

Application Number	18/0275/FUL	Agenda Item	
Date Received	26th February 2018	Officer	Rob Brereton
Target Date	23rd April 2018		
Ward	Petersfield		
Site	18 Mill Road Cambridge CB1 2AD		
Proposal	Change of use of first and second floors and part of ground floor at 18 Mill Road to create 2 studio apartments and provision of new door accessing ground floor.		
Applicant	Mr Kane Astin 18, Mill Road Cambridge CB1 2AD		

SUMMARY	<p>The development accords with the Development Plan for the following reasons:</p> <ul style="list-style-type: none"> <input type="checkbox"/> It would not impact the appearance of the Conservation Area or the character of the building. <input type="checkbox"/> It would not impact the amenities of adjoining neighbouring properties. <input type="checkbox"/> It would provide an adequate quality of internal amenity space for future occupiers.
RECOMMENDATION	APPROVAL

1.0 SITE DESCRIPTION/AREA CONTEXT

1.1 No. 18 is on the southern side of Mill Road. It is a two and a half storey mid-terrace property with rooms within the pitched roof. Currently the ground floor is used as an estate agents (Class A2) and the upper floors are used for offices (Class B1) related to this estate agents use. The property is Victorian and finished in brick, it has a traditional shopfront, a bay window at first floor and a pitched roof dormer facing the street. To the rear of No. 18 is a two storey

building which contains two flats, Nos. 18a and 18b Mill Road.

- 1.2 The subject site is within the Central Conservation Area and appraised under the Mill Road Area Conservation Area Appraisal (2011). It is also within the Mill Road West District and Local Centre.

2.0 THE PROPOSAL

- 2.1 Planning permission is sought for the Change of use of the first and second floors and part of the ground floor at No. 18 Mill Road to create 2 studio apartments and the provision of a new door accessing the ground floor.
- 2.2 Originally the application proposed 3 studio units this was amended to 2 studio units and the layout of the associated bin and bike store was also altered.
- 2.3 Plot one is a one bedroom flat which is proposed within the first floor and is 39.6 square metres in area. Plot two is a studio flat which is proposed within the roofspace of the second floor and its allocated bathroom is on the first floor. It is 37.9 square metres in area. The bins are proposed to be stored under the stairs at ground floor and two cycle spaces are proposed within the access at ground floor. No external amenity space is proposed.

3.0 SITE HISTORY

Reference	Description	Outcome
15/0077/FUL	Ground and second floor extension at 20 and 22, to create 4 additional bedsits, and second floor extension to no 18 and alteration to shopfront.	Refused
13/1373/FUL	Proposed first floor extension to existing offices.	Refused
07/1492/FUL	Single storey rear extension to form office space.	Approved
07/1051/FUL	Single storey rear extension to form office space.	Refused
C/01/0892	Single Storey rear extension	Approved

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 4/11 4/13 5/1 5/2 6/7 8/1 8/2 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 (Annex A) Technical housing standards – nationally described space standard – published by Department of Communities and Local Government March 2015 (material consideration)
Supplementary	Sustainable Design and Construction (May

Planning Guidance (2007)

Cambridgeshire and Peterborough Waste Partnership (RECAP): Waste Management Design Guide Supplementary Planning Document (February 2012)

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 The Highway Authority states new residents of this scheme will not qualify for Residents' Permits (other than visitor permits) within the existing Residents' Parking Schemes operating on surrounding streets. An informative should be added to bring this to the attention of the applicant.

Environmental Health

- 6.2 No objection subject to conditions. As these proposed flats are located on a busy road, a noise assessment and insulation scheme

is recommended to be sought by condition to ensure future residents do not experience a detrimental level of noise pollution. This should also assess external plant noise to the rear. Conditions limiting construction hours and collection and deliveries during construction are also recommended.

Conservation Team

- 6.3 There are no Conservation concerns regarding the proposed change of use. The applicants have shown that there is a precedent for a door in the proposed new location within the shopfront as there was one in that position previously. Therefore, subject to appropriate details, this can be supported. Details of the new door and the alterations to the shopfront to accommodate it are recommended to be sought by condition.

Head of Streets and Open Spaces (Landscape Team)

- 6.4 It is considered that there are no material Landscape issues with this proposal.

Waste Team

- 6.5 The waste facilities suggested are fine, so I have no comments to make.

Drainage

- 6.6 No objection
- 6.7 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:

- 30 Lyndewode Road

- 7.2 The representations can be summarised as follows:

- This section of Mill Road has been subject to numerous

applications for small studio or effectively bedsit conversions. There is concern that the Council is not taking a more strategic view of these developments and in particular access to amenity space. The applicant states in this case there is no need for this facility as Parkers Piece is close. This is unacceptable; this scheme could easily provide a small area of garden on site for both the existing residents of the building to the rear and the new occupants. Access to open space is important particularly in hot weather.

- The top floor of the building will be particularly prone to excessive heat in the summer as it is located directly under the roof which may be not be insulated.
- The occupants of these studio apartments could be single people or couples and it is important that the Council consider the quality of the living environment that is being created.

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 impact on heritage assets
3. Residential amenity
4. Refuse arrangements
6. Car and cycle parking
7. Third party representations

Principle of Development

8.2 Policy 5/1 of the Cambridge Local Plan (2006) states that proposals for housing development on windfall sites will be permitted subject to the existing land use and compatibility with adjoining uses. The surrounding buildings have a predominantly residential use at upper floor levels. It is therefore my view that the proposed addition of two studio units in this location is in line with policy 5/1 of the Local Plan.

- 8.3 Policy 5/2 of the Cambridge Local Plan (2006) states the conversion of single residential properties and the conversion of non-residential buildings into self-contained dwellings will be permitted except where:
- a. The residential property has a floorspace of less than 110 square metres;
 - b. the likely impact upon on-street parking would be unacceptable;
 - c. the living accommodation provided would be unsatisfactory;
 - d. the proposal would fail to provide for satisfactory refuse bin storage or cycle parking; and
 - e. the location of the property or the nature of nearby land uses would not offer a satisfactory level of residential amenity.

The subject building has a floor area larger than 110 square metres and therefore complies with criteria a, the paragraphs below consider the other criteria b, c, d and e of this policy.

- 8.4 The proposed scheme will result in the loss of office space on first and second floors and the loss of some of the estate agents floor space on the ground floor. There are no policies in the Local Plan resisting the loss of office uses. There is no objection to the loss of some of the ground floor space under policy 6/7 of the Cambridge Local Plan (2006), which relates to change of use in District Centres given that the existing ground floor is in A2 rather than A1 use.

Context of site, design and impact on heritage assets

- 8.5 The only external work proposed includes the insertion of a new door and alterations to the existing shopfront. The existing door way would be used by the proposed residential use, while the proposed new door opening would be used by the estate agents use. The applicants have shown that there is a precedent for a door in the proposed new location within the shopfront as there was one in that position previously. Therefore, subject to appropriate details, recommended to be sought by condition this alteration can be supported. I therefore consider the proposed minor external works will have an acceptable impact on the appearance of the Conservation Area and character of the building.
- 8.6 In my opinion the proposal is compliant with Cambridge Local Plan (2006) policies 3/4, 3/7 and 4/11.

Residential Amenity

Impact on amenity of neighbouring occupiers

- 8.7 I do not consider the proposed change of use from office to residential accommodation would have an adverse impact on neighbouring properties. I note no additional windows are proposed so I do not envisage any additional overlooking of nearby dwellings. The existing first floor window facing south of the proposed flat plot 01 is approximately 16 metres from the windows of 18A and 18B Mill Rod. The existing second floor south facing window of the proposed flat plot 02 is even further away from these neighbouring windows at circa 21 metres. These distances are significant enough to dispel any potentially detriment overlooking impacts.
- 8.8 To ensure neighbours are not unduly impacted during the construction phase conditions limiting construction hours and collection and during construction are recommended.
- 8.9 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.

Amenity for future occupiers of the site

- 8.10 Technical housing standards – nationally described space standard – published by Department of Communities and Local Government March 2015 (NDSS) is a material consideration for this application. Originally this application proposed three studio units, none of which met the NDSS standards. The application was therefore amended to have two studio units. Plot 01 on the first floor has an area of 39.6 square metres, this exceeds the 37 square metres required by the NDSS for a one bedroom unit occupied by 1 person. I also note this unit is not a new build but a retrofit into an existing building in a sustainable location. Plot 2 on the second floor has a floor area of 37.9 square metres, again this exceeds the 37 square metres required by the NDSS for a single occupancy unit. However, the bathroom of this unit, which makes up 6.4 square metres of the floorspace is located on the first floor. This is not an ideal situation and the NDSS does not give different space standards for 1-bed/1 person units that are sited over two floors. However, I believe it would provide an adequate level of amenity for the future occupiers. I also note this unit is not a new build but a retrofit into an existing

building in a sustainable location.

- 8.11 No outdoor amenity spaces are proposed as part of this scheme. I consider this acceptable as the two units are most likely to be occupied by single occupants and in this central location many parks and open spaces including Parker Pieces are within walking distance.
- 8.12 Environmental Health has identified Mill Road as a road that emits a significant amount of noise pollution. I therefore recommend a condition requiring a noise insulation scheme, which would dispel any detrimental impacts to future occupants.
- 8.13 In my opinion 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) criteria c and e of policy 5/2 and policies 3/4, 3/7, 4/13 and.

Refuse Arrangements

- 8.14 The bins for these flats are proposed to be stored in a room underneath the stairs on the ground floor. This room is proposed to be mechanically ventilated. Currently the room proposed is used as a bathroom and therefore has an acceptable ceiling height for a bin store. Prior to the scheme being amended I had concerns this space was too small for the bins of three studio flats, but as the scheme has been amended to two studio flats I now consider the level of storage acceptable. The Refuse Team have no objection to the storage location and the amount of bins provided for this scheme.
- 8.15 In my opinion the proposal is compliant with Cambridge Local Plan (2006) policy 3/12 and criteria d of policy 5/2.

Car and Cycle Parking

- 8.16 No car parking is proposed as part of this scheme and future occupants would not qualify for Residents' Parking Schemes operating on surrounding streets. I consider this acceptable as these flats are located in such a central location and close to the train station and many bus routes. I also note parking standards in the Cambridge Local Plan (2006) are maximum standards, therefore I consider a car-free development in this location is policy compliant.

8.17 Two cycle spaces are proposed as part of this scheme. This number of spaces is compliant with Appendix D of the Cambridge Local Plan (2006). Originally I was concerned the location of these cycle parking spaces would conflict with taking the bins out. The siting of the internal wall between the estate agents and the hallway leading to the proposed flats was amended so that the two cycle spaces would be indented into the wall. I consider this removed any conflict and the cycle parking is now considered acceptable.

8.18 Third Party Representations

Concern	Response
Lack of amenity space	See paragraph 8.11
Insulation	See paragraph 8.12
Occupant's amenity	See paragraphs 8.10 to 8.13

9.0 CONCLUSION

9.1 The proposal as amended would have an acceptable impact on the Conservation Area, the amenity of the occupiers of adjoining properties and the amenity of the future occupiers of the two studio flats.

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. There should be no collections from or deliveries to the site during the demolition and construction stages outside the hours of 0800 hours and 1800 hours on Monday to Friday, 0800 hours to 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)

5. No new, replacement or altered doors or shopfront shall be installed, nor existing doors or shopfront removed, until drawings at a scale of 1:20 of all such doors and shopfront have been submitted to and approved in writing by the local planning authority. The development shall be carried out in accordance with the approved details.

Reason: To avoid harm to the special interest of the Conservation Area. (Cambridge Local Plan 2006, policy 4/11)

6. All new joinery is to be of timber and not metal or plastic.

Reason: To avoid harm to the special interest of the Conservation Area. (Cambridge Local Plan 2006, policy 4/11)

7. Prior to the commencement of development/construction, a noise insulation scheme detailing the acoustic noise insulation performance specification of the external building envelope of the residential units (having regard to the building fabric, glazing and ventilation) to reduce the level of noise experienced in the residential units as a result of the proximity of the habitable rooms to the high ambient noise levels in the area be submitted to and approved in writing by the local planning authority. The scheme shall achieve internal noise levels recommended in British Standard 8233:2014 Guidance on sound insulation and noise reduction for buildings. The scheme as approved shall be fully implemented before the first occupation of the building and thereafter be retained as such.

Reason: To protect the amenity of future occupants of this property from the high ambient noise levels in the area (Cambridge Local Plan 2006 policies 3/4, 3/7 and 4/13)

8. No occupation shall commence of the hereby approved residential units until the cycle and bin storage are provided in accordance with Drawing Number: 1265.P.100 REV F. The storage facilities shall thereafter be maintained in accordance with these details.

Reason: To ensure appropriate provision for the secure storage of bins and bicycles. (Cambridge Local Plan 2006 policies 4/13 and 8/6)

INFORMATIVE: Please note the occupants of the hereby approved residential units are not entitled to resident parking permits (other than visitor permits) within the existing Residents' Parking Scheme in this location.