

Application Number	11/0460/FUL	Agenda Item	
Date Received	27th April 2011	Officer	Mr John Evans
Target Date	22nd June 2011		
Ward	Petersfield		
Site	Norman House Cambridge Place Cambridge Cambridgeshire CB2 1NS		
Proposal	Change of use of property from offices (use class B1(A)) to D1 floorspace to provide a library, cafe/common room and associated facilities to provide ancillary student support facilities to be used in conjunction with Abbey College.		
Applicant	C/o York House 7 Dukes Court 54-62 Newmarket Road Cambridge CB5 8DZ		

1.0 SITE DESCRIPTION/AREA CONTEXT

- 1.1 The application site relates to Norman House, an L shaped building situated on the northern side of Cambridge Place. The building has 2 storeys and is constructed in red brick. The application site includes a rectangular external area for 3 car parking spaces.
- 1.2 Norman House adjoins Atlas House, a commercial building with a rectangular footprint, and of a similar height and design to Norman House.
- 1.3 The area is a mix of residential and commercial, with dwellings to the north west and within a gated development to the north.
- 1.3 The site falls within the Central Conservation Area.

2.0 THE PROPOSAL

- 2.1 This application seeks permission for a change of use from offices (Use Class B1a) to D1 (non residential institution), to provide a library, cafe common room and associated facilities.

The converted building is intended to provide for the day to day needs of students of Abbey College.

2.2 The application does not seek to make any physical changes to the building.

2.3 The application is accompanied by the following supporting information:

1. Planning Statement

3.0 SITE HISTORY

Reference	Description	Outcome
10/0596/FUL	Change of use from B1a office use to D1 to relocate a small nursery.	Withdrawn

3 Cambridge Place, 25 Hills Road And 3 Glisson Road

Reference	Description	Outcome
09/1194/FUL	Change of use of first floor to third floors of 3 Cambridge Place and of the first floor of 25 Hills Road from offices (B1) to offices (B1) and/or education (class D1) use and provision of associated cycle parking at 25 Hills Road, 3 Cambridge Place and 3 Glisson Road.	Approved

4.0 PUBLICITY

4.1	Advertisement:	Yes
	Adjoining Owners:	Yes
	Site Notice Displayed:	Yes

5.0 POLICY

5.1 Central Government Advice

Planning Policy Statement 1: Delivering Sustainable Development (2005)

Planning Policy Statement 5: Planning for the Historic Environment (2010)

Circular 11/95 – The Use of Conditions in Planning Permissions

5.2 East of England Plan 2008

ENV6: The Historic Environment

ENV7: Quality in the Built Environment

5.3 Cambridge Local Plan 2006

3/4 Responding to context

3/7 Creating successful places

3/11 The design of external spaces

4/11 Conservation Areas

7/2 Selective management of the Economy

7/11 Language Schools

8/2 Transport impact

5.4 Material Considerations

Central Government Guidance

Written Ministerial Statement: Planning for Growth (23 March 2011)

Includes the following statement:

When deciding whether to grant planning permission, local planning authorities should support enterprise and facilitate housing, economic and other forms of sustainable development. Where relevant and consistent with their statutory obligations they should therefore:

(i) consider fully the importance of national planning policies aimed at fostering economic growth and employment, given the

need to ensure a return to robust growth after the recent recession;

(ii) take into account the need to maintain a flexible and responsive supply of land for key sectors, including housing;

(iii) consider the range of likely economic, environmental and social benefits of proposals; including long term or indirect benefits such as increased consumer choice, more viable communities and more robust local economies (which may, where relevant, include matters such as job creation and business productivity);

(iv) be sensitive to the fact that local economies are subject to change and so take a positive approach to development where new economic data suggest that prior assessments of needs are no longer up-to-date;

(v) ensure that they do not impose unnecessary burdens on development.

In determining planning applications, local planning authorities are obliged to have regard to all relevant considerations. They should ensure that they give appropriate weight to the need to support economic recovery, that applications that secure sustainable growth are treated favourably (consistent with policy in PPS4), and that they can give clear reasons for their decisions.

6.0 CONSULTATIONS

Cambridgeshire County Council (Transport)

- 6.1 No significant adverse effect upon the Public Highway should result from this proposal, should it gain benefit of Planning Permission.

When considering current guidance, the use of Cambridge Place as a

shared space would seem reasonable: the numbers of vehicle movements are low, the drivers, the vast majority of whom will be familiar with the environment of Cambridge Place, and pedestrians are able to see each other and should, with due care and attention on both sides, be able to mix safely.

The access is constrained, but this would act to reduce vehicle speeds entering and leaving Cambridge Place, and, again, drivers and pedestrians using the highway with due care and attention should be able to mix with acceptable levels of safety.

Vehicle movement numbers and pedestrian flows are not high, and the proposal, whilst it would increase pedestrian movements, would not be anticipated to increase them to a degree where danger results.

Head of Environmental Services

- 6.2 No objections subject to the imposition of conditions relating to storage of waste.

As a commercial operation the School is also under a duty to pretreat (sort) their waste. I therefore advise that the college has space for at least 2 bins.

I note the concern about the visual appearance of a bin store. However, I argue that it is an operational necessity and as this area is not of high visual amenity a fenced enclosure would be acceptable. I also note Mr Belton's agreement to a condition regarding the placement of bins outside the premises at the end of his letter. Such a store would overcome the concerns of my colleagues and myself, with this in mind I am happy to support the application on with the conditions in my original memo.

Historic Environment Manager

- 6.3 There are no objections to these proposals. There will be no adverse effect on the character and appearance of the conservation area.

Disability Consultative Panel (Meeting of 1 June 2011)

- 6.4 Despite assumptions made by the applicant, this application involves a material change to the internal structure, and on that basis a D&A statement is required. The Panel would welcome the addition of a lift, and as a disabled student may want to use the café and WC, the inclusion of appropriate toilet facilities would also be welcomed. As elevations were not included among the plans, it is not clear whether any level access is

proposed. As academic institutions have a duty to provide for disabled users, the Panel felt this application was unacceptable.

- 6.5 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: 15 and 47 Cambridge Place, **Glisson Road/Tenison Road Area Residents Association**,

- 7.2 The representations can be summarised as follows:

Objections in principle

- There is already a congestion of independent education establishments in the locality.
- The concentrated encroachment of Abbey College is invading a residential/office area.
- It is appreciated that the City Council no longer has a policy with regard to the expansion of specialist Colleges and institutions, there is however concern about the concentration of these at the top of Glisson Road and Cambridge Place. There is no policy framework for the expansion of education facilities.

Access concerns

- Cambridge Place is extremely narrow and has a very constricted access onto Hills Road.
- Students congregate in the access and it is surprising that to date a serious accident has not occurred. Students, often from overseas are unaware of the dangers of crossing this street.
- Cambridge Place does not have any safety features apart from 2 narrow footpaths.
- The exit from the Abbey car park onto Glisson Road is unsatisfactory and dangerous for pedestrians and it is assumed this will be used for deliveries to and from the cafe at Norman House.
- Road safety needs to be carefully considered. Pedestrians and vehicles share the road, which is very dangerous.

Cycle parking

- There is already ad hoc parking of bicycles in the vicinity, which sometimes blocks Cambridge Place.
- No cycle parking is provided.

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. Disabled access
5. Refuse arrangements
6. Highway safety
7. Car and cycle parking
8. Third party representations

Principle of Development

8.2 Office use falls within use class B1a of the Use Classes Order 1987. Local Plan policy 7/3 seeks to protect industrial (B2 and B1c) and storage uses, but offices are not included within the scope of the policy. There is no in principle policy objection to the proposed change of use.

8.3 In principle, local plan policy 5/12 is supportive of new community facilities for which there is a local need. Community facilities are defined within local plan policy 5/11 as those uses falling within Use Class D1 'non residential institutions', but university teaching accommodation is excluded. The proposed use for a library and cafe which is ancillary to the Abbey College falls within Use Class D1, and is therefore considered a 'community facility'.

8.4 The premises would not be used as a language school which would otherwise be resisted by Local Plan policy 7/11.

- 8.5 In my opinion, the principle of the development is acceptable and in accordance with policies 5/12 and 7/3.

Context of site, design and external spaces

- 8.6 The development would not result in any external alterations to the building. There would therefore be no harm to the character and appearance of the Conservation Area.
- 8.7 The applicant should provide details of enclosed refuse storage provision to the front of Norman House. I recognise that there is a potential street scene issue with the design of any enclosure, but I am confident that a suitable screen can be agreed.
- 8.8 In my opinion the proposal is compliant with Cambridge Local Plan (2006) policies 3/4 and 4/11.

Residential Amenity

Impact on amenity of neighbouring occupiers

- 8.9 The use of the building for D1 purposes has the potential to impact upon the amenities of the area, through possible noise disturbance from the use of the building and through comings and goings of students. The proposed D1 use is unlikely to generate significantly more daily trips than the current lawful office use. The modest size of the premises and the nature of the proposed accommodation, a library and cafe managed by the College, will in itself mean there is unlikely to be significant noise and disturbance. The nearest residential properties to the north east and the gated development to the north will not in my view be adversely affected.
- 8.10 Concerns have been raised regarding the intensity of existing education facilities nearby leading to large numbers of students gathering in Cambridge Place, causing obstruction and a hazard to highway safety. I discuss the highway safety impact of the proposal in the relevant subsection below. I do not feel the gathering and comings and goings of students will significantly adversely affect the amenities currently enjoyed by residential properties (or the adjoining commercial premises) in Cambridge Place.

8.11 In my opinion the proposal adequately respects the residential amenity of its neighbours and the constraints of the site and I consider that it is compliant with Cambridge Local Plan (2006) policies 3/4 and 3/7.

Refuse Arrangements

8.12 The applicant proposes that refuse generated from the premises will be moved to the main College premises to the rear of 35 Hills Road and to the rear of 3 Glisson Road each evening. The Council's Environmental Health team do not consider this to be a suitable arrangement. The distances involved are too great to move daily refuse. The premises should have its own refuse provision to avoid odour, litter and vermin. The applicant has sufficient space to provide a fenced refuse area to the front of the building to accommodate two, 340 litre wheelie bins. This can be ensured through the imposition of a suitable planning condition.

8.13 In my opinion the proposal is compliant with Cambridge Local Plan (2006) policy 3/12.

Disabled access

8.14 Comments have been received from the Council's Disability Panel regarding internal access arrangements. I note the desirability of a lift, but this is not considered viable to integrate into the building. The premises does benefit from level access and will be converted in accordance with the Building Regulations.

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

Highway Safety

8.16 I note the strong concerns raised from some residents in Cambridge Place regarding the safety of the junction of Cambridge Place with Hills Road. The County Highways Authority have considered the scheme and do not object to the proposals. Drivers and pedestrians using the shared space highway with due care and attention should be able to mix with acceptable levels of safety. In my view the creation of the

facility, which will be staffed and supervised by the College, will improve the management of students gathering on Cambridge Place.

- 8.17 The County Highways officer has reviewed personal injury accidents over the past 5 years associated with the junction of Cambridge Place with Hills Road, and, of the three accidents recorded, two involve pedestrians crossing the mouth of Cambridge Place being struck by a vehicle entering from Hills Road. It would not be anticipated that the incidence of this type of accident would be materially affected by the proposal.
- 8.18 The third accident involved 2 cyclists who collided whilst stopping at the entrance. This type of accident may have relevance, but without further details it would be difficult to ascertain the bearing, if any, of it in regard to the proposal.
- 8.19 While I recognise that Cambridge Place is relatively narrow and constrained, I do not feel this application will significantly increase the risk to highway safety. In my opinion the proposal is compliant with Cambridge Local Plan (2006) policy 8/2.

Car and Cycle Parking

- 8.20 The application site can provide off street car parking for 2 to 3 cars to the front of the site. Given the central, sustainable location of the site, the Adopted Car Parking Standards would not require further car parking.
- 8.21 Cycle parking will not be provided immediately adjacent to the building. It is proposed that students will park bicycles at the adjacent Abbey College premises to the rear of 25 Hills Road and to the rear of 3 Glisson Road. While I am satisfied that these locations are in convenient proximity to Norman House, additional cycle parking spaces should still be provided. The previous application in 2009 was required to provide an additional 16 cycling parking spaces to the rear of number 25 Hills Road. To date, cycle parking has not yet been provided. While I recognise that there may not be a current demand for further cycle parking, I am of the view that it should be provided in accordance with policy 8/6 to encourage journeys by sustainable means. This can be ensured through the imposition of a suitable planning condition.

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

Third Party Representations

8.23 The issues raised in the representations received has been addressed in the above report.

9.0 CONCLUSION

9.1 The proposed change of use will not in my view significantly jeopardise highway safety at the junction with Hills Road, or detract from the amenities of nearby residential properties. Approval is recommended.

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. Prior to the commencement of development, full details of the on-site storage facilities for waste including waste for recycling, including the means of enclosure, shall be submitted to and approved in writing by the local planning authority. Such details shall identify the specific positions of where wheelie bins, recycling boxes or any other means of storage will be stationed and the arrangements for the disposal of waste. The approved facilities shall be provided prior to the commencement of the use hereby permitted and shall be retained thereafter unless alternative arrangements are agreed in writing by the local planning authority.

Reason: In the interests of the amenities of future occupiers and adjacent residential properties, Cambridge Local Plan 2006 policy 3/12.

3. No development shall commence until details of facilities for the covered, secured parking of bicycles for use in connection with the development hereby permitted, to be provided to the rear of 25 Hills Road and to the rear of 3 Glisson Road, 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. (Cambridge Local Plan 2006 policy 8/6)

Reasons for Approval

1. This development has been approved, conditionally, because subject to those requirements it is considered to conform to the Development Plan as a whole, particularly the following policies:

East of England plan 2008: ENV6, ENV7

Cambridge Local Plan (2006): 3/4, 3/7, 3/11, 4/11, 7/2, 8/2

2. The decision has been made having had regard to all other material planning considerations, none of which was considered to have been of such significance as to justify doing other than grant planning permission.

These reasons for approval can be a summary of the reasons for grant of planning permission only. For further details on the decision please see the officer report online at www.cambridge.gov.uk/planningpublicaccess or visit our Customer Service Centre, Mandela House, 4 Regent Street, Cambridge, CB2 1BY between 8am to 6pm Monday to Friday.

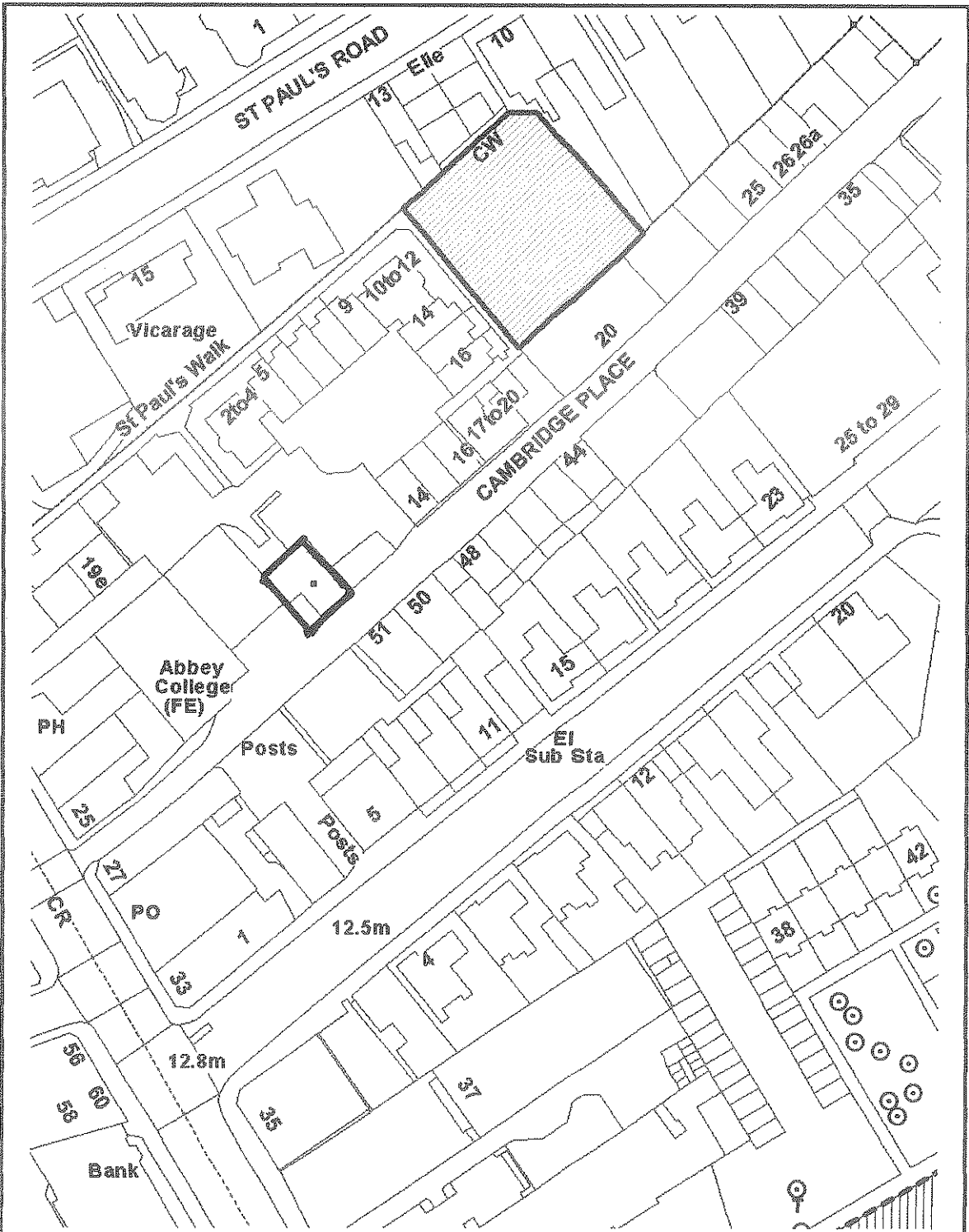
LOCAL GOVERNMENT (ACCESS TO INFORMATION) ACT 1985

Under Section 100D of the Local Government Act 1972, the following are “background papers” for each report on a planning application:

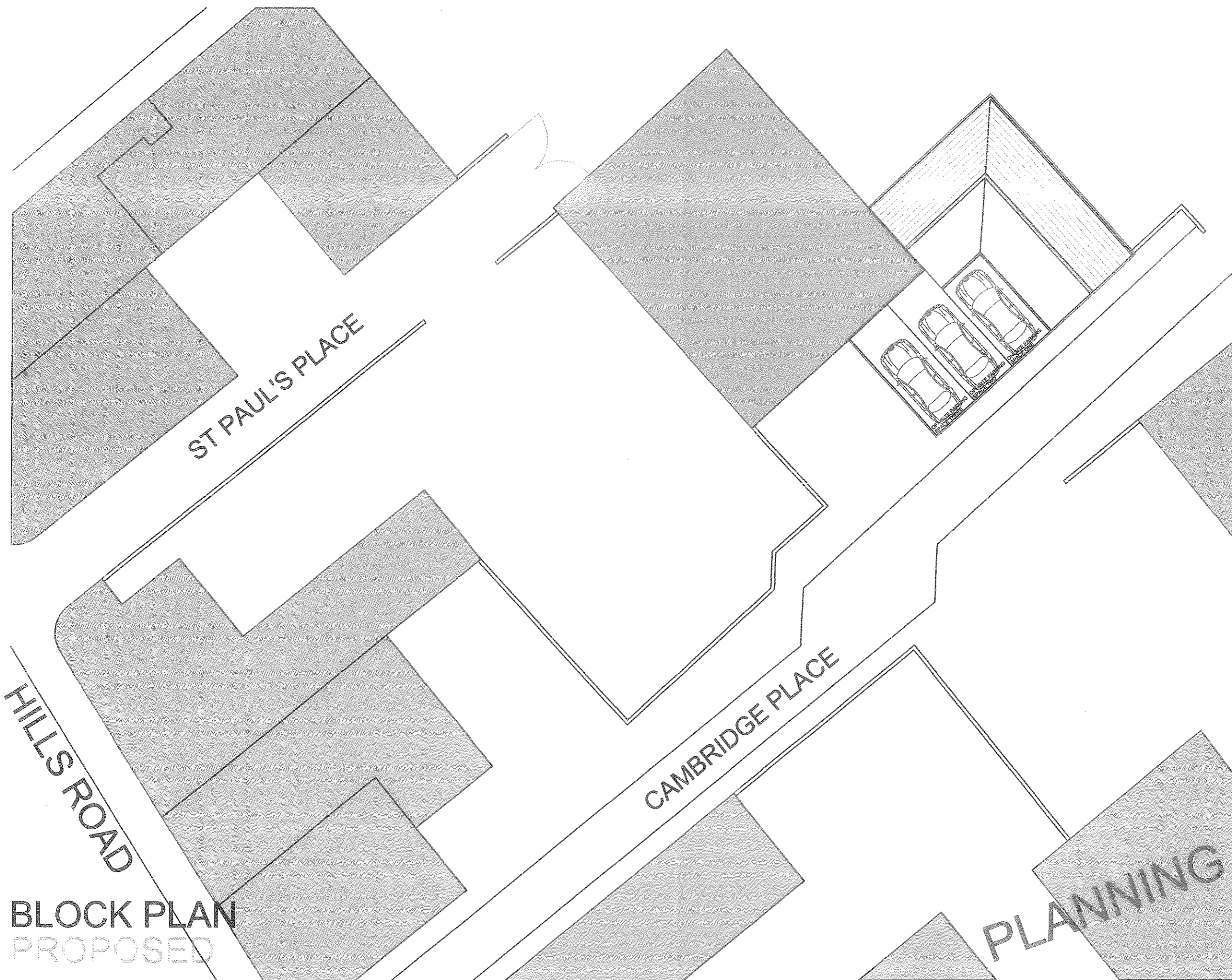
1. The planning application and plans;
2. Any explanatory or accompanying letter or document from the applicant;
3. Comments of Council departments on the application;

4. Comments or representations by third parties on the application as referred to in the report plus any additional comments received before the meeting at which the application is considered; unless (in each case) the document discloses “exempt or confidential information”
5. Any Structure Plan, Local Plan or Council Policy Document referred to in individual reports.

These papers may be inspected by contacting John Summers (Ext.7103) in the Planning Department.



11/0460/FUL
Norman House Cambridge Place Cambridge



BLOCK PLAN
PROPOSED

D	PLANNING EXPAND SITE	9/7/11
C	PLANNING 2 ADD C/PARKS	5/7/11
B	PLANNING	13/4/11
A	INITIAL ISSUE	12/4/11
REV	DESCRIPTION	DATE

ABBAY COLLEGE

Norman House
Cambridge Place
Cambridge

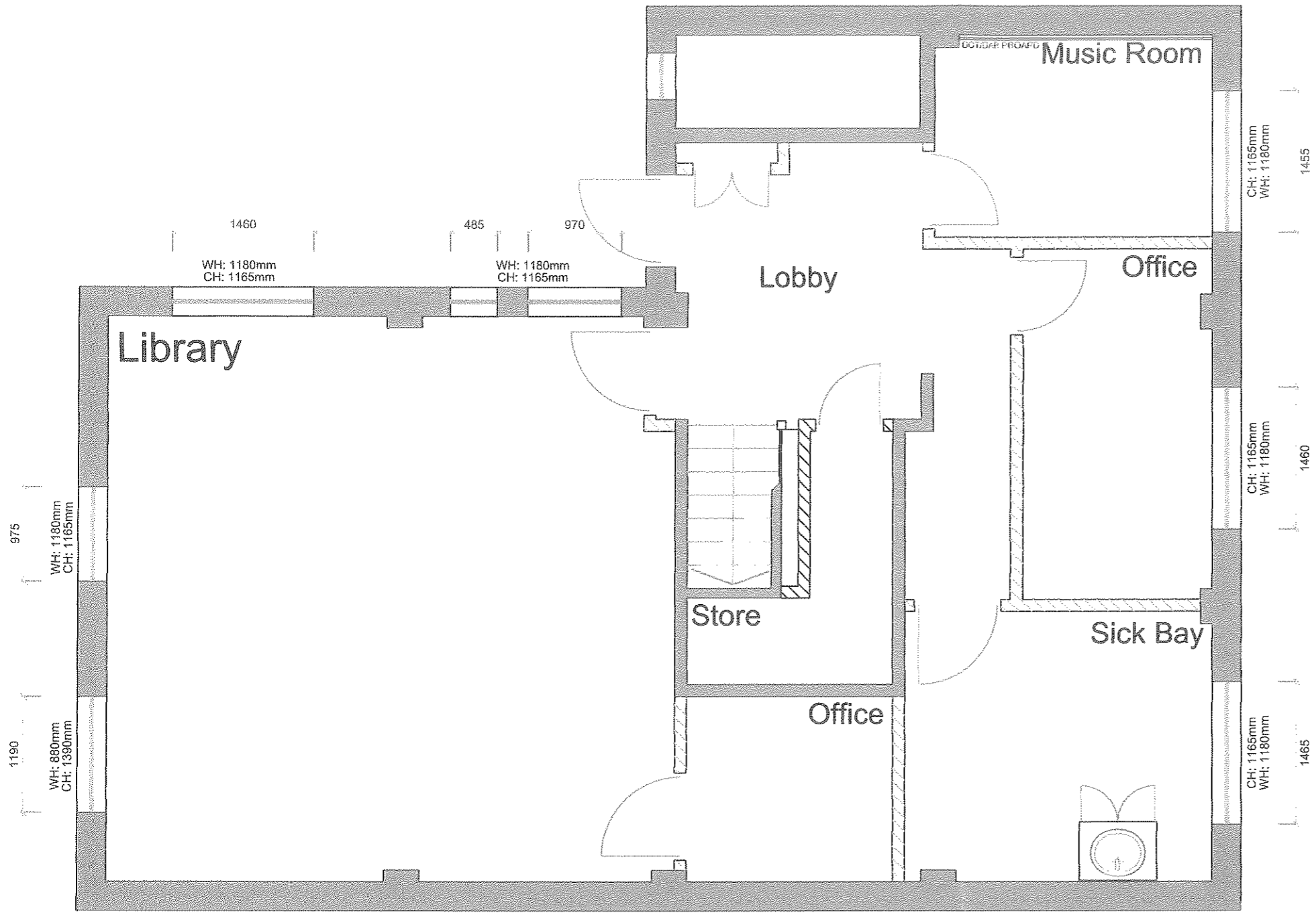
Block Plan
Proposed

Scale: 1:200@A3	Date: 12 APRIL 2011
Project No: 10454	Rev: Si 002 D



CityAxis Ltd
2 Kensington Square
London W8 5EP
T 020 7368 6868
F 020 7368 6869
www.cityaxis.co.uk

11 / 0460 / FUL



GROUND FLOOR
GENERAL ARRANGEMENT

PLANNING



C	PLANNING	13/4/11
B	FINAL REVS	11/4/11
A	INITIAL ISSUE	14/11
REV	DESCRIPTION	DATE

Client
ABBAY COLLEGE

Site address
Norman House
Cambridge Place
Cambridge

Drawing title
**Ground Floor
General Arrangement**

Scale 1:50@A3 Date 30 MARCH 2011

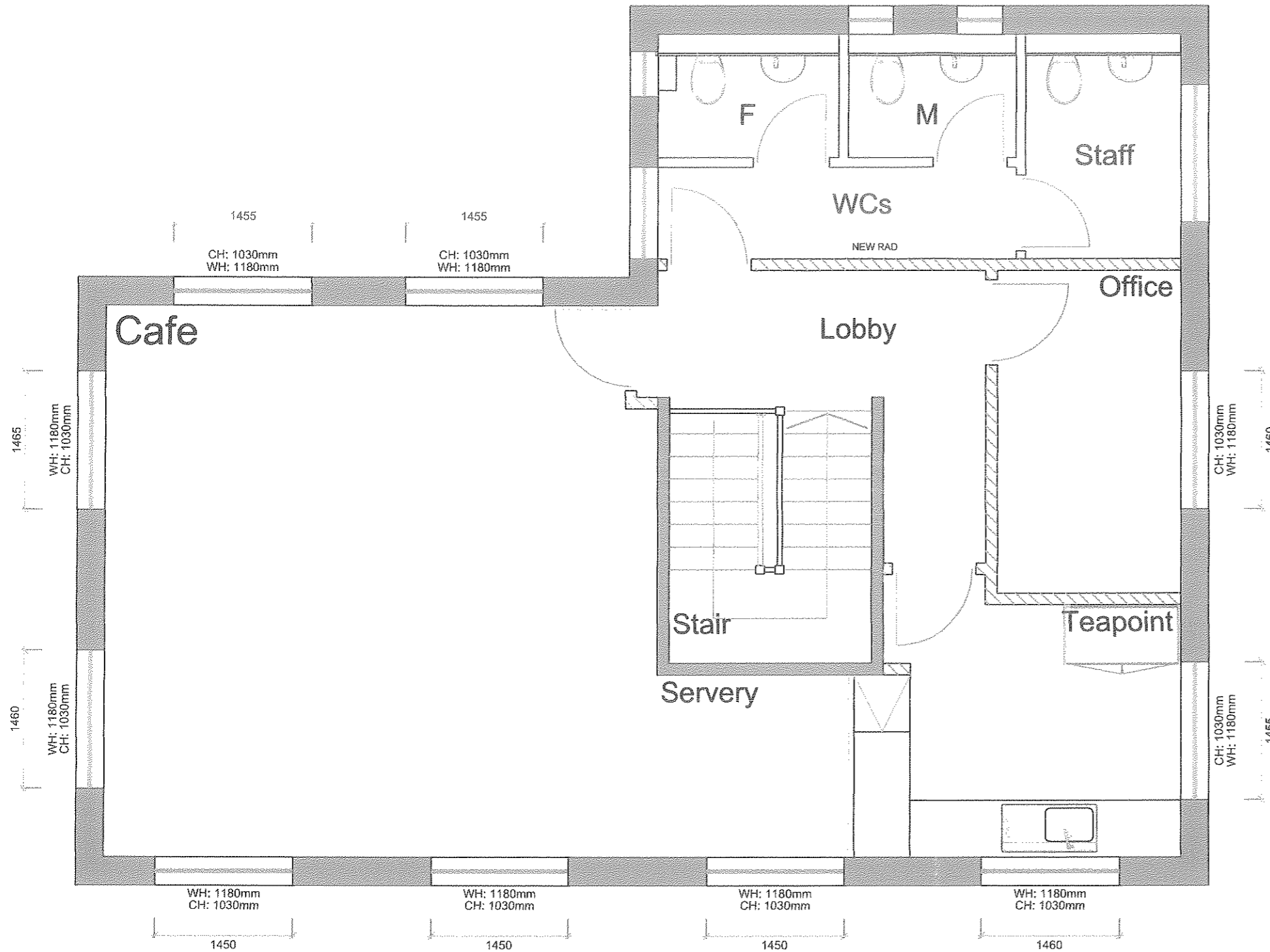
10454	GA	001	C
-------	----	-----	---



CityAxis Ltd
2 Kensington Square
London W8 5EP

T 020 7368 6868
F 020 7368 6869
www.cityaxis.co.uk

11 / 0460 / FUL



FIRST FLOOR
GENERAL ARRANGEMENT

PLANNING



D	PLANNING	13/4/11
C	FINAL REVS	11/4/11
B	WC REDESIGN	7/4/11
A	INITIAL ISSUE	5/4/11
REV	DESCRIPTION	DATE

Client
ABBEY COLLEGE

Site Address
Norman House
Cambridge Place
Cambridge

Drawn by
First Floor
General Arrangement

Scale	1:50@A3	Date	30 MARCH 2011
Project No.	10454	Rev	GA 002 D

CityAxis
the way forward

CityAxis Ltd
2 Kensington Square
London W8 5EP

T 020 7368 6868
F 020 7368 6869
www.cityaxis.co.uk