

Application Number	09/1115/FUL	Agenda Item	
Date Received	1st December 2009	Officer	Miss Catherine Linford
Target Date	26th January 2010		
Ward	Cherry Hinton		
Site	1A Leete Road Cambridge Cambridgeshire CB1 9HB		
Proposal	Conversion of existing dwelling into one 1-bed dwelling and one 2-bed dwelling & single storey side and rear extension.		
Applicant	Mr & Mrs C Douglas 292c Hills Road Cambridge CB2 0QG		

1.0 SITE DESCRIPTION/AREA CONTEXT

- 1.1 1A Leete Road is the southern dwelling in a terrace of three, linked, two-storey dwellings, which comprise a terrace because of a substantial side extension to the original pair of semi-detached houses becoming (with planning permission), a separate planning unit. This additional house, 1A, has itself been extended by the addition of a two-storey extension on its southern side, set back about 2.3m from the front of the original 1A.
- 1.2 The houses stand on the west side of Leete Road, close to the 90 degree corner where Leete Road meets Malletts Road, with the front looking east along Malletts Road. Directly adjacent to the site to the south is a footpath/cyclepath track leading to Fulbourn Road and to blocks of garages. This area is predominantly residential in character and consists of a mixture of semi-detached and terraced dwellings.
- 1.2.1 The site is not within a Conservation Area or the Controlled Parking Zone.

2.0 THE PROPOSAL

- 2.1 This application proposes a single-storey, 'wrap-around' extension to the south and west sides of the extended element of 1A. The extension would be 3m deep at the rear and 7.7m wide, spanning

the full width of the side extension and projecting 2.1 beyond the present side wall, providing a conservatory; on the south side, the single–storey extension would wrap around the south west corner, extending 3.0m along the side wall, to provide a shower room off the conservatory.

- 2.2 The application seeks planning permission to convert 1A, as extended, into two separate dwellings, making three houses in all on the plot that originally occupied the one, semi-detached house and a terrace of four residential units in all. It would be a vertical subdivision, with 1A becoming a mid-terrace, two bedroom dwelling, and the southern most extended element becoming a one-bedroom, end of terrace dwelling.
- 2.3 Two car parking spaces would be provided to the front of the site, both essentially in front of the new 1A. A footpath is shown around the south-east and south-west boundaries to give access to the rear of the new, smaller 1A (and 1B?) for bin and bicycle storage in the rear gardens.
- 2.4 The application is accompanied by the following supporting information:

1. Design and Access Statement

3.0 SITE HISTORY

Reference	Description	Outcome
C/85/1070	Two-storey side extension	A/C
C/90/0577	Single storey building for use as annexe	REF
C/95/0011	Extension to house to form annexe	REF
C/97/0136	Conversion of existing dwellings to 2 dwellings	A/C
08/0335/FUL	Part single, part two-storey side extension and first floor rear extension	REF
08/0849/FUL	Part single, part two storey side extension and first floor rear extension	A/C

4.0 PUBLICITY

4.1 Advertisement:	No
Adjoining Owners:	Yes
Site Notice Displayed:	No
Public Meeting/Exhibition (meeting of):	No
DC Forum (meeting of):	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 (2006):** 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.

5.4 **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.

5.5 **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.

5.6 **East of England Plan 2008**

SS1 Achieving sustainable development

T14 Parking

ENV7 Quality in the built environment

5.7 **Cambridgeshire and Peterborough Structure Plan 2003**

Planning Obligation Related Policies

P6/1 Development-related Provision

P9/8 Infrastructure Provision

5.8 **Cambridge Local Plan 2006**

3/1 Sustainable development

3/4 Responding to context

3/7 Creating successful places

3/14 Extending buildings

5/1 Housing provision

5/2 Conversion of large properties

8/6 Cycle parking

8/10 Off-street car parking

Planning Obligation Related Policies

3/7 Creating successful places (*public art/public realm*)

3/8 Open space and recreation provision through new development

5/14 Provision of community facilities through new development
10/1 Infrastructure improvements (*transport, public open space, recreational and community facilities, waste recycling, public realm, public art, environmental aspects*)

5.9 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.

5.10 Material Considerations

Cambridge City Council (2004) – Planning Obligation Strategy: Sets out the Council's requirements in respect of issues such as public open space, transport, public art, community facility provision, affordable housing, public realm improvements and educational needs for new developments.

Cambridge City Council (2006) - Open Space and Recreation Strategy: Gives guidance on the provision of open space and recreation facilities through development.

6.0 CONSULTATIONS

Cambridgeshire County Council (Engineering)

6.1 No Objection: The applicant claims three parking spaces but only shows two. It would appear possible to provide a third space.

Head of Environmental Services

6.2 No objection: Condition recommended relating to waste storage.

6.3 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:

- 3 Leete Road

7.2 The representations can be summarised as follows:

- Overdevelopment
- Increase in noise and disturbance
- Loss of privacy
- Increase in traffic/parking problems

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 Obligation Strategy

Principle of Development

8.2 Policy 5/1 of the Cambridge Local Plan states that proposals for housing development on windfall sites will be permitted subject to the existing land use and compatibility with adjoining land uses. In this case, the surrounding area is predominantly residential, and

therefore I consider the proposal to be compatible with adjoining land uses.

- 8.3 Policy 5/2 of the Cambridge Local Plan states that the conversion of single residential properties will be permitted except where:
- a) The residential property has a floorspace of less than 110m²;
 - b) The likely impact upon on-street parking would be unacceptable;
 - c) The living accommodation provided would be unsatisfactory;
 - d) The proposal would fail to provide for satisfactory refuse bin storage or cycle parking; and
 - e) The location of the property or the nature of nearby land uses would not offer a satisfactory level of residential amenity.
- 8.4 The part of this policy that is relevant in this section of the report is part a). The rest of this policy will be assessed later on in the report. The floorspace of the property exceeds 110m², and therefore the proposal satisfies part a) of policy 5/2 of the Local Plan.
- 8.5 In my opinion, the principle of the development is acceptable and in accordance with policy 5/1 and part a) of policy 5/2 of the Cambridge Local Plan (2006).

Context of site, design and external spaces

- 8.6 Policy 3/14 of the Cambridge Local Plan (2006) states that the extension of existing buildings will be permitted if they:
- a) Reflect or successfully contrast with their form, use of materials and architectural detailing;
 - b) Do not unreasonably overlook, overshadow or visually dominate neighbouring properties;
 - c) Retain sufficient amenity space, bin storage, vehicular access and car and cycle parking; and
 - d) Do not adversely affect listed building or their settings; the character and appearance of conservation areas, gardens of local interest, trees or important wildlife features.
- 8.7 The parts of this policy that are relevant to this proposal are a)-c), with part a) discussed here and the rest of the policy considered later on in the report. This application proposes a single-storey, 'wrap-around' extension to the south and west sides of the extended element of the property. This extension would be 3m

deep at the rear and 7.9m wide, making it 2.2m wider than the existing extension. The proposed extension also projects 3m in length along the side wall, and would provide a conservatory and shower room. In my opinion, this extension would be in-keeping with the property and would not have a detrimental impact on the surrounding area. I, therefore, consider the design of the proposed extension to be acceptable.

- 8.8 This application also proposes the vertical subdivision of the 3-bedroom extended dwelling to form two separate dwellings (1 x 1-bedroom and 1 x 2-bedroom dwelling), essentially transforming a row of three terraced properties into a row of four. The surrounding area is a mix of semi-detached properties, and terraced properties in long rows, and in my view the lengthening of this terraced row would have no detrimental impact on the character of the surrounding area.
- 8.9 This proposal has been described as overdevelopment, in terms of built form and the number of anticipated residents. However, the mass of the building already exists, with the only addition being a small, single-storey extension. The large, two-storey, extended element of the building is already in situ, with planning permission, and has visually been accepted, cannot be reassessed here. In my view, the proposed extension does not constitute overdevelopment in terms of its physical presence and the increase in footprint is small. The issues of amenity and whether that constitutes overdevelopment will be discussed later on in the report.
- 8.10 In my opinion the proposal is compliant with East of England Plan (2008) policy ENV7, and Cambridge Local Plan (2006) policies 3/4, 3/7, 3/11, and part a) of policy 3/14.

Residential Amenity

Impact on amenity of neighbouring occupiers

Overlooking/loss of privacy

- 8.11 The property would remain as it currently is, with the exception of a single-storey rear/side 'wraparound' extension. After completion of the proposed works, there would be additional windows to the rear and side of the property at ground floor level. The rear windows, within the conservatory element of the extension would look out

onto the rear garden of the property, and being at ground floor level would not overlook the neighbouring properties. The side windows (serving the conservatory and shower room) would look out onto the access pathway to the side of the property, and would therefore only look onto a close boarded fence. These windows would therefore have no detrimental impact on neighbours.

- 8.12 The subdivision of the properties will mean that there is some potential for overlooking from the first-floor windows of the two new properties one to another, but it will be no more acute than would be expected in any town,

Overshadowing

- 8.13 The proposed extension would abut the boundary between the two newly formed properties, but would not have the potential to overshadow the garden of this property, due to the orientation of the properties.

Potential increase in noise and disturbance

- 8.14 Concern has been raised that splitting the property into two would lead to an increase in the noise and disturbance experienced by neighbours. It is accepted that the subdivision into dwellings does mean that there would in all probability be 2 households living here so that although the proposal does result in a decrease in the number of bedrooms the level of activity would very probably be greater. What is more relevant, however, is the physical relationships of one property to another brought about by the subdivision. When the original dwelling was subdivided, following the extension to 1, 1A and 1 both had some frontage and space which they could call their own; access to both properties was possible without impeding or impinging unreasonably upon the other. I think the position is different in this case, where access to the latest proposed dwelling is only possible by passing immediately across the front of 1A. The car parking arrangement suggested on the submitted plan 5339/2, demonstrates the problem precisely, because it shows what is, presumably, the car parking space to 1A actually where the porch is, in a position where it precludes entry to that house, and the parking space for the new house where it forces anyone approaching the new residential unit to pass immediately in front of the kitchen the window of the new 1A, adversely affecting the amenity of the occupiers. Part c) of policy 5/2 of the Local Plan states that the

conversion of single residential properties will not be permitted if the living accommodation provided is considered to be unsatisfactory and I consider this proposal fails that test.

- 8.15 For these reasons, I am of the opinion that while, physically, the additions that have taken place and are now proposed do not do any visual harm, the presence of an additional dwelling is too much and will adversely affect the amenity of other users and prospective occupiers, namely those who would occupy the 'middle' house, 1A. This failure to adequately respect the residential amenity of the prospective occupiers and neighbours demonstrates a failure to provide an attractive, high quality, accessible development in a location with a satisfactory level of residential amenity for the occupiers of the two units or to recognize the constraints of the site and I consider that it is at odds with East of England Plan (2008) policy ENV7, and Cambridge Local Plan (2006) policies 3/4 and 3/7 and 5/2.

Refuse Arrangements

- 8.16 It is proposed that refuse is stored in the rear gardens of each property, and this can be accessed from the street. Details have been provided as part of the application, but this shows two bins for each property as opposed to the three required. Even so, I am confident that adequate bin storage is achievable. To ensure this is the case, in the event of approval being recommended a condition requesting details can be required.
- 8.17 In my opinion the proposal is compliant with East of England Plan (2008) policy WM6 and Cambridge Local Plan (2006) policy 3/12 and part d) of policy 5/2.

Car and Cycle Parking

- 8.18 Appendix C (Car Parking Standards) of the Cambridge Local Plan (2006), maintains that no more than one car parking space should be provided for each of the proposed dwellings. Two car parking spaces are shown on the submitted plans, which is within the standards but as has been rehearsed above, one is where a porch is shown and precludes access to 1A and the other (which if set back to allow for the porch and access to the house would preclude use of the second space) either blocks access or forces those wishing to get access to the front door of the new dwelling to pass immediately past the window of 1A, if they can get by at all.

- 8.19 It is proposed that cycle storage be provided in the same store as the bins. Each store would provide 4 cycle parking spaces, and as the minimum required is one per one-bedroom dwelling, this provision is more than adequate.
- 8.20 In my opinion the car parking proposal is inappropriate and inadequate and at odds with policy 8/10 of the Cambridge Local Plan 2006, but is compliant with Cambridge Local Plan (2006) policies 8/6.

Third Party Representations

- 8.21 The issues raised in the representations received have been discussed under the headings above.

Planning Obligation Strategy

- 8.22 The Planning Obligation Strategy (2004) 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. The proposed development triggers the requirement for the following community infrastructure:

Open Space

- 8.23 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 formal open space, informal open space and children's play areas. The total contribution sought has been calculated as follows.
- 8.24 The application proposes the conversion of one residential unit containing three bedrooms to form two units containing one bedroom in each. In conversions, the contributions for open space are based on the number of additional bedrooms created, each additional bedroom being assumed to contain one person. Contributions for children's play space are only required if they are in units with more than one bedroom. The totals required for the new units resulting from the proposed conversion are calculated

as follows:

Formal open space					
Existing total bedrooms	New total bedrooms	Net additional bedrooms	Assumed net additional persons	£ per person	Total £
3	2	-1	0	360	0

Informal open space					
Existing total bedrooms	New total bedrooms	Net additional bedrooms	Assumed net additional persons	£ per person	Total £
3	2	-1	0	306	0

Children's play space					
Existing total bedrooms	New total bedrooms	Net additional bedrooms not in 1-bed units	Assumed net additional persons not in 1-bed units	£ per person	Total £
3	2	0	0	399	0

8.25 Subject to the completion of a S106 planning obligation to secure the requirements of the Planning Obligation Strategy (2004), I am satisfied that the proposal accords with Cambridgeshire and Peterborough Structure Plan (2003) policies P6/1 and P9/8 and Cambridge Local Plan (2006) policies 3/8 and 10/1.

Community Development

8.26 The Planning Obligation Strategy (2004) requires that all new residential developments contribute to community development facilities, programmes and projects. This contribution is £1085 for each unit of one or two bedrooms and £1625 for each larger unit. The total contribution sought has been calculated as follows:

Community facilities			
Type of unit	£per unit	Number of such units	Total £
1 bed	1085		

2-bed	1085	1 additional	1085
3-bed	1625		
4-bed	1625		
Total			1085

8.27 Subject to the completion of a S106 planning obligation to secure the requirements of the Planning Obligation Strategy (2004), I am satisfied that the proposal accords with Cambridgeshire and Peterborough Structure Plan (2003) policies P6/1 and P9/8 and Cambridge Local Plan (2006) policies 5/14 and 10/1.

9.0 CONCLUSION

9.1 In my opinion the proposed extension and conversion of the dwelling into two, would not have a significant visual impact or a detrimental impact on the character and appearance of the surrounding, but would have an unacceptable adverse impact upon the residential amenity of the occupiers of the two dwellings. The application is therefore recommended for refusal.

10.0 RECOMMENDATION: REFUSE for the following reasons:

1. The proposed development is unacceptable because the subdivision of the dwelling to form two houses, in the manner proposed, would result in the provision of accommodation which would materially adversely affect the amenity of the prospective occupiers of the two houses. This failure to adequately respect the residential amenity of the prospective occupiers and neighbours demonstrates a failure to provide an attractive, high quality, accessible development in a location with a satisfactory level of residential amenity for the occupiers of the two units or to recognise the constraints of the site. For these reasons the proposal is in conflict with East of England Plan (2008) policy ENV7, and Cambridge Local Plan (2006) policies 3/7 and 5/2 and in failing to recognise the constraints of the site, with Local Plan policy 3/4.

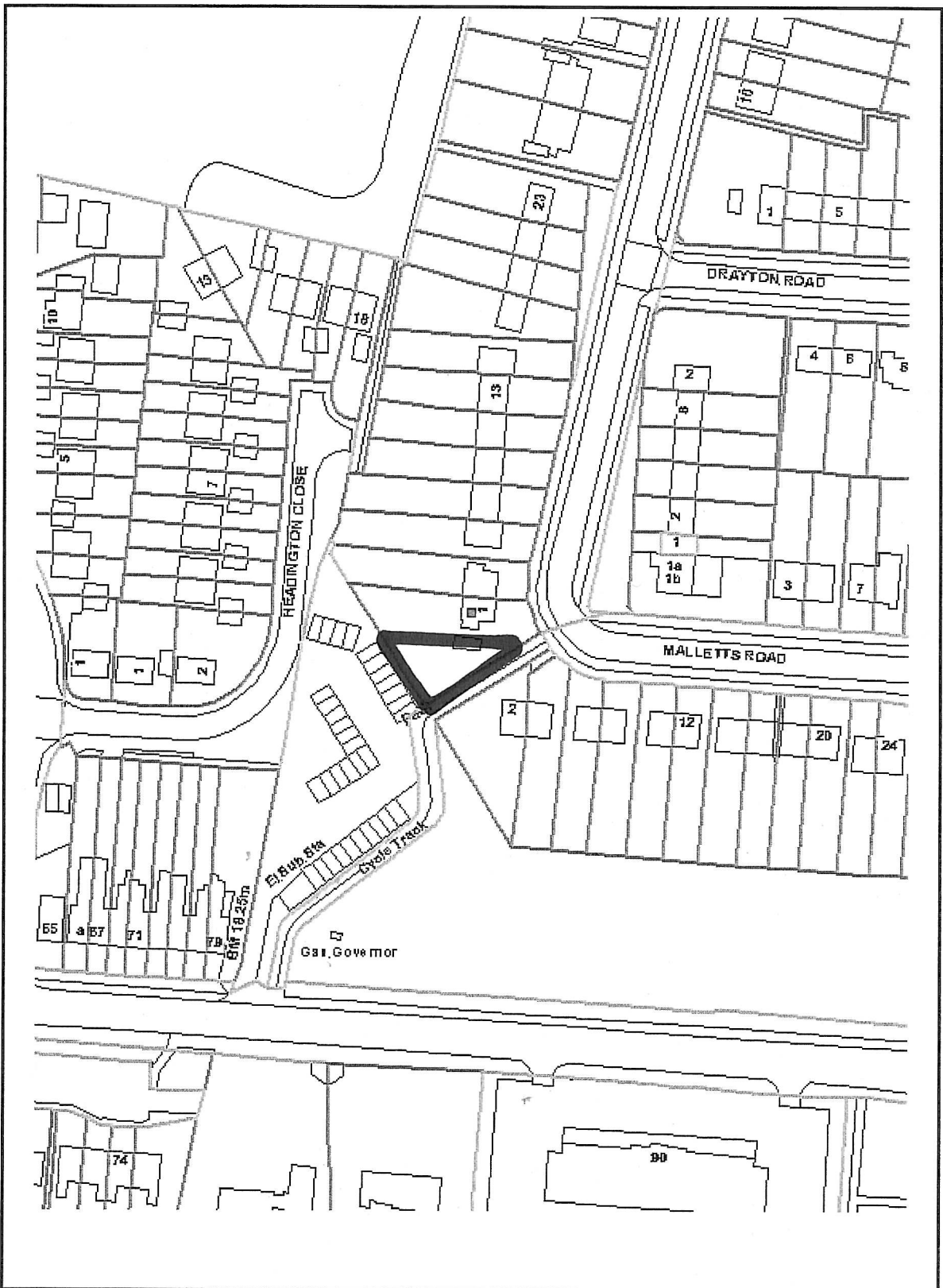
LOCAL GOVERNMENT (ACCESS TO INFORMATION) ACT 1985

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 3 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.



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