

Application Number	17/1624/FUL	Agenda Item	
Date Received	28th September 2017	Officer	Michael Hammond
Target Date	23rd November 2017		
Ward	Queen Ediths		
Site	1-2 Purbeck Road Cambridge CB2 8PF		
Proposal	Conversion and extension of existing dwellings to provide 10 new student rooms.		
Applicant	Ms Deborah Griffin Homerton College Hills Road Cambridge CB24 3DQ		

SUMMARY	<p>The development accords with the Development Plan for the following reasons:</p> <ul style="list-style-type: none"><input type="checkbox"/> The principle of development of the site as a large student HMO is acceptable and in accordance with policy 5/7 of the Cambridge Local Plan (2006).<input type="checkbox"/> The proposal would not have an adverse impact on neighbour amenity.<input type="checkbox"/> The proposed extensions would be in keeping with the character and appearance of the area.
RECOMMENDATION	APPROVAL

1.0 SITE DESCRIPTION/AREA CONTEXT

- 1.1 The application site comprises a pair of semi-detached properties which are owned by Homerton College and last let as two individual houses although currently vacant. The existing buildings are two-storeys in scale with hipped and pitched roofs and a brick fenestration. There is an external passage at ground-floor level which separates the two buildings. There is a small rear courtyard and parking bays to the north-east of the main buildings. There is a small substation immediately to the north-east of the existing buildings.

- 1.2 To the south-east is the large Hills Road Sports and Tennis Centre building. To the south-west is the recently completed residential development and Abbey College development. There is a pedestrianised street which runs to the west of the site, connecting Purbeck Road to Harrison Drive. The surrounding area comprises a mix of student and residential accommodation and some commercial uses.
- 1.3 There are no relevant site constraints.

2.0 THE PROPOSAL

- 2.1 The proposal seeks planning permission for extensions to the existing buildings and conversion of the two properties into one large 10 person HMO.
- 2.2 The proposed extensions would involve filling in the undercroft passageway and extending the existing two-storey and single-storey rear wings along the eastern boundary to create a staircase.
- 2.3 The proposed HMO would have 10 rooms with two shared bathrooms, two shared smaller toilets and two shared kitchen/dining rooms. The proposed bedrooms would be upwards of 13m² in size. The car parking arrangements would remain as is and there would be bin and cycle storage at the rear of the site in an enclosed courtyard.

3.0 SITE HISTORY

Reference	Description	Outcome
14/1648/REM	Reserved Matters Scheme (access, appearance, landscaping, layout and scale) for the erection of 95 residential units including affordable housing, together with associated landscaping (the provision of a central amenity space and the reconfiguration of the existing on-site balancing pond to the south), car and cycle parking, and associated infrastructure works pursuant to application 13/1250/OUT.	Permitted.

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 3/7 3/11 3/14
		4/13
		5/4 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	<p>National Planning Policy Framework March 2012</p> <p>National Planning Policy Framework – Planning Practice Guidance March 2014</p> <p>Circular 11/95 (Annex A)</p>
Supplementary Planning Guidance	<p>Sustainable Design and Construction (May 2007)</p> <p>Cambridgeshire and Peterborough Waste Partnership (RECAP): Waste Management Design Guide Supplementary Planning Document (February 2012)</p>
Material Considerations	<p><u>City Wide Guidance</u></p> <p>Cycle Parking Guide for New Residential Developments (2010)</p>

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 The car parking is unsuitable for use by an HMO as the spaces cannot be accessed independently. Residents parking informative recommended.

Environmental Health

- 6.2 No objection subject to construction hours, piling and contaminated land conditions.

Refuse and Recycling

- 6.3 No objection.
- 6.4 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:

- ☐ 3 Corfe Close
- ☐ 6 Corfe Close

- 7.2 The representations can be summarised as follows:

- ☐ We were not consulted about this application but should have been.
- ☐ The loss of the Victorian properties, which could be used as affordable homes, would add to housing demand in the City.
- ☐ The approved planning application (13/1250/OUT) of Sept 2013 showed these properties to be occupied as affordable homes.
- ☐ The loss of the green space will lead to the loss of further valuable green space on a densely developed site.

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

Principle of Development

Amalgamation of two residential properties into one large HMO

- 8.2 The proposed works would facilitate the change of use of the site from two properties to one large HMO. Policy 5/4 of the Cambridge Local Plan (2006) states that the redevelopment or change of use of residential accommodation to other uses will not be permitted unless specific criteria can be met. This policy does not specify the type of residential accommodation it seeks to protect and is concerned with loss of residential to other uses. The proposed works would increase the amount of residential floorspace on the site and the use of the site as a HMO would in my view remain a residential use.
- 8.3 Section 55 of the Town and Country Planning Act 1990 (as amended) does not include the amalgamation of multiple dwellinghouses into one as being a material change of use. There have been cases in other authorities where the amalgamation of units into one larger unit has been deemed to be a material change of use. However, in these cases, the interpretation of this being a material change of use was a matter of fact and degree and was applied in cases where the local planning authority had policies that specifically sought to protect smaller units from being lost in the housing market. Policy 5/4 of the Cambridge Local Plan (2006) makes no

reference to protecting certain sized units and the proposal would increase the level of residential floorspace available.

- 8.4 The existing properties could be used independently as two separate HMOs, capable of accommodating six persons each without the need for planning permission. The proposed change of use would be similar to this albeit one large HMO rather than two individual ones.
- 8.5 As such, I see no conflict with the purpose of this policy and consequently I am of the opinion that the amalgamation of the two properties to one large HMO on site would not conflict with the provisions of policy 5/4.

Affordable housing

- 8.6 It is acknowledged that a concern has been raised from a third party regarding the fact that nos.1 and 2 Purbeck Road were allocated as affordable housing under applications 13/1250/OUT and 14/1648/REM as part of the wider development of the site. However, it was agreed in writing on 13th September 2016 that the affordable housing provision for these permissions would instead be provided within the main development of the wider site, specifically 'Block D2', and that nos.1 and 2 would remain as private housing. In light of this redistribution of affordable housing, I do not consider the proposal would have any bearing on the allocation of affordable housing.

Principle of HMO

- 8.7 Policy 5/7 (Supported Housing/Housing in Multiple Occupation) of the Cambridge Local Plan (2006) is relevant to test whether the principle of the proposed use is acceptable. Policy 5/7 states that 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

- 8.8 I set out below my assessment of the proposed use in accordance with the above policy criteria:

Impact on residential amenity (use)

- 8.9 At present, the site is capable of being occupied by 12 people as two separate HMOs with no restrictions on the management or future users of the property. The proposal would provide 10 student rooms within the HMO.
- 8.10 The site is proposed to be occupied for student accommodation in association with Homerton College which is within walking distance immediately to the south of the site, the other side of Harrison Drive.
- 8.11 The proposed 10 student bedrooms are upwards of 13m² in size and there would be shared bathroom, kitchen and dining facilities. The communal spaces would be identical on the ground-floor and first-floor and the facilities would each effectively be shared by five occupants.
- 8.12 The application site is situated a considerable distance from other dwellinghouses in the surrounding area and adjacent to other student accommodation owned by Abbey College. The pedestrianised street running adjacent to the site is relatively busy and I do not consider the comings and goings of students entering and leaving the site would be materially different to that of the surrounding context. I have recommended a condition to limit the occupancy of the site to no more than 10 persons. The existing three car parking spaces would be retained for future occupants and I do not consider there would be a drastic increase in on-street car parking in the surrounding area.

Suitability of the building

- 8.13 The layout of the large student HMO is set out in paragraph 8.10 of this report. All of the habitable rooms would have acceptable outlooks and the communal spaces are considered sufficient for the level of development proposed. The site is located in a sustainable location with good cycle links and bus routes into the city centre and within walking distance of the College facilities. There would be a ramp for level access at the rear and the ground-floor rooms would have sufficient space for disabled access. A cycle store is proposed which appears

capable of accommodating the necessary number of cycle parking spaces in a secure environment. A condition is recommended for the full details of cycle parking to be provided prior to occupation of the rooms. Bin storage is provided at the rear of the site with a straightforward route out to Cherry Hinton Road on collection days.

Proximity to public transport, shops and services

- 8.14 There are shops and facilities along Hills Road and Cherry Hinton Road within close proximity and the large open space of Homerton College is also within walking distance.
- 8.15 In my opinion, subject to condition, the principle of development is acceptable and complies with Cambridge Local Plan (2006) policy 5/7.

Context of site, design and external spaces

- 8.16 The proposed extensions would in my opinion read as subservient additions to the original buildings and would not detract from the character or appearance of the area. The proposed two-storey extension would have a level eaves to the original building and a subservient hipped roof form that appears modest in the context of the site. I have recommended a matching materials condition.
- 8.17 It is acknowledged that a concern has been raised regarding the further densifying of the site with additional developments. However, I do not consider the scale of the proposed works would be so great as to result in the site appearing overdeveloped. The site is situated in a relatively urban context and the small size of the garden would not appear out of keeping with this context in my view. It is not clear from the drawings what would be used to enclose the rear courtyard and I have therefore recommended a boundary treatment condition to control this.
- 8.18 In my opinion, subject to conditions, the proposal is compliant with Cambridge Local Plan (2006) policies 3/4, 3/7, 3/11 and 3/14.

Residential Amenity

Impact on amenity of neighbouring occupiers

- 8.19 The proposed extensions would be a significant distance from any adjoining neighbours and I am confident no harmful loss of privacy, overshadowing or visual enclosure would arise from this development.
- 8.20 The use of the site as a 10 person student HMO has been assessed in paragraphs 8.9 – 8.12 of this report.
- 8.21 In my opinion, subject to conditions, 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, 3/14, 4/13 and 5/7.

Refuse Arrangements

- 8.22 The proposal includes bin storage along the side of the proposed extension in the rear courtyard. Whilst the capacity of bin storage appears acceptable, it would be beneficial from a visual amenity standpoint if a small timber lean-to enclosure could be erected to enclose these bins from the outdoor amenity space and public views. I have recommended a condition to control this.
- 8.23 In my opinion, subject to condition, the proposal is compliant with Cambridge Local Plan (2006) policy 5/7.

Highway Safety

- 8.24 The Highway Authority has raised no objection to the proposal on the grounds of highway safety but has questioned the ability to access one of the parking bays. In order to access one of the parking spaces the user of the space in front would have to drive out of the space to allow the user of the rear space to leave. This is an existing arrangement. In my opinion, this is a matter for the occupants of the proposed HMO to arrange and is a civil matter rather than posing a threat to highway safety or raising any other material planning issues.

- 8.25 In my opinion the proposal is compliant with Cambridge Local Plan (2006) policy 8/2.

Car and Cycle Parking

- 8.26 The proposal provides three car parking spaces which accords with the maximum parking standards of the Local Plan (2006)
- 8.27 The proposal includes space for 10 cycles to be stored in the rear of the site. The drawings indicate that a cantilevered canopy would be erected over the stands which are acceptable in principle but full details of this are required prior to occupation of the development by way of condition.
- 8.28 In my opinion, subject to condition, the proposal is compliant with Cambridge Local Plan (2006) policies 8/6 and 8/10.

Third Party Representations

- 8.29 The majority of the third party representations have been addressed in the main body of this report.
- 8.30 I have consulted and confirmed with the application support team that letters notifying residents of the proposed application were sent to all direct neighbours in accordance with consultation procedures.

9.0 CONCLUSION

- 9.1 The proposed amalgamation of the two properties into one large HMO is considered to be acceptable in light of the fact that the site would remain in residential use and each property could be separately used as a HMO without the need for planning permission. The proposed use of the site as a large student HMO would not give rise to unacceptable levels of noise and disturbance to surrounding occupiers and would be compatible with the context of the area.

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. Submission of Preliminary Contamination Assessment:

Prior to the commencement of the development (or phase of) or investigations required to assess the contamination of the site, the following information shall be submitted to and approved in writing by the local planning authority:

(a) Desk study to include:

- Detailed history of the site uses and surrounding area (including any use of radioactive materials)
- General environmental setting.
- Site investigation strategy based on the information identified in the desk study.

(b) A report setting set out what works/clearance of the site (if any) is required in order to effectively carry out site investigations.

Reason: To adequately categorise the site prior to the design of an appropriate investigation strategy in the interests of environmental and public safety in accordance with Cambridge Local Plan 2006 Policy 4/13.

4. Submission of site investigation report and remediation strategy:

Prior to the commencement of the development (or phase of) with the exception of works agreed under condition 3 and in accordance with the approved investigation strategy agreed under clause (b) of condition 3, the following shall be submitted to and approved in writing by the local planning authority:

(a) A site investigation report detailing all works that have been undertaken to determine the nature and extent of any contamination, including the results of the soil, gas and/or water analysis and subsequent risk assessment to any receptors

(b) A proposed remediation strategy detailing the works required in order to render harmless the identified contamination given the proposed end use of the site and surrounding environment including any controlled waters. The strategy shall include a schedule of the proposed remedial works setting out a timetable for all remedial measures that will be implemented.

Reason: To ensure that any contamination of the site is identified and appropriate remediation measures agreed in the interest of environmental and public safety in accordance with Cambridge Local Plan 2006 Policy 4/13.

5. Implementation of remediation.

Prior to the first occupation of the development (or each phase of the development where phased) the remediation strategy approved under clause (b) to condition 4 shall be fully implemented on site following the agreed schedule of works.

Reason: To ensure full mitigation through the agreed remediation measures in the interests of environmental and public safety in accordance with Cambridge Local Plan 2006 Policy 4/13.

6. Completion report:

Prior to the first occupation of the development (or phase of) hereby approved the following shall be submitted to, and approved by the local planning authority.

(a) A completion report demonstrating that the approved remediation scheme as required by condition 4 and implemented under condition 5 has been undertaken and that the land has been remediated to a standard appropriate for the end use.

(b) Details of any post-remedial sampling and analysis (as defined in the approved material management plan) shall be included in the completion report along with all information concerning materials brought onto, used, and removed from the development. The information provided must demonstrate that the site has met the required clean-up criteria.

Thereafter, no works shall take place within the site such as to prejudice the effectiveness of the approved scheme of remediation.

Reason: To demonstrate that the site is suitable for approved use in the interests of environmental and public safety in accordance with Cambridge Local Plan 2006 Policy 4/13

7. Material Management Plan:

Prior to importation or reuse of material for the development (or phase of) a Materials Management Plan (MMP) shall be submitted to and approved in writing by the Local Planning Authority. The MMP shall:

- a) Include details of the volumes and types of material proposed to be imported or reused on site
- b) Include details of the proposed source(s) of the imported or reused material
- c) Include details of the chemical testing for ALL material to be undertaken before placement onto the site.
- d) Include the results of the chemical testing which must show the material is suitable for use on the development
- e) Include confirmation of the chain of evidence to be kept during the materials movement, including material importation, reuse placement and removal from and to the development.

All works will be undertaken in accordance with the approved document.

Reason: To ensure that no unsuitable material is brought onto the site in the interest of environmental and public safety in accordance with Cambridge Local Plan 2006 policy 4/13.

8. Unexpected Contamination:

If unexpected contamination is encountered whilst undertaking the development which has not previously been identified, works shall immediately cease on site until the Local Planning Authority has been notified and/or the additional contamination has been fully assessed and remediation approved following steps (a) and (b) of condition 4 above. The approved remediation shall then be fully implemented under condition 5

Reason: To ensure that any unexpected contamination is rendered harmless in the interests of environmental and public safety in accordance with Cambridge Local Plan 2006 Policy 4/13.

9. 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)

10. In the event of the foundations for the proposed development requiring piling, prior to the development taking place the applicant shall provide the local authority with a report / method statement for approval detailing the type of piling and mitigation measures to be taken to protect local residents from noise and/or vibration. Potential noise and vibration levels at the nearest noise sensitive locations shall be predicted in accordance with the provisions of BS 5228-1&2:2009 Code of Practice for noise and vibration control on construction and open sites. Development shall be carried out in accordance with the approved details.

Due to the proximity of this site to existing residential premises and other noise sensitive premises, impact pile driving is not recommended.

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

11. No development shall take place until there has been submitted to and approved in writing by the local planning authority a plan indicating the positions, design, materials and type of boundary treatment to be erected. The boundary treatment shall be completed before the building is occupied and retained thereafter unless any variation is agreed in writing by the local planning authority. Development shall be carried out in accordance with the approved details.

Reason: To ensure an appropriate boundary treatment is implemented. (Cambridge Local Plan 2006 policies 3/4 and 3/11).

12. 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)

13. No development shall commence until details of facilities for the storage of bins 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 storage of bins and in the interests of visual amenity (Cambridge Local Plan 2006 policies 3/7, 4/13 and 5/7).

14. No development shall commence until details of facilities for the covered, secure 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 and in the interests of visual amenity (Cambridge Local Plan 2006 policies 3/7, 5/7 and 8/6).

15. The HMO hereby permitted shall be occupied by no more than 10 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).

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

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>