

Application Number	13/0201/FUL	Agenda Item	
Date Received	13th February 2013	Officer	Mr John Evans
Target Date	10th April 2013		
Ward	Kings Hedges		
Site	418A Milton Road Cambridge Cambridgeshire CB4 1ST		
Proposal	Demolition of 418A Milton Road and construction of 7x1 bedroom flats and 1x2 bedroom flats. General Housing C3 use along with parking, cycle and refuse storage.		
Applicant	Unit 1 Orwell Furlong Cowley Road Cambridge CB4 0WY		

SUMMARY	<p>The development accords with the Development Plan for the following reasons:</p> <ol style="list-style-type: none"> 1. The proposed building will not be harmful to the character and appearance of the street scene. 2. There will not be any adverse overlooking or visual impact upon neighbouring residential properties. 3. An appropriate number of car parking spaces is provided.
RECOMMENDATION	APPROVAL

1.0 SITE DESCRIPTION/AREA CONTEXT

- 1.1 The application site is a rectangular shaped plot situated on the south east side of Milton Road. The site is currently occupied by a two storey property managed by Cambridge Pringle Group, to accommodate vulnerable people progressing towards independent living.
- 1.2 To the south of the site is a gravelled driveway serving a Victorian mansion, 418 Milton Road. Also served by the access

is a Victorian chapel building which has been converted into two flats. Beyond to the south east is a long rectangular building number 2 and 2A Green End Road.

- 1.3 The site is not within a Conservation Area. There are several mature trees on the boundary with number 2a Green End Road.

2.0 THE PROPOSAL

- 2.1 Permission is sought for the erection of a new building accommodating 7 one bedroom flats and 1 two bedroom flat.

- 2.2 The building has an L shaped footprint which rises 5.5m to the eaves level. The overall ridge height is 9m. The building will have a contemporary appearance with buff brickwork and acoustic louvres around the windows.

- 2.3 The application is accompanied by the following supporting information:

1. Design and Access Statement

Amended Plans

- 2.4 Amendments have been received revised the detailed design of the rear balconies, with a new first and second floor gable feature which projects 0.5m.
- 2.5 The car parking layout has been redesigned to provide four spaces, two of which are suitable for disabled people.
- 2.6 Neighbouring residential properties have been consulted on these changes.

3.0 SITE HISTORY

Reference	Description	Outcome
C/83/0946	Erection of private garage	Approved

4.0 PUBLICITY

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

5.0 POLICY

5.1 See Appendix 1 for full details of Central Government Guidance, East of England Plan 2008 policies, Cambridgeshire and Peterborough Structure Plan 2003 policies, Cambridge Local Plan 2006 policies, Supplementary Planning Documents and Material Considerations.

5.2 Relevant Development Plan policies

PLAN	POLICY NUMBER
Cambridgeshire and Peterborough Structure Plan 2003	P6/1 P9/8 P9/9
Cambridge Local Plan 2006	3/4 3/7 3/10 3/11 3/12 4/13 5/1 8/2 8/6 10/1

5.3 Relevant Central Government Guidance, Supplementary Planning Documents and Material Considerations

Central Government Guidance	National Planning Policy Framework March 2012 Circular 11/95 Community Infrastructure Levy Regulations 2010
Supplementary Planning Documents	Planning Obligation Strategy

Material Considerations	<p><u>Central Government:</u></p> <p>Letter from Secretary of State for Communities and Local Government (27 May 2010)</p> <p>Written Ministerial Statement: Planning for Growth (23 March 2011)</p>
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6.0 CONSULTATIONS

Cambridgeshire County Council (Engineering)

- 6.1 I am very concerned that the application is for general housing rather than sheltered accommodation as the arguments put forward for the design are very user specific. The use of the site as more general housing would be likely to generate significantly higher parking demand.
- 6.2 For general residential use the level of parking provision in line with guidance contained within the National Planning Policy Framework which advises that parking provision for new residential development is based upon levels of access to a private car for existing residential uses in the surrounding area. It is advised that the applicant reassess the proposed parking provision in regard to the new guidance if the accommodation is to be classed as general housing.
- 6.3 No dimensions are given for the parking and manoeuvring area. The applicant must show the dimensions for the proposed car parking spaces, which should be 2.5m x 5m with a 6m reversing space.
- 6.4 Milton Road is a principal urban radial and carries a significant number of cycle movements. It is therefore considered essential that vehicles entering the site are able to turn and exit in forward gear.
- 6.5 Unless and until it is demonstrated that this can be achieved the Highway Authority recommend that the proposal be REFUSED permission.

Additional comment

- 6.6 The applicant has shown that they will provide adequately sized car parking spaces, and a suitable turning area. Various conditions and informatives recommended.

Head of Environmental Services

- 6.7 No objections subject to noise and contaminated land related conditions.

Architectural Liaison Officer

- 6.8 I recommend that the applicant considers the physical security advice as set out in Section 2 of the Secured by Design New Homes document 2010. Secured by Design has been proven to show a 66% reduction in burglary crime and reduction in vehicle crime and criminal damage. In terms of SBD I would be specifying standards for doors, windows and lighting. One thing I would recommend is secure cycle storage as opposed to open storage as cycle crime in Cambridge is a significant problem.

Archaeology

- 6.9 The site should be subject to a programme of archaeological investigation and recommend that this work should be commissioned and undertaken at the expense of the developer. This programme of work can be secured through the inclusion of a negative condition such as the model condition 'number 55' contained in DoE Planning Circular 11/95.

Cambridgeshire County Council (Education)

- 6.10 Waste and Life Long Learning contributions required.

Access Officer

- 6.11 The ground floor flat should meet the needs of a wheelchair user and all flats should have colour contrast.

Arboriculture

- 6.12 No comments have been received. Comments will be reported on the amendment sheet or at the Committee meeting.

6.13 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:

2A Green End Road
418 Milton Road
420 Milton Road

7.2 The representations can be summarised as follows:

Scale and design

- There is not enough land to achieve what the application proposes.
- The building should not be any higher than number 420 Milton Road. The plans are not clear.
- Number 418 Milton Road backs onto the application site which has not been made clear in application.

Amenity Issues

- The rear wing of the new building will create overshadowing, overlooking and a loss of privacy.
- There will be a possible impingement of noise, lack of light and privacy.
- Distances between buildings unclear.
- The increase in size of the rear wing will create overshadowing, overlooking and a loss of privacy.
- The rear wing should be single storey.
- There have been numerous disturbances at number 418a Milton Road.

Access

- Existing and entering the property from Milton Road needs consideration.
- It is unrealistic to have only four car parking spaces.

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. Disabled access
8. Trees
9. Third party representations
10. Planning Obligation Strategy

Principle of Development

8.2 The provision of additional dwellings on previously developed land, and the provision of higher density housing in sustainable locations is generally supported by central government advice contained within the National Planning Policy Framework 2012. Policy 5/1 of the Cambridge Local Plan 2006 allows for residential development from windfall sites, subject to the existing land use and compatibility with adjoining uses, which is discussed in more detail in the amenity section below. The proposal is therefore in compliance with these policy objectives.

8.3 The existing and proposed use of the building has an element of care (supported housing for vulnerable people), but would fall within the use class C3 general housing. The application proposes general housing falling within use class C3. In my opinion, the principle of the development is acceptable and in accordance with policy 5/1 and advice contained within the Framework.

Context of site, design and external spaces

- 8.4 The key design issue is the design and appearance of the new building within its setting.
- 8.5 The new building can be comfortably accommodated within the plot. The proposed footprint is consistent with the prevailing pattern and front and rear building line of Milton Road.
- 8.6 New buildings should have a positive impact on their setting in accordance with Local Plan policy 3/12. The scale and massing of the proposed building is appropriate in this context. The proposed building has three levels of accommodation, although this is contained within a 2 storey building. The eaves level is similar to 420 Milton Road to the east and the building has the same overall ridge height. The front gable provides visual interest and articulation to the front elevation and the proposed front dormer window is modest in size and set well within the plane of the roof. The design of the building has therefore drawn positive inspiration from the characteristics of the locality and in my view accords with Local Plan policies 3/4 and 3/12.
- 8.7 In terms of materials, the contemporary design and appearance will in my view make a positive contribution to the character and appearance of the street scene. The final materials palette can be agreed through the imposition of a suitable planning condition.
- 8.8 Externally, the revised front turning court provides a generous area for landscaping. The amount of car parking will not dominate the street scene. The proposed landscaping will help to reduce the prominence of the building when viewed at different angles along Milton Road.
- 8.9 In my opinion the proposal is compliant with Cambridge Local Plan (2006) policies 3/4, 3/7, 3/11, 3/12 and 4/11.

Residential Amenity

Impact on amenity of neighbouring occupiers

- 8.10 The rear gable of the new building will be visible from the front garden area of 2a Green End Road. The amended plans now

propose the use of obscure glazed screens to the front of the patio doors which will prevent any overlooking.

- 8.11 Given the distance of 20m separating the proposed rear gable and the front of number 2a Green End Road, I do not consider there to be any harmful visual impact.
- 8.12 The proposed windows facing north east are velux roof lights and small high level openings. They will not in my view create any harmful overlooking upon number 429 Milton Road. Similarly, windows facing south west are high level and will not create any overlooking upon number 418 Milton Road.
- 8.13 I consider the overall quantum of development acceptable. The likely comings and goings are unlikely to create significant noise and disturbance over and above the existing use of the site. While permission is sought for general housing, there is an element of care and management of the premises for vulnerable people. I consider it necessary for a management plan to cover issues such as car parking and noise and disturbance to be submitted prior to occupation of the building.
- 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 Cambridge Local Plan (2006) policies 3/4 and 3/12.

Amenity for future occupiers of the site

- 8.15 The development proposes apartments which are generous in size, the majority of which are dual aspect. The communal rear garden area is generous in size and contains two private rear terraces.
- 8.16 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) policies 3/7 and 3/12.

Refuse Arrangements

- 8.17 The development proposes a separate bin store to the front of the building, which will be screened from the street. In my

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

Highway Safety

- 8.18 The amended plans demonstrate that a car can adequately turn and leave the site in a forward gear. The highway authority is now satisfied with the layout. In my opinion the proposal is compliant with Cambridge Local Plan (2006) policy 8/2.

Car and Cycle Parking

- 8.19 The development proposes four car parking spaces, two of which are suitable for disabled people. Given the sustainable location of the site, close to bus links and the cycle network, I consider a reduced provision of car parking acceptable in this location. In addition, the property will be managed by The Cambridge Pringle Group and is intended to be occupied by vulnerable people progressing towards independent living. As such it is unlikely that future occupiers will own a car. This issue can be addressed through the suggested management plan.
- 8.20 Adequate cycle storage is provided in a separate outbuilding which is conveniently located and screened from the street. A secure door can be ensured through the imposition of a suitable planning condition. This addresses the architectural liaison officer's comments. In my opinion the proposal is compliant with Cambridge Local Plan (2006) policies 8/6 and 8/10.

Disabled Access

- 8.21 Internal wheelchair accessibility for the ground floor flat has been brought to the attention of the applicant. The scheme will be compliant with Part M of the Building Regulations.

Trees

- 8.22 There are some mature trees on the south east boundary. I am awaiting comments from the Council's tree officer. I will update on the amendment sheet or at the Committee meeting.

Third Party Representations

8.23 The representations received have been covered in the above report. No further comments have been received following reconsultation.

Issue	Report section
Height, scale and mass	Paragraph 8.8
Noise, lack of light and privacy	Paragraph 8.12 – 8.16
It is unrealistic to have only four car parking spaces.	Paragraph 8.20
Accuracy of the plans	A street scene elevation has been submitted. The level of information is in my view adequate.
Disturbances at number 418a Milton Road	This is mainly a management issue. I recommend however the imposition of a management plan condition to be submitted prior to occupation.

Planning Obligation Strategy

8.24 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.

The proposed development triggers the requirement for the following community infrastructure:

Open Space

8.25 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:

The development proposes 7 one bedroom units and 1 two bedroom unit

The existing 4 bedroom contributions are subtracted from the total.

Outdoor sports facilities					
Type of unit	Persons per unit	£ per person	£per unit	Number of such units	Total £
studio	1	238	238		
1 bed	1.5	238	357	7	2499
2-bed	2	238	476	1	476
3-bed	3	238	714		
Minus existing 4-bed	4	238	952	1	- 952
Total					2023

Indoor sports facilities					
Type of unit	Persons per unit	£ per person	£per unit	Number of such units	Total £
studio	1	269	269		
1 bed	1.5	269	403.50	7	2824.50
2-bed	2	269	538	1	538
3-bed	3	269	807		
Minus existing 4-bed	4	269	1076	1	- 1076
Total					2286.50

Informal open space					
Type of unit	Persons per unit	£ per person	£per unit	Number of such units	Total £
studio	1	242	242		
1 bed	1.5	242	363	7	2541
2-bed	2	242	484	1	484
3-bed	3	242	726		
Minus existing 4-bed	4	242	968	1	- 968
Total					2057

Provision for children and teenagers					
Type of unit	Persons per unit	£ per person	£per unit	Number of such units	Total £
studio	1	0	0		0
1 bed	1.5	0	0		0
2-bed	2	316	632	1	632
3-bed	3	316	948		
Minus existing 4-bed	4	316	1264	1	-1264
Total					No contribution required

8.26 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

- 8.27 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 such units	Total £
1 bed	1256	7	8792
2-bed	1256	1	1256
3-bed	1882		
4-bed	1882	1	- 1882
Total			8166

- 8.28 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.

Waste

- 8.29 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 £75 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 of such units	Total £
House	75	1	-75
Flat	150	8	1200
Total			1125

8.30 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.

Education

8.31 Upon adoption of the Planning Obligation Strategy (2010) the Council resolved that the Education section in the 2004 Planning Obligations Strategy continues to apply until it is replaced by a revised section that will form part of the Planning Obligations Strategy 2010. It forms an annex to the Planning Obligations Strategy (2010) and is a formal part of that document. Commuted payments are required towards education facilities where four or more additional residential units are created and where it has been established that there is insufficient capacity to meet demands for educational facilities.

Life-long learning					
Type of unit	Persons per unit		£per unit	Number of such units	Total £
1 bed	1.5		160	7	1330
2+-beds	2		160	1	160
4 bed house			160	- 1	- 160
Total					1130

8.32 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.

Monitoring

8.33 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

8.34 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 new building will have a positive impact on the character and appearance of the street scene. There will be no adverse impact on neighbouring residential properties. APPROVAL is recommended.

10.0 RECOMMENDATION

APPROVE subject to the following conditions:

1. The development hereby permitted shall be begun before the expiration of three years from the date of this permission.

Reason: In accordance with the requirements of section 51 of the Planning and Compulsory Purchase Act 2004.

2. 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. (Cambridge Local Plan 2006 policies 3/4, 3/12 and 3/14)

3. Except with the prior written agreement of the local planning authority 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)

4. Except with the prior agreement of the local planning authority in writing, there should be no collection or deliveries to the site during the demolition and construction stages outside the hours of 0700 hrs and 1900 hrs on Monday ' Saturday and there should be no collections or deliveries on Sundays or Bank and public holidays.

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

5. No development shall commence until a programme of measures to minimise the spread of airborne dust from the site during the demolition / construction period has been submitted to and approved in writing by the Local Planning Authority. The development shall be implemented in accordance with the approved scheme.

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

6. Prior to the commencement of development, a noise insulation scheme detailing the acoustic noise insulation performance specification of the external building envelope of the residential units (having regard to the building fabric, glazing and ventilation) to reduce the level of noise experienced in the residential units as a result of the proximity of the habitable rooms to the high ambient noise levels in the area (Milton Road facade dominated by traffic), be submitted to and approved in writing by the local planning authority. The scheme shall achieve the internal noise levels recommended in British Standard 8233:1999 'Sound Insulation and noise reduction for buildings-Code of Practice'. The scheme shall be carried out in accordance with the agreed details.

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

7. No unbound material shall be used in the surface finish of the driveway within 6 metres of the highway boundary of the site.

Reason: To avoid displacement of loose material onto the highway in the interests of highway safety, Cambridge Local Plan 2006 policy 8/2.

8. Before the development hereby permitted is commenced details of the following matters shall be submitted to and approved by the local planning authority in writing.

- i) contractors access arrangements for vehicles, plant and personnel,

- ii) contractors site storage area/compound,

- iii) the means of moving, storing and stacking all building materials, plant and equipment around and adjacent to the site,

- iv) the arrangements for parking of contractors vehicles and contractors personnel vehicles.

Thereafter the development shall be undertaken in accordance with the approved details.

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

9. No development shall take place until there has been submitted to and approved by the local planning authority in writing a plan indicating the positions, design, materials and type of boundary treatment to be erected. The boundary treatment shall be completed in accordance with a timetable agreed in writing with the local planning authority. Development shall be carried out in accordance with the approved details.

Reason: To ensure an appropriate boundary treatment is implemented. (Cambridge Local Plan 2006 policies 3/4, 3/11 and 3/12)

10. No development shall take place within the site until the applicant, or their agent or successors in title, has secured the implementation of a programme of archaeological work in accordance with a written scheme of investigation which has been submitted by the applicant and approved in writing by the local planning authority.

Reason: To ensure that an appropriate archaeological investigation of the site has been implemented before development commences. (Cambridge Local Plan 2006 policy 4/9)

11. No development shall commence until 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)

12. Prior to occupation of the development hereby approved, a management plan for the premises shall be submitted to and agreed by the Local Planning Authority.

Reason: In the interests of neighbouring amenity, Cambridge Local Plan 2006 policy 3/4.

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 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:

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

Cambridge Local Plan (2006): 3/4, 3/7, 3/10, 3/11, 3/12, 4/13, 5/1, 8/2, 8/6, 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.

3. In reaching this decision the local planning authority has acted on guidance provided by the National Planning Policy Framework, specifically paragraphs 186 and 187. The local planning authority has worked proactively with the applicant to bring forward a high quality development that will improve the economic, social and environmental conditions of the area.

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 Mon 8am - 5:15pm, Tues, Thurs & Fri 9am - 5:15pm, Weds 9am - 6pm.