

Application Number	09/0815/FUL	Agenda Item	
Date Received	28th August 2009	Officer	Mr James D'Arcy
Target Date	23rd October 2009		
Ward	Romsey		
Site	6 - 8 Coleridge Road Cambridge Cambridgeshire CB1 3PJ		
Proposal	Erection of 2 semi-detached houses		
Applicant	Ms Deborah Pearl 255 Hills Road Cambridge Cambridgeshire CB2 8RP		

1.0 SITE DESCRIPTION/AREA CONTEXT

- 1.1 The application site is located to the rear of numbers 6-8 Coleridge Road, two semi-detached, two storey residential properties standing on the west side of the street, towards the northern end of Coleridge Road, about 100 metres south of the junction with Mill Road. The site is bounded to the south by gardens of adjacent properties on Coleridge Road, to the west by the rear of residential gardens of properties in Romsey Terrace, and to the north by Redmond Court, a housing association development.
- 1.2 Currently the application site is a fairly unkempt, overgrown area that was formerly part of the rear gardens of 6-8 Coleridge Road; it sits in an area of planting larger than the site which gives the site a rather different character than the gardens of other houses to the south or to Redmond Court to the north. There is an access to the area from the side of the existing residential property, via the garden.
- 1.3 Whilst there is significant natural growth in the area concerned, none of the trees are subject to Protection Orders, and no nearby property is Listed.

2.0 THE PROPOSAL

- 2.1 The application seeks permission to erect two bungalows in the rear gardens of numbers 6 and 8 Coleridge Road. The bungalows are small and semi-detached, each 7.2m deep and 5.5m wide, with a kitchen/living space, a bedroom and a bathroom; and a cycle refuse store attached to the side. The kitchen/living space faces east towards the rear of the existing properties upon Coleridge Road, at a distance of about 15 metres; each property has French windows below a pronounced overhang, and extra illumination via a single velux in the front plane of the roof of each dwelling. The common boundary with property in Romsey Terrace is at an angle so that the distance between the proposed units and the boundary varies between about 8 and 11.5 metres.
- 2.2 Each house will have a footprint of approximately 39.6 square metres, with the additional store to the side having a footprint of approximately 5 square metres; the building shows a pitched roof with a ridge height of approximately 5.7 metres.
- 2.3 It is proposed that the buildings will have an external finish comprising of: Cambridge Buff bricks with timber cladding, red clay pantiles to the roof, and timber or UPVC doors and windows.

3.0 SITE HISTORY

Reference	Description	Outcome
09/0025/FUL	Erection of two 2-bedroomed houses	Withdrawn

4.0 PUBLICITY

- 4.1 Advertisement: No
Site notice: No
Adjoining occupiers: Yes

5.0 POLICY

5.1 Central Government Advice

- 5.2 **PPS1 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 (PPS 3) Housing :** 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 **PPG13 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 **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.

5.6 **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.

5.7 **East of England Plan 2008**

SS1 Achieving sustainable development

T2 Changing travel behaviour

T9 Walking, cycling and other non-motorised transport

T14 Parking

ENV7 Quality in the built environment

WM6 Waste management in development

5.8 **Cambridgeshire and Peterborough Structure Plan 2003**

Planning Obligation Related Policies

P6/1 Development-related Provision

P9/8 Infrastructure Provision

P9/9 Cambridge Sub-Region Transport Strategy

5.9 **Cambridge Local Plan 2006**

3/1 Sustainable development

3/4 Responding to context

3/7 Creating successful places

3/10 Subdivision of plots

3/11 The design of external spaces

3/12 The design of new buildings

5/1 Housing provision

8/6 Cycle parking

8/10 Off-street car parking

Planning Obligation Related Policies

3/8 Open space and recreation provision through new development

5/14 Provision of community facilities through new development

10/1 Infrastructure improvements

5.10 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.

5.11 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.

Cycle Parking Guide for New Residential Developments (2010) – Gives guidance on the nature and layout of cycle parking, and other security measures, to be provided as a consequence of new residential development.

6.0 CONSULTATIONS

Cambridgeshire County Council (Engineering)

- 6.1 No objections; but the local highway authority is concerned about the increased pressure for on-street parking.

Head of Environmental Services

- 6.2 No comments received

Arboriculture Department

- 6.3 Satisfied that alterations proposed as part of the revised submissions will not result in a detrimental impact upon those trees retained, and that a programme of works can be introduced which will adequately protect the existing mature trees.

7.0 REPRESENTATIONS

- 7.1 One representation was received, 6 weeks after the neighbour consultation expiry from a resident of Redmond Court.

The letter expresses concerns about the potential for disturbance from deliveries and movements associated with the development, and the resultant impact upon the residents of Redmond Court.

- 7.2 An email was received from a resident of 10 Coleridge Road who considered the proposed redevelopment of the rear gardens totally inappropriate for reasons of access, parking and privacy for neighbours. The view was also taken that the proposal was out of character with the area.
- 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. Highway safety
6. Car and cycle parking
7. Third party representations
8. Planning Obligation Strategy

Principle of Development

- 8.2 The application seeks to utilise an area of little used land that was previously rear garden land to 6 and 8, to introduce two small dwellings in the space, within an established residential area. Policy 5/1 of the Cambridge Local Plan (2006) explains that provision is to be made for an increase of 12,500 dwellings over the period 1999-2016, and while it is recognised that most of these will be from larger sites within the urban area and urban extensions, development of additional residential units on sites such as this will be permitted subject to the existing land use and compatibility with adjoining uses.
- 8.3 This site is in an almost entirely residential area, and in my view, residential use is compatible with the surrounding uses. The intensity of residential use on the site is reasonably comparable with that to the north and west, but much higher than along most of Coleridge Road itself, save for the recent developments of Redmond Court and Ruth Bagnall Court to the north and east. I do not consider this proposal of itself to be overdevelopment.
- 8.4 In my opinion, the principle of the development is acceptable and in accordance with policy 5/1 of the Cambridge Local Plan (2006), though the proposal also needs to be tested against other policies, including policies 3/7, 3/10 and 3/12.

Context of site, design and external spaces

- 8.5 The area which immediately surrounds this site has a very mixed character, with terraced development to the west, the residential development both on the frontage and in to the rear in Redmond Court immediately to the north and the much more common and definite semi-detached character of the frontage

development of Coleridge Road to the South. Given that the land immediately to the north includes development that is set in behind the frontage, I do not consider that the principle of development here can be reasonably contested in terms of it detracting from the prevailing character, provided that it is not intrusive and meets the other tests of policy 3/10.

8.6 Policy 3/10 of the Cambridge Local Plan (2006), relates to the subdivision of existing plots, and states that residential development in the garden area or curtilage of existing properties will not be permitted if it will:

- a) Have a significant adverse impact on the amenities of neighbouring properties through loss of privacy, loss of light, an overbearing sense of enclosure and the generation of unreasonable levels of traffic or noise nuisance;
- b) Provide inadequate amenity space, or vehicular access arrangements and parking spaces for the proposed and existing properties;
- c) Detract from the prevailing character and appearance of the area;
- d) Adversely affect the setting of Listed Buildings, or buildings or gardens of local interest within or close to the site;
- e) Adversely affect trees, wildlife features or architectural features of local importance located within or close to the site; and
- f) Prejudice the comprehensive development of the wider area or which the site forms part.

8.7 I do not think that it can be argued that this development would prejudice some comprehensive development of the wider area and there are no listed buildings nearby. The only parts of policy 3/10 relevant to the application are therefore a), b), c) and e) and only criterion c) is relevant in this part of the report. As I rehearsed above, given the context of Redmond Court and the modest nature of what is proposed (on a similar alignment to the rear block of Richmond Court), I do not consider there to be any adverse impact that would detract from the prevailing character and appearance of the area. The other relevant criteria, a), b) and e) will be addressed later in the report.

8.8 The existing site is uncared for but has in the past been a well planted garden; in its present state it offers little in terms of

wider visual or amenity benefit. As an established residential area, the principle of residential development is acceptable, although I consider that the design and positioning of the proposed properties will have to be considered to ensure no detrimental impact upon other existing rear garden areas, nor should they alter the character of the existing properties and outlying developments.

- 8.9 The current application follows a period of negotiation, which has resulted in the scale of the proposal being reduced, and the footprint of the proposed buildings being moved further from the rear boundary with Romsey Terrace. The design of the buildings, while not replicating or reflecting the existing surrounding built environment does provide some comfort that the proposal will not dominate this back garden area, or overlook neighbours; the compact nature of the design will allow the buildings to sit in the rear garden space without undue intrusion though this would unquestionably be improved by a reduction in roof height. The relatively low ridge height will also reduce the impact on the neighbouring properties, and will not result in a dominant form within the local environment. Retention of this state could be required by the use of a condition precluding any accommodation being introduced to the roof area.
- 8.10 I consider that the introduction of the new building styles will also provide a greater visual stimulus within the local built environment, and that the small scale of the buildings will reflect, to a degree, the smaller, more compact properties found to the west of the site and echo the compact nature of the established residential environment found in this area.
- 8.11 In my opinion the proposal is compliant with East of England Plan (2008) policy ENV7, & SS1, and Cambridge Local Plan (2006) policies 3/4, 3/7, 3/10c) 3/11, 3/12.

Residential Amenity

Impact on amenity of neighbouring occupiers

- 8.12 The primary impact upon the amenity of neighbours will be:
- *potential disturbance from use of the access*; the use of the relatively narrow space to the side of the existing house, 6 Coleridge Road does have the potential for

some disturbance to No.6. That house has however been designed to limit any possible intrusion by relocating the side door to the kitchen (which has historically opened out to the side) so that it will in future open out into the rear garden. Disturbance could also result from the movement of vehicles along the side passage, but I think it unlikely that this sort of movement is likely to be very regular or very different from someone parking between two houses.

- *the potential for visibility from this unit into private areas of neighbouring property*; the single storey form, the design of the building with its overhanging roof and the existing planting which should at least in part be retained should limit the potential for unreasonable overlooking either of these buildings from 6 and 8 or vice versa. Although the distances between windows is only 15-17 metres I think the particular circumstances should adequately protect the amenity of present occupiers of 6 and * and prospective occupiers here. Given the very limited size of the buildings, their siting 3+ metres off the boundary with 10, the planting on the common boundary with that dwelling and the 18m minimum distance between windows, I am of the view that the amenity of 10 will not be so severely prejudiced as to justify refusal
- *and disturbance during construction phases*; some disturbance is inevitable during this phase but conditions can be attached to try to minimize the impact.

8.13 There will also be very limited visual disruption to the immediate streetscene as a result of the proposal. The size of the buildings will prevent them appearing intrusive or dominating any of the neighbours.

8.14 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 East of England Plan (2008) policy ENV7, and Cambridge Local Plan (2006) policies 3/4 and 3/7.

Amenity for future occupiers of the site

8.15 These are small one-bedroom houses which will have small but very adequate good gardens and good service provision. The gardens face but will get a lot of southern light.

8.16 In my opinion, the proposal can provide 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 East of England Plan (2008) policy ENV7, and Cambridge Local Plan (2006) policies 3/7 and 3/12 .

Refuse Arrangements

8.17 The waste storage provision is well-related to the buildings but will have to be taken closer to the road on collection days.

8.18 In my opinion, the proposal is compliant with East of England Plan (2008) policy WM6 and Cambridge Local Plan (2006) policy 3/12.

Highway Safety

8.19 The highway authority has not raised any issues of highway safety. The plan suggests an ability for a car to turn within the site and enter and leave in forward gear.

Car and Cycle Parking

8.20 The application proposes a vehicle access along the side of the house and a parking space in front of one of the units with space to the northern side to turn a vehicle so that vehicles could enter and leave in forward gear. Detailed design of the access surface to protect a tree just outside the site is to be submitted at a later date. These are very small residential units and might well appeal to someone not wishing to keep a car, but the local highway authority has reservations about the lack of one parking space for each unit and the implications that might have for parking on-street given that competition for places is already acute. Notwithstanding the local highway authority concerns I do not consider, however, that the car parking standards provide a basis for requiring one for one parking provision. Travel by means of transport other than the private car is very feasible in this area, and in my view, the level of car parking provided is acceptable, and in accordance with East of England Plan (2008) policy T14, Cambridge Local Plan (2006) policy 8/6 and government guidance in PPG13.

8.21 The proposal includes space for cycle parking for both of the proposed units , a level of provision that is in accordance with the City Council Standards. In my opinion, subject to such a condition 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

8.22 I have addressed above all of the issues raised in representations except for the.

Planning Obligation Strategy

8.23 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

8.24 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.

8.25 The application proposes the erection of two one-bedroom houses. No residential units would be removed, so the net total of additional residential units is two. 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 children's play space are not required from one-bedroom units. The totals required for the new buildings are calculated as follows:

Formal open space					
Type of unit	Persons per unit	£ per person	£per unit	Number of such units	Total £
1 bed	1.5	360	540	2	1080
2-bed	2	360	720		
3-bed	3	360	1080		
4-bed	4	360	1440		
Total					1080

Informal open space					
Type of unit	Persons per unit	£ per person	£per unit	Number of such units	Total £
1 bed	1.5	306	459	2	918
2-bed	2	306	612		
3-bed	3	306	918		
4-bed	4	306	1224		
Total					918

Children's play space					
Type of unit	Persons per unit	£ per person	£per unit	Number of such units	Total £
1 bed	1.5	0	0	2	0
2-bed	2	399	798		
3-bed	3	399	1197		
4-bed	4	399	1596		
Total					0

8.26 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

8.27 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	2170
2-bed	1085		
3-bed	1625		
4-bed	1625		
Total			2170

8.28 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 The proposed development is slightly unusual, proposing what is effectively backland development with a relatively small means of access. Without the Redmond Court development to the north and the extensive planting on and around this site and that on the southern boundary with 10, I would probably not be convinced that this was appropriate and sympathetic in this location. Given the particular circumstances, however, I consider that this development can provide two small units of accommodation without intruding on the amenity of and can therefore be supported. Approval is recommended.

10.0 RECOMMENDATION

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. No development shall take place until samples of the materials to be used in the construction of the external surfaces of the development hereby permitted have been submitted to and approved in writing by the local planning authority. Development shall be carried out in accordance with the approved details.

Reason: To ensure that the appearance of the external surfaces is appropriate. (East of England Plan 2008 policy ENV7 and Cambridge Local Plan 2006 policies 3/4, 3/12 and 3/14)

3. No development shall take place until there has been submitted to and approved in writing by the local planning authority a plan indicating the positions, design, materials and type of boundary treatments to be erected. The boundary treatment shall be completed before the use hereby permitted is commenced 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 policies 3/4, 3/11 and 3/12)

4. Details of the specification and position of fencing, or any other measures to be taken for the protection of any trees from damage during the course of development, shall be submitted to the local planning authority for its written approval, and implemented in accordance with that approval before any equipment, machinery or materials are brought onto the site for the purpose of development (including demolition). The agreed means of protection shall be retained on site until all equipment, and surplus materials have been removed from the site. Nothing shall be stored or placed in any area protected in accordance with this condition, and the ground levels within those areas shall not be altered nor shall any excavation be made without the prior written approval of the local planning authority.

Reason: To protect the visual amenity of the area and to ensure the retention of the trees on the site. (East of England Plan 2008 policy ENV7 and Cambridge Local Plan 2006 policies 3/4, 3/11, 3/12 and 4/4)

5. Except with the prior written agreement of the local planning authority in writing no construction work or demolition shall be carried out or plant operated other than between the following hours: 0800 hours to 1800 hours Monday to Friday, 0800 hours to 1300 hours on Saturday and at no time on Sundays, Bank or Public Holidays.

Reason: To protect the amenity of the adjoining properties.
(Cambridge Local Plan 2006 policy 4/13)

INFORMATIVE: New development can sometimes cause inconvenience, disturbance and disruption to local residents, businesses and passers by. As a result the City Council runs a Considerate Contractor Scheme aimed at promoting high standards of care during construction. The City Council encourages the developer of the site, through its building contractor, to join the scheme and agree to comply with the model Code of Good Practice, in the interests of good neighbourliness. Information about the scheme can be obtained from The Considerate Contractor project Officer in the Planning Department (Tel: 01223 457121).

Reasons for Approval

1. This development has been approved subject to conditions and following the prior completion of a section 106 planning obligation (/a unilateral undertaking), because subject to those requirements it is considered to generally conform to the Development Plan, particularly the following policies:

East of England plan 2008: SS1, ENV7

Cambridgeshire and Peterborough Structure Plan 2003: 3/8

Cambridge Local Plan (2006): 3/1, 3/4, 3/7, 3/8, 3/12, 4/13, 5/1, 5/13, 5/14, 8/10

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.