

Application Number	17/1625/FUL	Agenda Item	
Date Received	25th September 2017	Officer	Sean OSullivan
Target Date	20th November 2017		
Ward	Kings Hedges		
Site	83 Lovell Road Cambridge CB4 2QW		
Proposal	Change of use from single C3 Use Class dwellinghouse to 2 self-contained 1 bedroom flats and 1 self-contained 2 bedroom flat. Single storey rear extension, roof extension incorporating rear dormer, and Juliet balcony at first floor. Associated hardstandings, amenity space, and parking.		
Applicant	Mrs Jingfang Hu		

SUMMARY	<p>The development accords with the Development Plan for the following reasons:</p> <ul style="list-style-type: none"><input type="checkbox"/> The proposal would not have a detrimental impact on residential amenity.<input type="checkbox"/> The proposed change of use would not give rise to unacceptable environmental or nuisance problems.<input type="checkbox"/> The proposal would have an acceptable external appearance.
RECOMMENDATION	APPROVAL

1.0 SITE DESCRIPTION/AREA CONTEXT

- 1.1 The application site is one half of a semi-detached pair of two storey residential properties which front the southwestern side of Lovell Road, Cambridge.
- 1.2 The surrounding area is predominantly residential in character. The site does not fall within a conservation area and the semi-detached pair of houses of which No.83 Lovell Road is part, are not listed.

2.0 THE PROPOSAL

- 2.1 Change of use from single C3 Use Class dwellinghouse to 2 self-contained 1 bedroom flats and 1 self-contained 2 bedroom flat. The proposal would result in a net gain of two residential units.
- 2.2 Several enlargements and alterations of the existing property are proposed to facilitate the change of use to self-contained flats and these include a ground floor rear extension, a hipped to gable side roof extension and Juliet balcony at first floor at the rear. Bin and cycle storage has been designed into the landscaping of the site. 2x Off road car parking spaces are proposed to the front of the site.
- 2.3 Following the submission of the current planning application, the proposed plans and elevations have been amended to remove the flattened main roof and rear dormer alterations previously proposed and to retain the shape of the existing main roof. Neighbouring properties have been further consulted by letter for 14 days, regarding the amendments.

3.0 SITE HISTORY

Reference	Description	Outcome
C/89/0807	Two storey rear extension.	Refused
C/93/0112	Two storey rear extension.	Refused
C/93/0490	Two storey rear extension.	Approved
C/94/0036	Two storey rear extension.	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, Cambridge Local Plan 2006 policies, Supplementary Planning Documents and Material Considerations.

5.2 Relevant Development Plan policies

PLAN		POLICY NUMBER
Cambridge Plan 2006	Local	3/1 3/4 3/7 3/11 3/14 4/13 5/1 5/2 8/2 8/6 8/10

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

Central Government Guidance	National Planning Policy Framework March 2012 National Planning Policy Framework – Planning Practice Guidance March 2014 Circular 11/95 (Annex A)
Supplementary Planning Guidance	Sustainable Design and Construction (May 2007) RECAP Waste Management Design Guide Supplementary Planning Document 2012
Material Considerations	<u>City Wide Guidance</u> Cycle Parking Guide for New Residential Developments (2010) Roof Extensions Design Guide (2003)

5.4 Status of Proposed Submission – Cambridge Local Plan

Planning applications should be determined in accordance with policies in the adopted Development Plan and advice set out in

the NPPF. However, after consideration of adopted plans and the NPPF, policies in emerging plans can also be given some weight when determining applications. For Cambridge, therefore, the emerging revised Local Plan as published for consultation on 19 July 2013 can be taken into account, especially those policies where there are no or limited objections to it. However it is likely, in the vast majority of instances, that the adopted development plan and the NPPF will have considerably more weight than emerging policies in the revised Local Plan.

For the application considered in this report, there are no policies in the emerging Local Plan that should be taken into account.

6.0 CONSULTATIONS

Cambridgeshire County Council (Highways Development Management)

- 6.1 The proposal seeks to justify a development without parking provision at less than one space per dwelling unit within the site for residents. Recent guidance contained within the National Planning Policy Framework and the IHT guidance on best practice in car parking provision moves away from maximum levels of provision and 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. The streets in the vicinity provide uncontrolled parking, and there is no effective means to prevent residents from owning a car and seeking to keep it on the local streets. The development may therefore impose additional parking demands upon the on-street parking on the surrounding streets. This is unlikely to result in any significant adverse impact upon highway safety. However, there is potentially an impact upon residential amenity. The development proposed is acceptable subject to the imposition of the following conditions:-

- i) No unbound material shall be used in the surface finish of the driveway within 6 metres of the highway boundary of the site.
- ii) No gates shall be erected across the approved vehicular access unless details have first been submitted to and approved in writing by the Local Planning Authority.

- iii) The vehicular access where it crosses the public highway shall be laid out and constructed in accordance with the Cambridgeshire County Council construction specification.
- iv) The access shall be constructed with adequate drainage measures to prevent surface water run-off onto the adjacent public highway.
- v) Visibility splays shall be provided as shown on the drawings.
- vi) The access shall be provided as shown on the approved drawings and retained free of obstruction.

Environmental Health

- 6.2 The development proposed is acceptable subject to the imposition of the standard construction hours condition.

Waste (Shared Service)

- 6.3 This application is fine in terms of waste.

Drainage

- 6.4 No comments received.

Landscape Architect

- 6.5 The development proposed is acceptable subject to the imposition of the standard hard and soft landscaping condition.
- 6.6 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 address have made a representation in support of the application:-

- 14 Lovell Road

- 7.2 The representations in support can be summarised as follows:-

- ☐ This area needs more flats.
- ☐ There are many young professionals wanting to live close to the business parks.

7.3 The owners/occupiers of the following addresses have made representations in objection to the application:-

12 Lovell Road	77 Lovell Road
39 Lovell Road	80 Lovell Road
50 Lovell Road	81 Lovell Road
57 Lovell Road	84 Lovell Road
60 Lovell Road	87 Lovell Road
72 Lovell Road	99 Lovell Road
74 Lovell Road	241 Milton Road.

The representations in objection can be summarised as follows:-

- ☐ Overdevelopment of the property/site;
- ☐ The refusal of two applications to convert the near-identical 85 Lovell Road to flats, that these properties are not suitable for conversion to flats;
- ☐ This conversion cannot be justified in terms of meeting housing need when there are numerous sites nearby such as the Pringle House flats at 418a Milton Road;
- ☐ No neighbours were spoken to about any plans prior to "gutting" the property;
- ☐ While some aspects of the conversion, such as a Juliet balcony would be modern and fitting in a new development or detached house, it is not appropriate here;
- ☐ The additional mass and principle of conversion to flats may work on a larger plot with adequate parking and highway access, such as Milton Road, but not in an already overly dense residential street;
- ☐ It is clear that the goal of this development is to maximise commercial returns without seeking to accommodate the needs of existing residents;
- ☐ Access to the cycle parking passes the full length of garden of no 81 with multiple accesses through a gate potentially late at night.
- ☐ The Juliet balcony would impact on the privacy of No 81 to a greater extent than an existing bedroom window. It is not an appropriate feature for a property so close to others.
- ☐ The Juliet balcony would provide a direct view into the garden of No 85;

- ☐ The roofline changes to No 83 would cause an increasing effect of overbearing to 81;
- ☐ Loss of light to neighbouring properties;
- ☐ It is not acceptable to extend a property that is already “one of the largest” in the street;
- ☐ Not in keeping with the character of area, which consists of family dwellings;
- ☐ The setting of a precedent that would fundamentally change the planning regime for the whole street;
- ☐ Impact on character of the street due to loss of verge for vehicle access;
- ☐ The street is substantially pitched roofs with a number of recent hip to gable conversions. The design of the roof substantially changes this in creating a 3 storey flat-roofed block extending significantly back past the original footprint of the building;
- ☐ Impact on residential amenity due to additional cars parked on the road;
- ☐ There is a maximum of 2 parking spaces available due to the kerb-side space to the front of the existing dwelling being lost;
- ☐ There could be as many as 8 cars associated with this property, once converted;
- ☐ Expect a need for at least 1 car per dwelling;
- ☐ Under provision of parking;
- ☐ There is also a loss of residential amenity through loss of any “surplus parking for visitors and deliveries”;
- ☐ Too many cars parked on the road will also result in a loss of safety for children crossing the road and restrict space for access and deliveries;
- ☐ Layout of parking allows only 2 cars to be parked to the front, whereas 3 cars can presently be accommodated with access via a single driveway width drop kerb (i.e. as originally designed and built);
- ☐ Loss of a family dwelling;
- ☐ Lack of outdoor space for family use;
- ☐ Inadequate waste and recycling provision;
- ☐ The flat that has 2 bedrooms and could potentially support a family is not the one that has access to a private garden area suitable for children;
- ☐ Bedroom for Flat 1 is next to the parking of Flats 2 and 3;
- ☐ The bathroom to Flat 1 is on the ground floor with a window onto the street and next to the parking for Flat 2;

- Flat 3 spans across the top of both flats 1 and 2 such that there could be significant noise and disturbance below unless concrete floors are installed;
- Guests of occupants of Flats 1 and 2 would have to go through a bedroom to get to a toilet.

7.4 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 (and impact on heritage assets)
3. Residential amenity
4. Refuse arrangements
5. Highway safety
6. Car and cycle parking
7. Third party representations

Principle of Development

8.2 Policy 5/1 of the Cambridge Local Plan 2006 emphasises the need to provide increased amounts of housing. Policy 5/2 of the Cambridge Local Plan 2006 outlines the requirements for a residential conversion of a single dwelling to take place:-

- a. The property in question must have an internal floorspace greater than 110 square metres;
- b. There must be no likely unacceptable impact regarding on street parking;
- c. The resultant living accommodation must be satisfactory;
- d. Satisfactory refuse storage and cycle storage being provided;
- e. The location of the property, or the nature of nearby land uses would offer a satisfactory level of residential amenity

- 8.3 The proposal accords with part a of the policy. The issues in parts b, c, d & e of the policy are discussed later in this report. In summary, Highways and Waste Officers have recommended approval of the current planning application subject to conditions. The use of the single dwellinghouse as 2 self-contained 1 bedroom flats and 1 self-contained 2 bedroom flat, is also unlikely to cause a significant increase in noise and disturbance to the occupiers of neighbouring properties and no objection has been made by Environmental Health in this regard.
- 8.4 In my opinion, the principle of the development is acceptable and in accordance with Policy 5/1 and Policy 5/2 of the Cambridge Local Plan 2006.

Context of site, design and external spaces

Context of site and design

- 8.5 Following the submission of the current planning application, the proposed plans and elevations have been amended to remove the flattened main roof and rear dormer alterations previously proposed and to retain the shape of the existing main roof. The proposed hipped to gable side main roof extension remains part of the proposal. There are other examples of this form of extension in the street so this would not be out of keeping with the character of the area. Notwithstanding this, this element would by itself be permitted development, and not normally require a planning application.
- 8.6 Concerns have been raised by local residents that flats would be out of keeping with the character of the area, which consists mainly of family houses. The proposed three flats would still constitute a residential use so would not significantly alter the character of the area. Two off street parking spaces are to be provided to the front of the property, as part of the proposal. The front garden is already hard surfaced so there would be no significant change to the front of the site. With the exception of the addition of two new entrance doors to the side of the existing property, there will be no external visible sign that No.83 has been converted to flats from Lovell Road to the front. Use as flats would result in the subdivision of land to the rear to provide separate garden spaces but this would not be visible from the street and would not harm the character of the area.

- 8.7 The amended scheme is of a good design, which would preserve the character of the streetscene and surrounding area. The existing house is to be extended to the rear at ground floor level and to the side at main roof level. To ensure a high standard of materials are used as part of the proposal, a materials to match condition is recommended. In my opinion the proposal is compliant with Cambridge Local Plan (2006) policies 3/4, 3/7, 3/14., with respect to design and appearance.
- 8.8 A standard hard and soft landscaping condition, which would apply to the front, rear and side of the property, is recommended if planning permission is granted. In my opinion the proposal is compliant with Cambridge Local Plan (2006) policy 3/11, with respect to the provision of landscaping and amenity space.

Residential Amenity

Impact on amenity of neighbouring occupiers

- 8.9 The proposed ground floor rear extension would project 5.4 metres to the rear of the existing house. However, this ground floor level extension would be set 1.6 metres away from the common shared boundary with No.85, it would be flat roofed and it would replace a recently demolished rear conservatory extension. As a result of these considerations, the proposed ground floor rear extension would not cause a significant enough loss of daylight, loss of direct sunlight, loss of outlook, or increased sense of enclosure to the neighbouring property at No.85 Lovell Road, to warrant refusal. As a result of an existing mono-pitched outbuilding to the rear of the neighbouring property at No.81 Lovell Road, the proposed ground floor rear extension would not cause a significant enough loss of daylight, loss of direct sunlight, loss of outlook, or increased sense of enclosure to the neighbouring property at No.81 Lovell Road, to warrant refusal.
- 8.10 The rear facing Juliette Balcony proposed as part of the current scheme at first floor level, would replace an existing first floor rear bedroom window. As a result, there would be no significant increase in overlooking or loss of privacy caused to neighbouring properties. No.81 has raised concerns about overlooking from windows to the side of the property. These windows already exist presently. A condition is not therefore

recommended to obscure glaze or fix shut windows at first floor level to the side of No.83. Additional windows proposed following the change of use of the existing property to the side of No.83, would require planning permission.

- 8.11 The use of the single dwellinghouse as 2 self-contained 1 bedroom flats and 1 self-contained 2 bedroom flat is unlikely to cause a significant increase in noise and disturbance to the occupiers of neighbouring properties and no objection has been made by Environmental Health in this regard. However, Environmental Health have raised concerns about noise impacts during construction, and as a result, a condition is recommended in this regard.
- 8.12 In my opinion, there are no further significant neighbouring amenity concerns to consider and 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 3/7.

Amenity for future occupiers of the site

- 8.13 Flat 1 at ground floor level would have an internal floorspace of 45.6 square metres and Flat 2 at ground floor level would have an internal floorspace of 39.8 square metres. Flat 3 at first floor and roof level would have an internal floorspace of 53.7 square metres. Each of the flats proposed would provide adequate internal floor space. Habitable rooms in each of the flats proposed would have an adequate standard of outlook and incoming daylight.
- 8.14 Access to the rear amenity spaces to be provided, would be by a gate to the side of the building. An enclosed garden area with a side gate would be dedicated to Flat 2 and would be positioned immediately to the rear of this property. The garden area dedicated to Flat 2, would include a patio and would have a total area of 32 square metres. The communal area to the rear of the dedicated garden area would include a cycle parking area and the total turfed area would be 63 square metres. It is considered that the amenity space to be provided is of an adequate standard for the three dwellings proposed. It is recommended that a hard and soft landscaping condition is included with any planning permission to provide the

opportunity to provide some buffer landscaping to the front of Flat 1.

- 8.15 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 3/14

Refuse Arrangements

- 8.16 The proposed site plan submitted has indicated a bin storage area to the side of the property.
- 8.17 The Waste officer has not made an objection to the proposed scheme. I have recommended a condition requiring bin storage to be provided in accordance with the plans, prior to occupation. In my opinion therefore, the proposal is compliant with Cambridge Local Plan (2006) policy 3/12.

Highway Safety

- 8.18 The proposal includes the provision of two car parking spaces to the front. The proposal seeks to justify a development without parking provision at less than one space per dwelling unit within the site for residents. The application site is close to frequent bus services, the Cambridge Science Park and is within walking and cycling distance of Cambridge North Railway Station. There are also the Kings Hedges Road Post Office, a Tesco Express, a Cooperative Supermarket and the Golden Hind Public House located close by. It is recognised that the development may impose additional parking demands upon the on-street parking on the surrounding streets. However, the Highways Officer has stated that the additional parking demands caused are unlikely to result in any significant adverse impact upon highway safety.
- 8.19 In my opinion the proposal is compliant with Cambridge Local Plan (2006) policy 8/2.

Car and Cycle Parking

- 8.20 Two off street car parking spaces would be provided to the front of the property and six cycle parking spaces would be provided in the rear garden space.

- 8.21 In my opinion the proposal is compliant with Cambridge Local Plan (2006) policies 8/6 and 8/10.

Third Party Representations

- 8.22 Neighbours have referred to refusal of planning permission for the conversion of No.85 Lovell Road into two flats and one bedsitting room (05/0005/FUL). The decision was made for the following reasons: inadequate car parking space, inadequate cycle parking space, inappropriate accessible on-site space for storage of waste, the proximity of three car parking spaces provided to the windows of the living room and kitchen of the proposed ground floor flat and no contribution being made to infrastructure provision. However, the decision was made in 2005 prior to the adoption of the 2006 Local Plan and can therefore be given little weight. At that time, adopted car parking standards required minimum car parking standards to be applied, instead of the current maximum standards, and contributions to infrastructure from smaller developments are no longer required. These reasons therefore no longer apply. The development on this site is otherwise considered acceptable in terms of bin and bike storage and amenities of occupiers, as discussed in this report.
- 8.23 Local residents have raised concern that the applicant has overstated the extent of works needed to this property. The need for the development and the current condition of No.83 Lovell Road are not material planning issues to be considered with the current planning application. Internal works to any single dwellinghouse, with the exception of works relating directly to self-containment or a statutory listed building; do not require a planning application.

9.0 CONCLUSION

- 9.1 As a result of design of the proposal, the acceptable impact on the external appearance of the existing property, the acceptable impact on neighbouring amenities, the quality of living environment for future occupiers and the minimal impact on highway safety, the proposal is considered acceptable and 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. The development hereby permitted shall be carried out in accordance with the approved plans as listed on this decision notice.

Reason: In the interests of good planning, for the avoidance of doubt and to facilitate any future application to the Local Planning Authority under Section 73 of the Town and Country Planning Act 1990.

3. The extensions hereby permitted shall be constructed in external materials to match the existing building in type, colour and texture.

Reason: To ensure that the extension is in keeping with the existing building. (Cambridge Local Plan 2006 policies 3/4, and 3/14)

4. No development shall take place until full details of both hard and soft landscape works have been submitted to and approved in writing by the local planning authority and these works shall be carried out as approved. These details shall include proposed finished levels or contours; means of enclosure; car parking layouts, other vehicle and pedestrian access and circulation areas; hard surfacing materials; minor artefacts and structures (eg furniture, play equipment, refuse or other storage units, signs, lighting); proposed and existing functional services above and below ground (eg drainage, power, communications cables, pipelines indicating lines, manholes, supports); retained historic landscape features and proposals for restoration, where relevant. Soft Landscape works shall include planting plans; written specifications (including cultivation and other operations associated with plant and grass establishment); schedules of plants, noting species, plant sizes and proposed numbers/densities where appropriate and an implementation programme.

Reason: In the interests of visual amenity and to ensure that suitable hard and soft landscape is provided as part of the development. (Cambridge Local Plan 2006 policies 3/4, 3/11 and 3/12)

5. No construction work or demolition work shall be carried out or plant operated other than between the following hours: 0800 hours and 1800 hours on Monday to Friday, 0800 hours and 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)

6. Prior to occupation of the flats, hereby permitted, the access shall be modified in accordance with the approved drawings and shall be retained free of obstruction thereafter.

Reason: In the interests of highway safety (Cambridge Local Plan 2006, Policy 8/2)

7. Prior to occupation of the flats, hereby permitted, bin and cycle storage shall be provided in accordance with the approved drawings, and shall be retained in accordance with these details thereafter, unless alternative details are submitted for the prior written approval of the Local Planning Authority.

Reason - To ensure appropriate provision for the storage of bins and cycles, to protect the amenities of nearby residents/occupiers and in the interests of visual amenity. (Cambridge Local Plan 2006 policies 5/2, 3/12 and 8/6).