PLANNING COMMITTEE

Application 17/2227/FUL **Agenda** Number Item **Date Received** 21st December 2017 Officer Michael Hammond **Target Date** 15th February 2018 Ward Petersfield 184 Gwydir Street Cambridge CB1 2LW Site Change of use to 184 Gwydir Street from private **Proposal** dwelling house (C3) to David Parr House Visitor centre (D1) on ground floor and three bedroom private residential flat(C3) on first and second floor. **Applicant** David Parr House DPH 186, Gwydir Street Cambridge CB1 2LW

DATE: 28TH MARCH 2018

SUMMARY	The development accords with the Development Plan for the following reasons:
	 The principle of development is considered acceptable as the creation of the visitor centre would retain a dwelling on the site;
	 The proposed comings and goings from the visitor centre and the adjoining David Parr House at 186 Gwydir Street would not adversely impact on the amenities of neighbours;
	The proposal would retain an acceptable living environment for future occupants of the reconfigured dwelling.
RECOMMENDATION	APPROVAL

1.0 SITE DESCRIPTION/AREA CONTEXT

1.1 The application site, no.184 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 Immediately to the south of the site is no.186 Gwydir Street otherwise known as the David Parr House. No.186 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 interior of the house was decorated and painted by David Parr and these artistic works have been preserved. Planning permission (16/1240/FUL) was granted on 7th November 2016 to change this building from a dwelling to a museum (D1) following the securing of heritage lottery funding.
- 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, as amended, seeks to change the use of no.184 Gwydir Street from a four-bedroom private dwelling house (C3) to a visitor centre (D1) on the ground-floor, to be used in connection with the David Parr House at no.186 Gwydir Street, and a three-bedroom dwelling across the ground, first and second-floors of the building.
- 2.2 External hard and soft landscaping works are proposed to the rear of the site. No physical additions to the building are proposed.
- 2.3 The application originally included a large outbuilding in the rear garden to accommodate a disabled toilet and bicycle store but this has since been removed from the proposals. The application originally sought to convert the entire ground-floor of the building to a visitor centre and did not include any external amenity space for occupants of the upper-floor dwelling. However, the application has since been amended to provide

an external patio and garden, as well as a dining room and kitchen for the occupants of the three-bedroom dwelling.

3.0 SITE HISTORY

Reference	Description	Outcome
16/1240/FUL	A change of use for the house	Permitted.
	from residential to D1 (non-	
	residential institutions) and the	
	construction of a new building in	
	the garden. (186 Gwydir Street)	
05/1253/FUL	Roof extension (including two	Permitted.
	rear dormers) and single storey	
	rear extension.	
05/0541/FUL	Single storey rear extensions	Permitted.
	and roof extension including two	
	rear dormers.	

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 Loca Plan 2006	Local	3/1 3/4 3/7 3/11
		4/11 4/13
		5/1 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	National Planning Policy Framework March 2012	
Guidance	National Planning Policy Framework – Planning Practice Guidance March 2014	
	Circular 11/95 (Annex A)	
	Technical housing standards – nationally described space standard – published by Department of Communities and Local Government March 2015 (material consideration)	
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	City Wide Guidance	
Considerations	Cycle Parking Guide for New Residential Developments (2010)	
	Air Quality in Cambridge – Developers Guide (2008)	
	Area Guidelines	
	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 No objection.

Environmental Health

6.2 No objection subject to construction hours condition and condition to restrict D1 community use solely as a visitor centre to the David Parr House and for no other purpose.

Urban Design and Conservation Team

Original comments (09/01/2018)

6.3 No objection subject to non-masonry walling system condition.

Comments on amended scheme (14/02/2018)

6.4 No objection. Non-masonry walling system condition no longer required in light of removal of outbuilding.

Access Officer

6.5 The application is supported.

Head of Streets and Open Spaces (Landscape Team)

Original comments (05/01/2018)

- 6.6 It is not clear if the flat users have any access to the garden amenity space and if so, how they access it. There is a bike store in the rear garden but again, is this for the visitor centre staff or for the residents? The same question applies to the car parking bay.
- 6.7 Will the boundaries between the two properties be remaining or will there be an intention to join the two gardens to some extent to further enhance the visitor experience?
- 6.8 The loss of amenity space for the residents in the property is not an ideal or possibly even an acceptable situation as the garden will remain predominantly unoccupied as it is accessed during the opening hours of the visitor centre.

Comments on amended scheme (14/02/2018)

- 6.9 The new plans no longer accommodate cycle storage requirements for either the flat or the visitor centre. We felt the inclusion of the facilities (plus some storage area) in the previous application was acceptable, though it needed to clarify and separate the private use from the Visitor Centre uses. This may also require a review of access for the flat from the rear.
- 6.10 The revisions provide a sensible division of space now which provide the flat with private amenity space fitting for a 3-bedroom flat as well providing access and inclusive parking to the DPH from the Gwydir St Car Park.
- 6.11 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	а
	representation:							

	Loss of privacy and security risk due to visitors going up and down garden and seeing through the fence. Overshadowing from garden building Noise and disturbance from additional visitors. A d1 use enables 184 to play music, run a café or something similar which could create a lot of noise. It is not clear how the David Parr House patio and garden will be used. There are no details about the proposed soakaway and the potential smell of this.
7.3	The above representation is a summary of the comment that has been received. Full details of the representation can be inspected on the application file.
8.0	ASSESSMENT
8.1	From the consultation responses and representation received and from my inspection of the site and the surroundings, I consider that the main issues are:
	 Principle of development Context of site, design and external spaces (and impact on heritage assets) Disabled access Residential amenity Refuse arrangements Highway safety Car and cycle parking Third party representations
	Principle of Development
8.2	The application proposes the change of use of the site from residential (C3) to a mixed use of a visitor centre to the David Parr House (D1) and residential (C3). Although an element of residential is proposed to be retained, the amount of floorspace

provided for the residential use would be decreased from approximately 152.5m² to 105m² and the number of bedrooms lowered from four to three. Consequently policy 5/4 (loss of housing) of the Cambridge Local Plan (2006) is applicable. This

The representation can be summarised as follows:

7.2

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) The lost accommodation is replaced by at least an equivalent amount of new residential floorspace.
- 8.3 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. The house is also not listed and thus criterion C is not applicable. Criterion E cannot be met as there would be a reduction in residential floorspace.
- 8.4 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.
- 8.5 The proposed visitor centre would serve the adjacent David Parr House at 186 Gwydir Street which was granted planning permission (16/1240/FUL) recently to be used as a museum. The key historic interest of the building at no.186 is the painted walls which cannot be touched given their significance and age.
- 8.6 The justification for the proposed change of use of no.184 to a visitor centre is on the basis that no.186 is a very small property and that the access and movement of visitors of the museum into and out of the property puts the historic internal walls of the building at high risk. There is no room for visitor organisation, management of coats and bags or spaces for presentation and educational material within the David Parr House itself. Undertaking these functions within the building would make the historic artwork of the building vulnerable to damage.

- 8.7 The use of no.184 as a visitor centre would allow a considered and managed approach to the management of visitors and consequently reduce the risk of damage to the internal fabric of no.186. Pre-booked groups of visitors would arrive at no.184 and be able to enter this building and drop off coats and bags. The internal space would also provide a space for guides to give talks to visitors and provide a bathroom for visitors also. The provision of this internal space would also mean that groups would not have to congregate on the street outside the front of the site. The proposed visitor centre would also provide facilities for meetings, workshops and other fundraising events of the David Parr House group.
- 8.8 A letter of support for the change of use has been received from Tobit Curteis who is the Wall Paintings Advisor for the National Trust, the external consultant to the Buildings Conservation Team at Historic England, and the conservator appointed as part of the Heritage Lottery Fund to advise on the conservation of the David Parr House.
- 8.9 I am of the view that the applicant has demonstrated the need for the community facility and why the proposed use is necessary to preserve the historic artwork at the adjacent David Parr House. In consideration of expert third party advice, the proposal would meet criteria d of policy 5/4 and is acceptable in principle. The NPPF also supports the provision of community facilities.
- 8.10 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. No.184 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.
- 8.11 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)

- 8.12 No works are proposed to the external appearance of the building.
- 8.13 The proposed landscaping works to the garden would not have a significant impact on the character and appearance of the conservation area. The Urban Design and Conservation Team has raised no objection to the proposal.
- 8.14 In my opinion the proposal is compliant with Cambridge Local Plan (2006) policies 3/4, 3/7, 3/11, 3/12.

Disabled access

- 8.15 The Access Officer is supportive of the proposed works and I agree with this advice.
- 8.16 In my opinion the proposal is compliant with Cambridge Local Plan (2006) policy 3/7.

Residential Amenity

Impact on amenity of neighbouring occupiers

- 8.17 There are conditions on the adjacent permission (16/1240/FUL) at the David Parr House which restrict the hours of use to 09:00 17:00hrs Monday to Saturday only. The number of visitors is also restricted to a maximum of six visitors at any one time. There is also a visitor management plan which explains that tours would typically last 1.5 hours and are not anticipated to be more than three times a day. I have recommended that these conditions are also included under this application.
- 8.18 Without this change of use, it is likely that while one visitor group is being toured within no.186, any other tour groups will have to wait outside the front of the property. The proposed change of use would allow visitors to wait inside no.184 while the other tour is finishing. In my opinion, as this would reduce the number of people congregating outside the front of the site,

- I consider this would have a positive impact on the amenity of neighbours in terms of noise and disturbance.
- 8.19 The proposal originally included plans for the entire rear garden to be used by the visitor centre, including a rear patio area. People exiting the David Parr House would have walked down the full length of the garden of no.186 and then back down the garden towards the rear of no.184 where they collect their belongings. The movement of visitors up and down the entire length of the garden on a regular basis, as well as congregating around the rear patio whilst waiting for their tour to start would have had a detrimental impact on the amenity of no.182 in my opinion.
- 8.20 In response to these concerns, the application was amended to provide a cut-through closer to the main buildings of nos. 184 and 186 which removes the need for visitors to walk up and down the garden when leaving the David Parr House and reentering the visitor centre. In addition, the majority of the garden adjacent to the boundary of no.182 would now be retained for use by the dwelling at no.184 which would offer a similar relationship to that of present. The movement of visitors would be confined closer to the southern boundary with no.186. In my opinion, these amendments have overcome the concerns originally raised by officers in terms of comings and goings.
- 8.21 It is acknowledged that a concern has been raised by the neighbour at no.182 regarding the potential for amplified music. As the design and access statement refers to potential fundraising, workshop, talks and meetings taking place here, I consider that it is possible that amplified music may be played. Consequently I have recommended a condition which prohibits amplified music from being audible at the boundary of the premises.
- 8.22 In respect of the unique nature of the site and its relationship to the David Parr House, a condition has been recommended which restricts the use of the site solely to a visitor centre to be used in connection with the David Parr House. The proposed use class D1 includes uses such as nurseries and places of worship which may have residential amenity and other planning related implications that have not been considered.

8.23 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 and 4/13.

Amenity for future occupiers of the site

- 8.24 The amount of floorspace provided for the residential use would be decreased from approximately 152.5m2 to 105m2 and the number of bedrooms lowered from four to three. The three bedrooms proposed appear to be capable of accommodating double-beds and it is therefore assumed that six people will occupy the residential unit. The technical housing standards state that for a dwelling of this size there should be 108m² of floorspace. The proposed dwelling would be approximately 3m² short of this standard but I do not consider this short fall to be significant. The internal layout of the dwelling would not represent a cramped living environment in my view and would provide an acceptable standard of living for its future occupants.
- 8.25 The proposal includes a large garden and patio of approximately 64m² for the future occupiers which I consider is of a sufficient quantity for the three-bedroom dwelling. There would still be a means of access down the southern boundary of the garden for use by the David Parr House and visitor centre. However, this is likely to be used less frequently by visitors as a result of the cut-through closer to the rear of the building. In addition, the car parking space at the rear of the site would be used as a disabled car parking space for the visitor centre and the number of trips to and from the visitor centre to this disabled parking space would be low. I have recommended a boundary treatment condition to ensure that the garden of no.184 is private and not openly visible to visitors.
- 8.26 In my opinion, subject to conditions, the proposal provides a high-quality living environment and an appropriate standard of residential amenity for future occupiers, and I consider that in this respect it is compliant with Cambridge Local Plan (2006) policy 3/7.

Refuse Arrangements

- 8.27 The three-bedroom dwelling proposed would have use of the three bins at the front of the site which is an identical relationship to that of the existing property.
- 8.28 The visitor centre would use the bins in front of the David Parr House at no.186. I do not anticipate the levels of waste produced by the visitor centre function would be significant and consider this arrangement acceptable.
- 8.29 In my opinion the proposal is compliant with Cambridge Local Plan (2006) policy 3/7.

Highway Safety

- 8.30 The Highway Authority has raised no objection to the proposal.
- 8.31 In my opinion the proposal is compliant with Cambridge Local Plan (2006) policy 8/2.

Car and Cycle Parking

- 8.32 The proposal would involve the loss of the car parking space for the dwelling at no.184. In my opinion this would not have a detrimental impact on parking in the surrounding streets. The site is within the controlled parking zone and in a sustainable location close to local shops and services as well as public transport links. I do not consider the dwelling would be dependent on private car as the main means of travel.
- 8.33 The applicant had produced a visitor management plan under the approved permission (16/1240/FUL) 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).
- 8.34 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
	1	0	6

8.35 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.

- 8.36 The proposal does not include any cycle parking for the three-bedroom dwelling. There does however appear to be room within the rear patio and garden to accommodate two Sheffield style stands and/or a small enclosure which would provide sufficient cycle parking for future occupiers. I have recommended a condition for this to be agreed prior to occupation of the site.
- 8.37 In my opinion, subject to conditions, the proposal is compliant with Cambridge Local Plan (2006) policies 8/6 and 8/10.

Third Party Representations

- 8.38 The vast majority of the comments that have been raised have been addressed by way of the amendments or within the main body of this report.
- 8.39 The concern regarding smell from the soakaway is not a planning consideration.

9.0 CONCLUSION

9.1 The proposed change of use of the ground-floor of the site to a visitor centre would help preserve the significance of the historic artwork of the David Parr House at no.186 Gwydir Street. The proposal would not give rise to harmful levels of noise and disturbance being experienced at adjacent properties, subject to conditions. The proposal would retain an acceptable living environment for the future occupants of the reconfigured three-bedroom dwelling on the site.

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.

 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 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)

5. 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)

6. 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 and 4/13).

7. The ground floor of the premises shall be used as a visitor centre to David Parr House and for no other purpose (including any other purpose in Classes D1 of the Schedule to the Town and Country Planning (Use Classes) Order 1987, or in any provision equivalent to that Class in any statutory instrument revoking and re-enacting that Order with or without modification).

Reason: An alternative use in this location would need to be reassessed in interests of the amenity of neighbouring properties. (Cambridge Local Plan 2006 policies 3/7 and 4/13).

8. In the event that amplified music is played within the visitor centre, doors and windows must be kept closed. Amplified music should not be audible at the boundary of the site, including within the adjoining properties.

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

9. Prior to occupation of the residential use hereby permitted, a plan indicating the positions, design, materials and type of boundary treatments to be erected shall be submitted to and approved in writing by the local planning authority. The boundary treatment shall be completed before the use hereby permitted is commenced 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 and to provide an acceptable living environment for future occupiers of the dwelling. (Cambridge Local Plan 2006 policies 3/4 and 3/11)

10. Prior to occupation of the dwelling hereby permitted, details of facilities for the covered, secure parking of bicycles for use in connection with the dwelling hereby permitted shall be submitted to and approved by the local planning authority in writing. The facilities shall be provided in accordance with the approved details before use of the dwelling commences, and shall be retained in accordance with these details thereafter.

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 and 8/6).

11. The proposed private amenity space for the dwelling hereby permitted shall be laid out in accordance with drawing no.888-10A prior to the occupation of the dwelling and shall thereafter be retained in the configuration as approved for the benefit of future occupants of the scheme unless otherwise agreed in writing by the local planning authority.

Reason: In order to ensure an appropriate standard of residential amenity for future occupants (Cambridge Local Plan 2006 policies 3/4, 3/7 and 3/11).

12. The proposed access between the garden of the David Parr House at 186 Gwydir Street and the rear of the visitor centre hereby permitted shall be laid out in accordance with drawing no.888-10A prior to the use of the visitor centre and shall thereafter be retained in the configuration as approved for the benefit of visitors and staff of the scheme unless otherwise agreed in writing by the local planning authority.

Reason: In order to protect the amenity of neighbouring occupiers (Cambridge Local Plan 2006 policies 3/7 and 4/13).