NORTH AREA COMMITTEE

Application Number	11/1179/FUL	Agenda Item		
Date Received	7th October 2011	Officer	Miss Sophie Pain	
Target Date	2nd December 2011		Pain	
Ward	East Chesterton			
Site	Eccho House Franks Lane Cambridge Cambridgeshire CB4 1RN			
Proposal	Change of use from Area Community Housing Office to a Disabled Person's Bungalow.			
Applicant	Director - Customer And Community Services Cambridge City Council 171 Arbury Road Cambridge			

1.0 SITE DESCRIPTION/AREA CONTEXT

- 1.1 The application site is located on the southern corner of Frank's Lane and Green End Road. It is an existing single storey property, which was formally used as an Area Community Housing Office.
- 1.2 The surrounding area is predominately a residential area with the recreation ground to the north of the site on the opposite corner of Franks Lane, and Green End Road Local Centre is located to the south.
- 1.3 The site does not fall within Conservation Area.

2.0 THE PROPOSAL

2.1 The applicant seeks planning permission for a change of use of the property from a D1 use (Community Use) to a C3 use (residential use) for the use of a disabled resident. The application proposes one disabled car parking space to be used in conjunction with the proposed development, 1 car parking space for a carer and 2 for visitors. It is also proposed to erect a fence on the west and north elevations to match the existing. The fence will vary between 600 mm on the corner of the two roads for visibility purposes and increase to over 1 m in other places.

- 2.2 The application is accompanied by the following supporting information:
 - 1. Design and Access Statement

3.0 SITE HISTORY

Reference C/90/0155	Description Erection of a single storey building for use as a housing estates office. (Amended by letter dated 05/04/1990 and 27/11/1990 and accompanying drawings)	Outcome APC
	drawings)	

4.0 PUBLICITY

4.1	Advertisement:	No
	Adjoining Owners:	Yes
	Site Notice Displayed:	No

5.0 POLICY

5.1 Central Government Advice

5.2 Planning Policy Statement 1: Delivering Sustainable Development (2005): Paragraphs 7 and 8 state that national policies and regional and local development plans (regional spatial strategies and local development frameworks) provide the framework for planning for sustainable development and for development to be managed effectively. This plan-led system, and the certainty and predictability it aims to provide, is central to planning and plays the key role in integrating sustainable development objectives. Where the development plan contains relevant policies, applications for planning permission should be determined in line with the plan, unless material considerations indicate otherwise. 5.3 Planning Policy Statement 3: Housing (first published November 2006, 2nd edition published January 2010, 3rd edition published June 2010, 4th edition published June **2011**): Sets out to deliver housing which is: of high quality and is well designed; that provides a mix of housing, both market and affordable, particularly in terms of tenure and price; supports a wide variety of households in all areas; sufficient in quantity taking into account need and demand and which improves choice: sustainable in terms of location and which offers a good range of community facilities with good access to jobs, services and infrastructure; efficient and effective in the use of land, including the re-use of previously developed land, where appropriate. The statement promotes housing policies that are based on Strategic Housing Market Assessments that should inform the affordable housing % target, including the size and type of affordable housing required, and the likely profile of household types requiring market housing, including families with children, single persons and couples. The guidance states that LPA's may wish to set out a range of densities across the plan area rather than one broad density range. 30 dwellings per hectare is set out as an indicative minimum. Paragraph 50 states that the density of existing development should not dictate that of new housing by stifling change or requiring replication of existing style or form. Applicants are encouraged to demonstrate a positive approach to renewable energy and sustainable development.

The definition of previously developed land now excludes private residential gardens to prevent developers putting new houses on the brownfield sites and the specified minimum density of 30 dwellings per hectare on new housing developments has been removed. The changes are to reduce overcrowding, retain residential green areas and put planning permission powers back into the hands of local authorities. (June 2010)

Technical amendments to Annex B: Definitions, to reflect the introduction of Affordable Rent. (June 2011)

5.4 **Planning Policy Guidance 13: Transport (2001):** This guidance seeks three main objectives: to promote more sustainable transport choices, to promote accessibility to jobs, shopping, leisure facilities and services, by public transport, walking and cycling, and to reduce the need to travel, especially by car. Paragraph 28 advises that new development should

help to create places that connect with each other in a sustainable manner and provide the right conditions to encourage walking, cycling and the use of public transport.

- 5.5 **Planning Policy Guidance 24 Planning and Noise (1994):** States at paragraph 12, that planning authorities should consider carefully whether new noise-sensitive development would be incompatible with existing activities. At paragraph 13, a number of mitigation measures are suggested which could be introduced to control the source of, or limit exposure to, noise.
- 5.6 **Circular 11/95 The Use of Conditions in Planning Permissions:** Advises that conditions should be necessary, relevant to planning, relevant to the development permitted, enforceable, precise and reasonable in all other respects.
- 5.7 **Circular 05/2005 Planning Obligations:** Advises that planning obligations must be relevant to planning, necessary, directly related to the proposed development, fairly and reasonably related in scale and kind and reasonable in all other respect.

Community Infrastructure Levy Regulations 2010 – places a statutory requirement on the local authority that where planning permission is dependent upon a planning obligation the obligation must pass the following tests:

(a) necessary to make the development acceptable in planning terms;

(b) directly related to the development; and

(c) fairly and reasonably related in scale and kind to the development.

5.8 East of England Plan 2008

SS1: Achieving Sustainable Development H1: Regional Housing Provision 2001to 2021 T9: Walking, Cycling and other Non-Motorised Transport T14 Parking ENV7: Quality in the Built Environment WM6: Waste Management in Development

5.9 Cambridgeshire and Peterborough Structure Plan 2003

Planning Obligation Related Policies

P6/1 Development-related Provision P9/8 Infrastructure Provision

5.10 Cambridge Local Plan 2006

3/1 Sustainable development
3/4 Responding to context
3/7 Creating successful places
5/1 Housing provision
5/11 Protection of community facilities
8/2 Transport impact
8/6 Cycle parking
8/10 Off-street car parking

Planning Obligation Related Policies

3/7 Creating successful places

3/8 Open space and recreation provision through new development

10/1 Infrastructure improvements (transport, public open space, recreational and community facilities, waste recycling, public realm, public art, environmental aspects)

5.11 Supplementary Planning Documents

Cambridge City Council (May 2007) – Sustainable Design and Construction: Sets out essential and recommended design considerations of relevance to sustainable design and construction. Applicants for major developments are required to submit a sustainability checklist along with a corresponding sustainability statement that should set out information indicated in the checklist. Essential design considerations relate directly to specific policies in the Cambridge Local Plan 2006. Recommended considerations are ones that the council would like to see in major developments. Essential design considerations are urban design, transport, movement and accessibility, sustainable drainage (urban extensions), energy, recycling and waste facilities, biodiversity and pollution. Recommended design considerations are climate change adaptation, water, materials and construction waste and historic environment.

5.12 Material Considerations

Central Government Guidance

Draft National Planning Policy Framework (July 2011)

The National Planning Policy Framework (Draft NPPF) sets out the Government's economic, environmental and social planning policies for England. These policies articulate the Government's vision of sustainable development, which should be interpreted and applied locally to meet local aspirations.

Letter from Secretary of State for Communities and Local Government (27 May 2010)

The coalition government is committed to rapidly abolish Regional Strategies and return decision making powers on housing and planning to local councils. Decisions on housing supply (including the provision of travellers sites) will rest with Local Planning Authorities without the framework of regional numbers and plans.

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.

City Wide Guidance

Cycle Parking Guide for New Residential Developments (2010)

6.0 CONSULTATIONS

Cambridgeshire County Council (Engineering)

6.1 The proposed use would be anticipated to be less intensive, in terms of traffic generation and parking demand than the existing, and so no significant adverse effect upon the Public Highway should result from this proposal, should it gain benefit of Planning Permission.

Head of Environmental Services

6.2 There are no adverse comments regarding this application although an informative has been suggested advising the applicant to contact the local planning authority should any land contamination be discovered during the course of the works.

Disability Consultative Panel (Meeting of 9th November 2011)

6.3 Navigating through the bungalow to the kitchen should be directly from hallway.

Future hoist provision - the Panel note that although the current needs of the resident are not specified, the design will allow for potentially different needs in the future.

Shared shower room facilities - the carer has to share facilities with the disabled resident, which can cause problems.

Shower room - the fittings are not specified in the plans.

Cambridge City Council Access Officer

- 6.4 Concern about the proposed entrance as the angles would be difficult for a wheelchair user to use. It would be preferred if the porch could be incorporated into the building and to then remove the lobby in order to create a large hall, or to leave the porch and remove the lobby, which would also create a large hall. It would be easier to manoeuvre.
- 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 A neutral representation was made. The representation did not specify their address.
- 7.2 The representation can be summarised as follows:

Consideration should be given to changing the front of the building in order to deter children congregating there. The proposed design needs to look more like a home rather than a public building in order to discourage people from using the porch.

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. Refuse arrangements
 - 5. Car and cycle parking
 - 6. Third party representations
 - 7. Planning Obligations Strategy

Principle of Development

- 8.2 The previous use of the property was for D1 purposes, namely a community venue for local residents, which has since relocated further north on Green End Road in Brown Fields Community Centre. In planning terms this is considered to be a Community Facility. Policy 5/11 of the Local Plan is relevant which seeks to protect existing community facilities. The policy seeks to ensure that applications, which propose to lose community facilities can be relocated to another, appropriate premises or site of similar accessibility for its users. Considering that the facility has re-located further north on the same road, with improved facilities, I am of the view that the proposal meets this policy criterion and the principle of converting the proposal back into residential is acceptable.
- 8.3 In my opinion, the principle of the development is acceptable and in accordance with policy 5/11 of the Cambridge Local Plan 2006.

Context of site, design and external spaces

8.4 The application site is located on a very open corner, which is visible to users of Green End Road and Franks Lane. The only external alteration to the property is a new upvc window to the front elevation, which will serve the proposed kitchen. The proposal also seeks a new fence along part of the elevation fronting Green End Road and Franks Lane, which will enclose and privatise the entrance into the property. No details have

been submitted regarding the appearance of this boundary treatment, so I consider that a condition should be imposed that required further details. Subject to the imposition of this condition I do not considered to be harmful and as such I consider that the proposal is compliant with East of England Plan 2008 policy ENV7 and Cambridge Local Plan (2006) policies 3/4 and 3/7.

Residential Amenity

Impact on amenity of neighbouring occupiers

- 8.5 The nearest residential properties are to the south, No's 130 and 132 Green End Road. Given that Eccho House is situated on its northern boundary, it means that there is sufficient distance between these two properties. The proposed new window is on the front elevation and overlooks Green End Road and therefore, there is no potential for additional overlooking into the neighbouring property.
- 8.6 I do not consider that there are any adverse effects by granting permission for the change of use of this property into a residential dwelling. 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 and Cambridge Local Plan (2006) policies 3/4 and 3/7.

Amenity for future occupiers of the site

- 8.7 The Disability Consultative Panel and the Access Officer have made suggestions that they consider could improve the usability of this property for future occupiers. The suggestions are alterations that could be made to the internal arrangements of the property, which would not require planning permission. As such, I consider that an informative could be attached to any permission, in order to ensure that the internal arrangements of the property are best suited to the future occupants of the property.
- 8.8 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) policy 3/7.

Refuse Arrangements

- 8.9 There is a garden that has sufficient space to accommodate the storage of 3 bins. It is considered that appropriate provision is provided and no further advice has been provided by Refuse colleagues
- 8.10 In my opinion the proposal is compliant with East of England Plan 2008 policy ENV7.

Car and Cycle Parking

- 8.11 There was car parking provided as part of the previous D1 use to the rear of the property. This will be utilised for the proposed use, with one disabled space, one for a carer and two for visitors. The disabled car parking space is closest to the property and to the back door to the property, for ease of the user. This is considered to be appropriate. The remaining 3 spaces are to the rear of the property and all 4 shall be access from Frank's Lane.
- 8.12 At present there are cycle parking hoops at the entrance to the property, underneath the canopy. These are to be removed and a hoop placed in the rear garden. There are no details of this and in order to ensure that it complies with cycle parking standards, I recommend the imposition of a condition, which details the covered and secure cycle parking for the property.
- 8.13 In my opinion the proposal is compliant with East of England Plan 2008 policies T9 and T14 and Cambridge Local Plan (2006) policies 8/6 and 8/10.

Third Party Representations

8.14 The proposal is seeking to erect boundary treatment around the entrance into the property, which will mark out this space as private. I consider that this deter the public from using this space for anti social behaviour as it will be clearly marked as private.

Planning Obligation Strategy

8.15 The Community Infrastructure Levy Regulations 2010 have introduced the requirement for all local authorities to make an

assessment of any planning obligation in relation to three tests. If the planning obligation does not pass the tests then it is unlawful. The tests are that the planning obligation must be:

(a) necessary to make the development acceptable in planning terms;

(b) directly related to the development; and

(c) fairly and reasonably related in scale and kind to the development.

In bringing forward my recommendations in relation to the Planning Obligation for this development I have considered these requirements. The Planning Obligation Strategy (2010) provides a framework for expenditure of financial contributions collected through planning obligations. The applicants have indicated their willingness to enter into a S106 planning obligation in accordance with the requirements of the Strategy and relevant Supplementary Planning Documents. The proposed development triggers the requirement for the following community infrastructure:

Open Space

- 8.16 The Planning Obligation Strategy requires that all new residential developments contribute to the provision or improvement of public open space, either through provision on site as part of the development or through a financial contribution for use across the city. The proposed development requires a contribution to be made towards open space, comprising outdoor sports facilities, indoor sports facilities, informal open space and provision for children and teenagers. The total contribution sought has been calculated as follows.
- 8.17 The application proposes the conversion of a community facility to form one two-bedroom bungalow. No residential units would be removed, so the net total of additional residential units is one. A house or flat is assumed to accommodate one person for each bedroom, but one-bedroom flats are assumed to accommodate 1.5 people. Contributions towards provision for children and teenagers are not required from one-bedroom units. The totals required for the new buildings are calculated as follows:

Outdoor sports facilities						
Туре	Persons	£ per	£per	Number	Total £	
of unit	per unit	person	unit	of such		
				units		
studio	1	238	238			
1 bed	1.5	238	357			
2-bed	2	238	476	1	476	
3-bed	3	238	714			
4-bed	4	238	952			
Total					476	

Indoor sports facilities						
Туре	Persons	£ per	£per	Number	Total £	
of unit	per unit	person	unit	of such		
				units		
studio	1	269	269			
1 bed	1.5	269	403.50			
2-bed	2	269	538	1	538	
3-bed	3	269	807			
4-bed	4	269	1076			
Total					538	

Informal open space						
Туре	Persons	£ per	£per	Number	Total £	
of unit	per unit	person	unit	of such		
				units		
studio	1	242	242			
1 bed	1.5	242	363			
2-bed	2	242	484	1	484	
3-bed	3	242	726			
4-bed	4	242	968			
Total					484	

Provision for children and teenagers						
Туре	Persons	£ per	£per	Number	Total £	
of unit	per unit	person	unit	of such		
				units		
studio	1	0	0		0	
1 bed	1.5	0	0		0	
2-bed	2	316	632	1	632	
3-bed	3	316	948			
4-bed	4	316	1264			
Total					632	

8.18 Subject to the completion of a S106 planning obligation to secure the requirements of the Planning Obligation Strategy (2010) and the Cambridge City Council Open Space Standards Guidance for Interpretation and Implementation (2010), I am satisfied that the proposal accords with Cambridgeshire and Peterborough Structure Plan (2003) policies P6/1 and P9/8, Cambridge Local Plan (2006) policies 3/8 and 10/1 and the Planning Obligation Strategy 2010 and the Cambridge City Council Open Space Standards Guidance for Interpretation and Implementation (2010)

Community Development

8.19 The Planning Obligation Strategy (2010) requires that all new residential developments contribute to community development facilities, programmes and projects. This contribution is £1256 for each unit of one or two bedrooms and £1882 for each larger unit. The total contribution sought has been calculated as follows:

Community facilities					
Type of unit	£per unit	Number of su units	uch	Total £	
1 bed	1256				
2-bed	1256	1		1256	
3-bed	1882				
4-bed	1882				
	1256				

8.20 Subject to the completion of a S106 planning obligation to secure the requirements of the Planning Obligation Strategy (2010), I am satisfied that the proposal accords with Cambridgeshire and Peterborough Structure Plan (2003) policies P6/1 and P9/8, Cambridge Local Plan (2006) policies 5/14 and 10/1 and the Planning Obligation Strategy 2010.

<u>Waste</u>

8.21 The Planning Obligation Strategy (2010) requires that all new residential developments contribute to the provision of household waste and recycling receptacles on a per dwelling basis. As the type of waste and recycling containers provided by the City Council for houses are different from those for flats,

this contribution is 275 for each house and 150 for each flat. The total contribution sought has been calculated as follows:

Waste and recycling containers						
Type of unit	£per unit	Number units	of such	Total £		
House	75	1		75		
Flat	150					
	75					

8.22 Subject to the completion of a S106 planning obligation to secure the requirements of the Planning Obligation Strategy (2010), I am satisfied that the proposal accords with Cambridgeshire and Peterborough Structure Plan (2003) policies P6/1 and P9/8, Cambridge Local Plan (2006) policies 3/7, 3/12 and 10/1 and the Planning Obligation Strategy 2010.

Monitoring

8.23 The Planning Obligation Strategy (2010) requires that all new residential developments contribute to the costs of monitoring the implementation of planning obligations. The costs are calculated according to the heads of terms in the agreement. The contribution sought will be calculated as _150 per financial head of term, _300 per non-financial head of term. Contributions are therefore required on that basis.

Planning Obligations Conclusion

8.24 It is my view that the planning obligation is necessary, directly related to the development and fairly and reasonably in scale and kind to the development and therefore the Planning Obligation passes the tests set by the Community Infrastructure Levy Regulations 2010.

9.0 CONCLUSION

9.1 The proposed development is considered to be acceptable and will not lead to a detrimental harm to either the appearance of the area or the amenity of neighbouring properties. A recommendation of approval is forthcoming.

10.0 RECOMMENDATION

1. APPROVE subject to the satisfactory completion of the s106 agreement by 31st May 2012 and subject to the following conditions and reasons for approval:

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 occupation of the approved development, details of facilities for the covered, secured parking of 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 appropriate provision for the secure storage of bicycles. (Cambridge Local Plan 2006 policy 8/6)

3. Prior to the occupation of the approved development, a plan indicating the positions, design, materials and type of boundary treatment to be erected shall be submitted to and approved in writing by the local planning authority a plan indicating. The boundary treatment shall be completed before the building(s) is/are occupied 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. (East of England Plan 2008 policy ENV7 and Cambridge Local Plan 2006 policy 3/4)

INFORMATIVE: The applicant is advised that the layout of the property could be amended for the future user and that advice is sought from the City Council Access Officer, Mark Taylor, who can be contacted on 01223 457075 prior to the commencement of refurbishment works.

Reasons for Approval

1. This development has been approved subject to conditions and the prior completion of a section 106 planning obligation (/a unilateral undertaking), 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: SS1,H1,T9,T14,ENV7 and WM6

Cambridgeshire and Peterborough Structure Plan 2003: P6/1 and P9/8

Cambridge Local Plan (2006): 3/1,3/4,3/7,3/8,5/1,5/11,8/2,8/6,8/10,10/1

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 officer decision please see the 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.

2. Unless prior agreement has been obtained from the Head of Planning, and the Chair and Spokesperson of this Committee to extend the period for completion of the Planning Obligation required in connection with this development, if the Obligation has not been completed by 31st May 2012 it is recommended that the application be refused for the following reason(s).

The proposed development does not make appropriate provision for open space/sports facilities, community development facilities, education and life-long learning facilities and monitoring in accordance with Cambridge Local Plan 2006 policies 3/7, 3/8 and 10/1, Cambridgeshire and Peterborough Structure Plan 2003 policies P6/1 and P9/8 and as detailed in the Planning Obligation Strategy 2010, the Open Space Standards Guidance for Interpretation and Implementation 2010.

LOCAL GOVERNMENT (ACCESS TO INFORMATION) ACT 1985

Under Section 100D of the Local Government Act 1972, the following are ackground 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 on the City Council website at: <u>www.cambridge.gov.uk/planningpublicaccess</u> or by visiting the Customer Service Centre at Mandela House.