of which must be borne by the applicant.

INFORMATIVE: Consideration for short term cycle parking provision for visitors, such as cycle hoops in the rear garden of the site, should be given.