



Planning Committee Date	26 th April 2023
Report to Lead Officer	Cambridge City Council Planning Committee Joint Director of Planning and Economic Development
Reference	21/00526/FUL
Site	2 Galfrid Road
Ward / Parish	Coleridge
Proposal	Change of use of dwelling from small HMO to large scale 7 no. person HMO (Sui Generis), including use of the existing rear L-shape extension and retrospective permission for the existing rear L-shape extension.
Applicant	Aron Wong
Presenting Officer	Alice Young
Reason Reported to Committee	Third party representations
Member Site Visit Date	N/A
Key Issues	1. Principle of development 2. Residential Amenity 3. Parking
Recommendation	APPROVE subject to conditions

1.0 Executive Summary

- 1.1 The application seeks proposal seeks permission for the change of use of dwelling from small HMO to large scale 7 no. person HMO (Sui Generis), including use of the existing rear L-shape extension, and retrospective permission for the existing rear L-shape extension.
- 1.2 Officers conclude that the development would provide a good quality living environment for future occupiers without causing harm to the character of the area or surrounding residential occupiers. The site is located in a highly sustainable location with good access to bus and cycle links, alongside local shops and facilities located in the Barnwell Road Local Centre within walking distance (approx. 300-400m away). Therefore, officers consider that the site is in a location conducive to HMOs. Cycle parking is proportionate to the number of occupiers of the HMO and is safe, secure and conveniently located. With these factors in mind, officers therefore consider that the proposed development would be acceptable.
- 1.3 Officers recommend that the Planning Committee approve the application.

2.0 Site Description and Context

None-relevant	x	Tree Preservation Order	
Conservation Area		Local Nature Reserve	
Listed Building		Flood Zone 1, 2, 3	
Building of Local Interest		Green Belt	
Historic Park and Garden		Protected Open Space	
Scheduled Ancient Monument		Controlled Parking Zone	
Local Neighbourhood and District Centre		Article 4 Direction	

- 2.1 2 Galfrid Road (the site) comprises a two-storey semi-detached dwelling set within a triangular plot, with the dwelling set back approximately 6.3m from the street. The site falls outside the conservation area and controlled parking zone. The site falls within a predominately residential area aside from the Galfrid School to the east of the site.

3.0 The Proposal

- 3.1 The proposal seeks permission for the change of use of dwelling from small HMO to large scale 7 no. person HMO (Sui Generis), including use of the existing rear L-shape extension, and retrospective permission for the existing rear L-shape extension. The 7 occupants would all have separate bedrooms with ensuite facilities with three bedrooms at first floor and four at ground floor, with two housed in the side extension. A common room and kitchen would be provided to the back of building with the living room providing direct access to the rear gardens via double doors. To the front of the property along the northern boundary, a cycle store would be provided for the storage of 7 cycles. Adjacent to the southern boundary to

the front, a bin store is proposed. Space for one parking space is sited north of the bin store.

4.0 Relevant Site History

Reference	Description	Outcome
C/96/0638	Erection of a two storey side extension and single storey rear extension to dwelling (C3).	Granted

5.0 Policy

5.1 National

National Planning Policy Framework 2021

National Planning Practice Guidance

National Design Guide 2019

Local Transport Note 1/20 (LTN 1/20) Cycle Infrastructure Design

Circular 11/95 (Conditions, Annex A)

Technical Housing Standards – Nationally Described Space Standard (2015)

Conservation of Habitats and Species Regulations 2017

Environment Act 2021

ODPM Circular 06/2005 – Protected Species

Equalities Act 2010

5.2 Cambridge Local Plan 2018

Policy 1: The presumption in favour of sustainable development

Policy 3: Spatial strategy for the location of residential development

Policy 30: Energy-efficiency improvements in existing dwellings

Policy 31: Integrated water management and the water cycle

Policy 32: Flood risk

Policy 35: Human health and quality of life

Policy 36: Air quality, odour and dust

Policy 48: Housing in multiple occupation

Policy 55: Responding to context

Policy 56: Creating successful places

Policy 57: Designing new buildings

Policy 58: Altering and extending existing buildings

Policy 59: Designing landscape and the public realm

Policy 80: Supporting sustainable access to development
Policy 81: Mitigating the transport impact of development
Policy 82: Parking management

5.3 Neighbourhood Plan

N/A

5.4 Supplementary Planning Documents

Biodiversity SPD – Adopted February 2022
Sustainable Design and Construction SPD – Adopted January 2020
Cambridgeshire Flood and Water SPD – Adopted November 2016
Health Impact Assessment SPD – Adopted March 2011
Landscape in New Developments SPD – Adopted March 2010

5.5 Other Guidance

N/A

6.0 Consultations

6.1 County Highways Development Management – No objection

6.2 The streets in the vicinity provide uncontrolled parking, and so, as there is no effective means to prevent residents from owning a car and seeking to keep it on the local streets. The development may therefore impose additional parking demands upon the on-street parking on the surrounding streets and, whilst this is unlikely to result in any significant adverse impact upon highway safety, there is potentially an impact upon residential amenity which the Planning Authority may wish to consider when assessing this application

6.3 Environmental Health – No objection.

6.4 The proposed floorplans indicate very limited internal amenity space for occupants habiting 8 bedrooms which may have a noise impact if occupants spill out to the rear garden for socialising. The Inspectorate has previously dismissed appeals on this impact.

Drainage – No objection.

6.5 Insufficient information. A scheme for the disposal of surface and foul water should be provided.

7.0 Third Party Representations

7.1 1 representation has been received.

7.2 Those in objection have raised the following issues:

- Privacy
- Parking impact

8.0 Member Representations

8.1 N/A

9.0 Local Groups / Petition

9.1 N/A

9.2 The above representations are a summary of the comments that have been received. Full details of the representations are available on the Council's website.

10.0 Assessment

10.1 Principle of Development

10.2 Policy 3 of the Cambridge Local Plan 2018 states that the overall development strategy is to focus the majority of new residential development in and around the urban area of Cambridge, creating strong, sustainable, cohesive and inclusive mixed-use communities. The policy is supportive in principle of new housing development that will contribute towards an identified housing need. The proposal would contribute to housing supply and thus would be compliant with policy 3.

10.3 Policy 48 states that proposals for large houses of multiple occupation will be supported where the proposal: does not create an over-concentration of such a use in the local area, or cause harm to residential amenity or the surrounding area; the building or site (including any outbuildings) is suitable for use as housing in multiple occupation, with provision made, for example, for appropriate refuse and recycling storage, cycle and car parking and drying areas; and will be accessible to sustainable modes of transport, shops and other local services.

10.4 A review of the Council's evidence and site visit by the case officer indicates that there are a limited number of large HMOs within the vicinity. Therefore, the proposal would not create an overconcentration of large HMOs in the area.

10.5 The proposal for a large HMO would not significantly harm the residential amenity of neighbours; this is discussed in paragraphs 10.30-10.38.

10.6 Officers consider that adequate provision has been made for cycles, car parking and refuse which will also be discussed further in the relevant sections of the report.

- 10.7 The site is located in a highly sustainable location, situated within a short walking distance of local amenities and transport links which provides access to the rest of the city and surrounding area. As such the location is appropriate for HMO development.
- 10.8 Taking the above into account, the principle of the development is acceptable and in accordance with policies 3 and 48 of the Cambridge Local Plan (2018).

10.9 Design, Layout, Scale and Landscaping

- 10.10 Policies 55, 56, 57, 58 and 59 seek to ensure that development responds appropriately to its context, is of a high quality, reflects or successfully contrasts with existing building forms and materials and includes appropriate landscaping and boundary treatment.
- 10.11 The proposed development includes the retrospective permission for an L-shaped rear extension. This single storey extension projects from the existing side garage, meets the side elevation of the existing property and the boundary with no. 42 Thorleye Road and extends southwards into the rear garden. The proposed extension takes to different forms / characters. To the front, the extension has a lean-to roof and matching brickwork, conforming to the existing proportions and character. To the rear the extension is flat roofed and the materials include black cladding and a single ply membrane roof. Given the scale, massing, design and materiality of the extension, the proposed development would not harm the character and appearance of the area.
- 10.12 Policy 31 requires all flat roofs to be green or brown to slow surface water run off rates. The flat roofed section totals approx. 25m² and is large enough to make a positive contribution to reducing surface water run off on site. To ensure compliance with this policy, officers recommend a condition to require the roof to be replaced with a green / brown roof within 3 months of an approval.
- 10.13 A bin store is proposed to the front of the property but no elevations have been proposed. These details will therefore be subject to condition.
- 10.14 The landscaping is proposed to remain as existing.
- 10.15 Overall, the proposed development is appropriate to its surroundings. The proposal is compliant with Cambridge Local Plan (2018) policies 48, 55, 56, 58 and 59 and the NPPF.

10.16 Highway Safety and Transport Impacts

- 10.17 Policy 80 supports developments where access via walking, cycling and public transport are prioritised and is accessible for all. Policy 81 states that developments will only be permitted where they do not have an unacceptable transport impact.

- 10.18 Para. 111 of the NPPF advises that development should only be prevented or refused on highways grounds if there would be an unacceptable impact on highway safety, or the residual cumulative impacts on the road network would be severe.
- 10.19 The Highway Authority have no objections to the application and therefore officers consider that the proposal would not result in harm to the safe functioning of the highway.
- 10.20 Subject to conditions and S106 mitigation as applicable, the proposal accords with the objectives of policy 80 and 81 of the Local Plan and is compliant with NPPF advice.

10.21 Cycle and Car Parking Provision

10.22 Cycle Parking

- 10.23 The Cambridge Local Plan (2018) supports development which encourages and prioritises sustainable transport, such as walking, cycling and public transport. Policy 82 of the Cambridge Local Plan (2018) requires new developments to comply with the cycle parking standards as set out within appendix L which for residential development states that one cycle space should be provided per bedroom for dwellings of up to 3 bedrooms. While there is no specific standard for HMOs, officers consider that the need for provision is greater than the standard outlined for residential dwellings given the nature of the use. These cycle spaces should be located in a purpose-built area at the front of each dwelling and be at least as convenient as car parking provision. To support the encourage sustainable transport, the provision for cargo and electric bikes should be provided on a proportionate basis.

- 10.24 The proposed cycle store, located in the front garden, would provide 7 covered and secure cycle parking spaces. This equates to one cycle parking space per bedroom and occupant, which is considered acceptable. Elevations of the cycle store will be provided prior to planning committee. A condition is required to ensure the cycle parking is provided prior to occupation of the large HMO.

10.25 Car parking

- 10.26 Policy 82 of the Cambridge Local Plan (2018) requires new developments to comply with, and not exceed, the maximum car parking standards as set out within appendix L. Outside of the Controlled Parking Zone the maximum standard is 2 spaces per dwelling for 3 or more bedrooms.
- 10.27 The proposal provides one car parking space to the front of the dwelling. The Highway Authority expresses concerns regarding the additional car parking pressure on surrounding residential streets arising from the increase in the number of occupants at the address. However, officers are

satisfied that as the proposal is situated in a sustainable location, provides an adequate number of cycle parking spaces and provides one car parking space, the proposal would not result in parking stress.

10.28 The Greater Cambridge Sustainable Design and Construction SPD outlines the standards for EV charging at one slow charge point for each dwelling with allocated parking. As the development is not creating a new dwelling, there is not a policy requirement to deliver EV charging on site. Officers consider that a condition to secure this would not be reasonable to impose.

10.29 Subject to conditions, the proposal is considered to accord with policy 82 of the Local Plan.

10.30 Amenity

10.31 Policy 35, 48 and 58 seek to preserve the amenity of neighbouring and / or future occupiers in terms of noise and disturbance, overshadowing, overlooking or overbearing and through providing high quality internal and external spaces.

10.32 Neighbouring Properties

10.33 The proposed extension would project to the common boundary with no. 42 Thorley Road. While the proposal brings built form closer to the boundary with this neighbour, given the single storey scale and massing alongside the proximity to this neighbour given the angled plot, officers consider that the proposal would not result in any overbearing or overshadowing impact. For the same reasons, officers consider that no. 4 Galfrid Road would not be affected by the development in terms of overshadowing or overbearing. A third party has raised concerns regarding a loss of privacy. The proposal does not include any further windows at first floor level and therefore officers do not consider that the development would impinge on surrounding residents amenity. A condition can secure details of boundary fencing to mitigate views into no. 76's rear garden.

10.34 Future Occupants

10.35 While the National Space Standards as detailed under policy 50 are not a requirement for HMOs, the below table shows the size of the bedrooms in comparison to the space standards:

Bedroom	Policy Size requirement (m²)	Proposed bedroom size (m²)	Difference in size (m²)
1	11.5	12.8	+1.4
2	11.5	13.1	+1.6
3	11.5	18.9	+7.4
4	11.5	12.8	+1.4

5	11.5	17.8	+6.3
6	7.5	11	+3.5
7	11.5	17	+5.2

- 10.36 Predominately HMO occupiers, given the nature and pattern of use, are more dependent on their respective bedrooms for amenity than communal rooms. With this in mind, officers consider that the bedrooms provide a good level of amenity for future occupiers. The communal spaces comprise a living room and a separate kitchen, which total 28m². This is considered sufficient to accommodate the proposed number of occupiers (7) without occupants spilling out into the rear garden and creating a harmful impact to adjacent residential occupiers. The garden is moderate in size and would be sufficient size to cater for the needs of the future occupants. It is important to note that the proposed development has been amended to reduce the number of bedrooms and occupiers by one and increase the amount of communal space to address Planning Officers and Environmental Health Officers concerns.
- 10.37 Policy 35 guards against developments leading to significant adverse impacts on health and quality of life from noise and disturbance. The General Permitted Development Order permits a dwelling (in C3 use) to change to a six person HMO without the need for planning permission. Therefore, the noise impact arising from the development is assessed on the additional person beyond what you can do without planning permission. Officers acknowledge that the noise impact may be greater than a C3 use given the nature of the use and number of occupiers. However, the design enables sufficient space for occupiers internally, minimising the use of outside spaces. Cumulatively, officers consider that the noise impact would not be significant.
- 10.38 The proposal adequately respects the amenity of its neighbours and of future occupants and is considered that it is compliant with Cambridge Local Plan (2018) policies 35, 48 and 58.

10.39 Third Party Representations

- 10.40 All third-party representations have been addressed in the preceding paragraphs.

10.41 Other Matters

- 10.42 Bins
- 10.43 Policy 57 requires refuse and recycling to be successfully integrated into proposals.
- 10.44 A bin store is proposed to the front of the property, within an acceptable dragging distance to Galfrid Road for collection. No elevations have been provided for the proposed bin store, therefore, officers recommend a

condition to provide these details and ensure a refuse store is provided prior to occupation of the large HMO.

10.45 Planning Balance

- 10.46 Planning decisions must be taken in accordance with the development plan unless there are material considerations that indicate otherwise (section 70(2) of the Town and Country Planning Act 1990 and section 38[6] of the Planning and Compulsory Purchase Act 2004).
- 10.47 Officers conclude that the development would provide a good quality living environment for future occupiers without causing harm to the character of the area or surrounding residential occupiers. Cycle parking is proportionate to the number of occupiers of the HMO and is safe secure and convenient located. The proposal would contribute to housing supply albeit in a limited way while resulting in no significant harm. Officers have not identified any harm arising from the development and therefore, the benefits far outweigh the harm of the development.
- 10.48 Having taken into account the provisions of the development plan, NPPF and NPPG guidance, the views of statutory consultees and wider stakeholders, as well as all other material planning considerations, the proposed development is recommended for approval subject to conditions.

10.49 Recommendation

- 10.50 **Approve** subject to:

-The planning conditions as set out below with minor amendments to the conditions as drafted delegated to officers.

11.0 Planning 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 The property shown as 2 Galfrid Road shall be occupied by no more than 7 no. people at any one time.

Reason: A more intensive use would need to be reassessed in interests of the amenity of neighbouring properties (Cambridge Local Plan 2018 policies 56 and 48).

- 4 The development shall not be occupied or the permitted use commenced, until cycle parking store has been provided in full accordance with plan reference (P-)02(A) Feb 2021.

Reason: To ensure appropriate provision for the secure storage of bicycles, to encourage biodiversity and slow surface water run-off (Cambridge Local Plan 2018 policies 31 and 82).

- 5 Notwithstanding the approved plans, within 6 months of the date on the approval, the flat roof of the extension hereby approved shall be a green biodiverse roof. The green biodiverse roof shall be constructed and used in accordance with the details outlined below:

- a) Planted / seeded with a predominant mix of wildflowers which shall contain no more than a maximum of 25% sedum planted on a sub-base being no less than 80 millimetres thick.
- b) With suitable access for maintenance.
- c) Not used as an amenity or sitting out space and only used for essential maintenance, repair or escape in case of emergency.

- 6 The green biodiverse roof(s) shall be implemented in full prior to the use of the extension and shall be maintained in accordance with the Green Roof Organisation's (GRO) Green Roof Code (2021) or successor documents, unless otherwise agreed in writing by the Local Planning Authority.

Reason: To ensure the development provides the maximum possible provision towards water management and the creation of habitats and valuable areas for biodiversity (Cambridge Local Plan 2018, policy 31). The Green Roof Code is available online via: green-roofs.co.uk

- 7 The development, hereby permitted, shall not be occupied or brought into use until full details of the refuse arrangements for the proposed development has been submitted to and approved in writing by the Local Planning Authority. The approved scheme shall thereafter be implemented and retained as such.

Reason: To ensure appropriate provision for the secure storage of refuse, to encourage biodiversity and slow surface water run-off (Cambridge Local Plan 2018 policies 31 and 48).

- 8 The development, hereby permitted, shall not be occupied or brought into use until a boundary fence of at least 1.8m in height is provided on the common boundary with no. 76 and shall be retained as such thereafter.

Reason: To ensure an appropriate boundary treatment is implemented in

the interests of visual amenity and privacy (Cambridge Local Plan 2018 policies 55 and 59).

Background Papers:

The following list contains links to the documents on the Council's website and / or an indication as to where hard copies can be inspected.

- Cambridge Local Plan 2018
- Cambridge Local Plan SPDs