

Application Number	18/1353/FUL	Agenda Item	
Date Received	3rd September 2018	Officer	Mairead O'Sullivan
Target Date	29th October 2018		
Ward	Arbury		
Site	Kingsway Clinic Carlton Way		
Proposal	Conversion of former NHS Clinic into 4no. Flats.		
Applicant	Victoria Simpson Cambridge City Council Estates and Facilities Unit 130 Cowley Road		

SUMMARY	<p>The development accords with the Development Plan for the following reasons:</p> <ul style="list-style-type: none"> - The proposal would enliven a vacant ground floor frontage of the building - The proposal would provide 4 quality affordable residential units
RECOMMENDATION	APPROVAL

1.0 SITE DESCRIPTION/AREA CONTEXT

1.1 The site lies within a residential development known as the Kingsway Flats. The site lies on the north western end of Carlton Way; a predominantly residential area. The development dates from the 1960s and comprises a five storey concrete and red brick building. The element of the building in question was last used as an NHS clinic and forms the ground floor of the block which lies perpendicular to Carlton Way. The flats are arranged in a series of blocks with communal stairways fronting onto open green spaces.

1.2 The site does not lie within the Conservation Area. There are no TPOs on site. The site lies adjacent to two areas of Protected

Open Space (Kingsway and Verulam Way). The site lies outside the Controlled Parking Zone.

2.0 THE PROPOSAL

- 2.1 The application seeks full planning permission for the conversion of the former NHS clinic (D1 use) to 4 flats (C3 use). The application has been amended since submission as the units did not meet the internal space requirements of policy 50. Additional information was also provided to address comments from the Drainage Officer.
- 2.2 The clinic was last used on a part time basis by the NHS. The facility is no longer required as all of the services which operated from the premises have vacated to other sites around the city. The four flats are proposed to be affordable units which would be retained and managed by the City Council. These would be made up of 2 x 1 bed 2 person flats and 2 x 1 bed 1 person flats. The units would be accessed from the southern elevation of the block which runs perpendicular to Carlton Way.

3.0 SITE HISTORY

Reference	Description	Outcome
C/64/0042	129 flats, 152 car acc., play area and health clinic.	Permitted
C/65/0006	130 flats, 140 garages, play areas, dental and health clinic	Permitted
C/90/0583	Change of use (conversion of Laundry into meeting room laundry waiting area and single storey front extension)	Permitted
C/91/0692	Installation of 1 x 110cm satellite dish to provide short term satellite tv services to 129 residential units.	Permitted

4.0 PUBLICITY

4.1	Advertisement:	No
	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 2018 policies, Supplementary Planning Documents and Material Considerations.

5.2 Relevant Development Plan policies

PLAN	POLICY NUMBER
Cambridge Local Plan 2018	1 3 28 31 32 35 50 51 53 55 56 57 58 59 73 81 82

5.3 Relevant Central Government Guidance, Supplementary Planning Documents and Material Considerations

Central Government Guidance	National Planning Policy Framework 2019 National Planning Policy Framework – Planning Practice Guidance from 3 March 2014 onwards Circular 11/95 (Annex A) Technical housing standards – nationally described space standard – published by Department of Communities and Local Government March 2015 (material consideration)
Previous Supplementary Planning	Sustainable Design and Construction (May 2007)

<p>Documents (These documents, prepared to support policies in the 2006 local plan are no longer SPDs, but are still material considerations.)</p>	<p>Cambridgeshire and Peterborough Waste Partnership (RECAP): Waste Management Design Guide Supplementary Planning Document (February 2012)</p> <p>Affordable Housing (January 2008)</p>
<p>Material Considerations</p>	<p><u>City Wide Guidance</u></p> <p>Cambridge and Milton Surface Water Management Plan (2011)</p> <p>Cambridge and South Cambridgeshire Strategic Flood Risk Assessment (November 2010)</p> <p>Cambridge City Council</p> <p>Cycle Parking Guide for New Residential Developments (2010)</p>

6.0 CONSULTATIONS

Cambridgeshire County Council (Highways Development Management)

- 6.1 No objection: The Highway Authority does not consider that this application will have any significant adverse impact upon the operation of the highway network.

Environmental Health

6.2 No objection: A construction hours condition is recommended.

Refuse and Recycling

6.3 No objection: The bin allocation for the conversion into flats seem to be fine.

Head of Streets and Open Spaces (Sustainable Drainage Officer)

6.4 Objection: The development site is identified at risk of surface water flooding in the Environment Agency's Surface Water Flood Map. An assessment of the risk posed from surface water flooding should be undertaken and adequate mitigation identified.

6.5 No objection: The flood risk assessment has identified the sunken area that poses a risk to the proposed change of use and suitable mitigation measures to reduce this risk. A condition is recommended requiring details of flood resilient construction to be approved.

6.6 The above responses are a summary of the comments that have been received. Full details of the consultation responses can be inspected on the application file.

7.0 REPRESENTATIONS

7.1 No representations have been received

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. Affordable Housing
3. Context of site, design and external spaces
4. Water management and flood risk
5. Residential amenity
6. Refuse arrangements

7. Highway safety
8. Car and cycle parking

Principle of Development

- 8.2 The last use of the site was as a NHS clinic (D1 use). A D1 use is considered a community use and as a result policy 73 is relevant. This states that the loss of a facility that was last in community use will only be permitted where the facility can be replaced within the new development or relocated to its existing scale, range, quality and accessibility for users or the facility is no longer needed. Appendix K of the Local Plan details how to demonstrate a facility is no longer required.
- 8.3 Appendix K states that proposals where facilities are being replaced elsewhere should demonstrate the following:
 - a. equal or improved site accessibility to users by all means of transport including foot and cycle; and
 - b. sufficient spare capacity or agreement to accommodate displaced users at other equivalent community/leisure facilities with similar accessibility for users. For existing leisure facilities, in the absence of a robust district-wide needs assessment/capacity assessment, applicants will be expected to carry out such an assessment at their own cost; and
 - c. through local consultation, the level of interest in and viability of the continued use of the premises as a community/leisure facility
- 8.4 The clinic is no longer used by the NHS and was disposed of as part of a rationalisation programme to reduce the number of properties they deliver services across. At the time of the decision the clinic was only used part time. The clinical services which were located at the clinic are as follows: Children's Services; Paediatric Audiology and Paediatric Speech and Language Therapy (SaLT).
- 8.5 The SaLT service was relocated to the Chesterton Medical Centre which is within 21 minutes' walk from the site. The audiology service operated a 1 day per week clinic which has moved to a purpose built facility in the newly refurbished Peacock Children's Centre. This service provided a service for people across Cambridge rather than specifically in the locality. The facility can be reached by public transport from the site. A

local charity called Cambridge Talking News, which supports people with hearing difficulties, was offered a space at Brookfields Hospital but the operator declined as they had found their own alternative accommodation.

- 8.6 I am satisfied that the last uses of the site have been replaced in adequately accessible locations/facilities elsewhere. Appendix K states that any marketing exercise would need to be targeted to the last use of the site and would not be for any generic use within the wider use class, Given the niche nature of the use, I agree with the applicant that the NHS are the only likely occupier and as it is surplus to their requirements, I do not consider it necessary to market the unit.
- 8.7 Policy 3 of the Cambridge Local Plan (2018) supports the provision of new residential development in and around the urban area of Cambridge. Policy 53 relates to flat conversions. This states that the conversion of a non-residential building into self-contained flats will be permitted where:
- a. the proposed development (the original building including acceptable extensions and roof conversions) has an internal gross floor area of at least 120 sqm (excluding stairwells, balconies, external open porches, conservatories and areas with a floor to ceiling height of less than 1.5m), and proposed room sizes meet minimum room sizes (see Policy 50);
 - b. the ground or lower ground floor includes a family unit (two bedroom plus) with garden access;
 - c. the proposal, in terms of the number of units and scale of associated extensions, would not have a negative impact on the amenity or character of the area or on highway safety in streets already experiencing parking stress;
 - d. the proposal would result in a good standard of amenity for its occupiers and is designed to avoid cumulative and negative impacts on neighbouring residential properties; and
 - e. the proposal includes appropriate refuse, recycling and cycle storage to serve the development
- 8.8 The clinic has a gross floor space of greater than 120sqm. All four units would be on the ground floor so criterion b is not relevant. The proposal does not include any extensions, other than in-filling the void under the balconies of the first floor flats, but impact on the surrounding character, highway safety and neighbour amenity will be assessed further under the relevant

heading below. Amenity for future occupiers and bin and bike storage will also be addressed under the relevant headings below.

Affordable Housing

- 8.9 The application is made by Cambridge City Council who is the land owner. Although the proposal does not meet the policy threshold to require affordable housing provision, the intention is that the units would be affordable and these would be retained and managed by Cambridge City Council.

Context of site, design and external spaces

- 8.10 The surrounding use on site and in the wider area is residential so introducing a residential use in place of the clinic is considered to be in keeping with the surrounding character. The building will be marginally extended in line with the balconies above. This is not considered to have any design implications. As it stands a large element of the building is vacant at ground floor. The proposed use would enliven the frontage with windows and doors onto this space. There is the potential to provide some landscaping to the front of each unit which would provide pleasant green pockets amongst the built environment.
- 8.11 In my opinion the proposal is compliant with Cambridge Local Plan (2018) policies 53, 55, 56, 58, 59.

Integrated water management and flood risk

- 8.12 Following the submission of additional information, the Drainage Officer has withdrawn their objection subject to a condition requiring approval of details of flood resilient construction. I consider this approach to be acceptable.
- 8.13 In my opinion the applicants have suitably addressed the issues of water management and flood risk, and the proposal is in accordance with Cambridge Local Plan (2018) policies 31 and 32.

Residential Amenity

Impact on amenity of neighbouring occupiers

- 8.14 The proposal infills the void under the balconies above but otherwise the footprint would remain unchanged and as a result the proposal would not enclose or overshadow any nearby occupiers. The change of use from a clinic to 4 residential units is not considered to give rise to such an intensification of use of the site to cause noise and disturbance to surrounding occupiers.
- 8.15 A construction hours condition has been recommended by the Environmental Health Officer to protect the amenity of nearby occupiers during construction. I consider this to be acceptable and have recommended the condition.
- 8.16 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 (2018) policies 35, 53, 55 and 56.

Amenity for future occupiers of the site

- 8.17 The plans as originally submitted did not meet with the internal requirements of policy 50 of the Local Plan. As a result, the internal layout has been amended as part of the application. The proposed units have been amended from 2 x 2 bed 3 person flats and 2 x 1 bed 2 person flats to 2 x 1 bed 2 person and 2 x 1 bed 1 person flats. The internal floor space for the revised flats is shown in the below table:

Unit	Number of bedrooms	Number of bed spaces (persons)	Number of storeys	Policy Size requirement (m ²)	Proposed size of unit	Difference in size
1	1	2	1	50	55.5	+2
2	1	1	1	39	46	+7
3	1	1	1	39	46	+7
4	1	2	1	50	55.5	+5.5

- 8.18 The front garden spaces are the only private areas of external space proposed for the units. These spaces are each approx. 11.5sqm. This proposed external space is small for the larger

units and not a very private space. However, the proposal is retrofitting an existing building and it would not be possible to provide the units with more meaningful gardens. In my view, these spaces could be quite attractive pockets subject to some landscaping and I recommend a condition requiring details of landscape prior to occupation. The users of the flats would have access to two areas of Protected Open Space which are directly adjacent to the site. Whilst the external arrangement is not ideal, given the fact the proposal is retrofitting an existing building and that the occupants would have easy access to large areas of open space, I consider the small external space provision to on balance be acceptable.

- 8.19 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 (2018) policies 50, and 53.

Refuse Arrangements

- 8.20 Bin storage would be within an existing bin store which serves the existing flats. The Waste Officer has confirmed that the proposed refuse arrangements would be acceptable. I share this view.

- 8.21 In my opinion the proposal is compliant in this respect with Cambridge Local Plan (2018) policies 53 and 57.

Highway Safety

- 8.22 The Highway Authority has confirmed that they do not foresee the proposal having any significant adverse impact on highway safety. I share this view.

- 8.23 In my opinion the proposal is compliant with Cambridge Local Plan (2018) policies 53 and 81.

Car and Cycle Parking

- 8.24 No allocated off-street car parking is proposed for the new flats. There is an existing car park which served the clinic and which will remain available for future residents. A cycle store will be provided for the new units within a vacant space in the wider

site. Sheffield stands will be provided as well as a lockable gate and lighting. Details of the cycle store are requested to be dealt with by condition.

8.25 In my opinion the proposal is compliant with Cambridge Local Plan (2018) policies 53 and 82.

9.0 CONCLUSION

9.1 The facility is considered surplus to requirements and as a result the loss of the D1 use is considered acceptable. The proposed works are considered to be acceptable in design terms. Details of landscape are recommended to be dealt with by condition to ensure the external space would be a pleasant space. Final details of the bike store are also recommended to be dealt with by condition. In my view, subject to these conditions, the flats would provide a quality living environment for future occupiers. The proposal would bring a disused ground floor frontage back into use and will provide four affordable dwelling units.

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 91 of the Town and Country Planning Act 1990 (as amended by 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 2018 policy 35)

4. No development shall commence until a scheme for flood resilient /resistant construction has been submitted to and approved in writing by the Local Planning Authority, in accordance with FRA, PJA/18/0272, 31/01/2019. Development thereafter shall take place in accordance with the approved details.

Reason: To reduce the risk of flooding to the proposed development and future occupants (Cambridge Local Plan 2018 policy 32)

5. Prior to the occupation of the flats, details of facilities for the covered, secure cycle parking of 4 number 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 satisfactory provision for the secure storage of bicycles. (Cambridge Local Plan 2018 policy 82)

6. No development above ground level, other than demolition, shall commence until full details of both hard and soft landscape works have been submitted to and approved in writing by the Local Planning Authority. The works shall be carried out as approved. These details shall include proposed finished levels or contours; means of enclosure; car parking layouts, other vehicle and pedestrian access and circulation areas; hard surfacing materials; minor artefacts and structures (eg furniture, play equipment, refuse or other storage units, signs, lighting); retained historic landscape features and proposals for restoration, where relevant. Soft Landscape works shall include planting plans; written specifications (including cultivation and other operations associated with plant and grass establishment); schedules of plants, noting species, plant sizes and proposed numbers/densities where appropriate and an implementation programme.

7. All hard and soft landscape works shall be carried out in accordance with the approved details. The works shall be carried out prior to the occupation of any part of the development or in accordance with a programme agreed in writing by the Local Planning Authority. The maintenance shall be carried out in accordance with the approved schedule. Any trees or plants that, within a period of five years after planting, are removed, die or become in the opinion of the Local Planning Authority, seriously damaged or defective, shall be replaced as soon as is reasonably practicable with others of species, size and number as originally approved, unless the Local Planning Authority gives its written consent to any variation.

Reason: In the interests of visual amenity and to ensure that suitable hard and soft landscape is provided as part of the development. (Cambridge Local Plan 2018 policies 55, 57 and 59)