

Application Number	17/1328/FUL	Agenda Item	
Date Received	28th July 2017	Officer	Michael Hammond
Target Date	22nd September 2017		
Ward	West Chesterton		
Site	35 Milton Road Cambridge CB4 1XA		
Proposal	Conversion of existing dwellinghouse to form 2no 2bed flats, 2no 1 bed flats, following a two storey front and side, part two, part single storey rear extensions. Bike and bin storage to the rear.		
Applicant	Mr D Whitfield		

SUMMARY	<p>The development accords with the Development Plan for the following reasons:</p> <ul style="list-style-type: none"> • The proposed works would not harm the amenity of neighbouring properties. • The proposed development would be in keeping with the character and appearance of the area. • The proposal would provide an acceptable living environment for future occupants.
RECOMMENDATION	APPROVAL

1.0 SITE DESCRIPTION/AREA CONTEXT

1.1 The application site lies on the north corner of the junction of Milton Road and Gilbert Road. The building is a modest detached house, built in the first half of the twentieth century. First-floor accommodation is largely within the roof space; the house has low eaves at the front (2.4m above ground), with a single gabled two-storey bay on the east side of this elevation, and half-dormers to the rear. It is finished in white-painted pebbledash render above a red brick plinth, and has a tiled roof.

- 1.2 The property has a small front garden, and a substantial rear garden. At the far end of the rear garden, there is a garage, with gates opening on to the Gilbert Road frontage, where there is a vehicle crossover to the carriageway.
- 1.3 The site is not within a conservation area. There are a number of substantial trees on the site, but none are protected by TPO's. The site is not within the Controlled Parking Zone (CPZ). The site lies just outside the edge of the Air Quality Management Area (AQMA); the Milton Road carriageway in front of the house is within the AQMA, the Gilbert Road carriageway to the side is not.

2.0 THE PROPOSAL

- 2.1 The application, as amended by revised drawings submitted on September 5th 2017, seeks to make substantial extensions to the building, to the side and rear, and at first-floor level, converting it from a single dwelling into four flats, two on the ground floor, each with two bedrooms and two on the first floor, each with a single bedroom.
- 2.2 At ground floor level, the building would be extended to the rear by 2m on the north-east section of the elevation, by 3m in the centre of the elevation, and by 5.5m on the south part, creating a stepped profile. A rectangular bay, 1.2m deep and 5m wide would be added to the south-west side of the house, and the porch in the south corner would be absorbed into the house and extended forward by 500mm to align with the existing eastern bay.
- 2.3 At first-floor level, the extension in the south corner would be carried up to create a full two-storey gable, emulating, but slightly smaller than, the existing east corner gable. The new rectangular bay on the south-west elevation facing Gilbert Road would also be carried up to first-floor level, and would have two oriels projecting 500mm further towards the street. This first-floor bay would have windows on south-east, south-west and north-west elevations. The first floor would also be extended to the rear by 2.5m on the north-east side, and 4m on the south-west, echoing the stepped profile of the ground floor.
- 2.4 A pair of hipped roofs would cover the two-storey side bay, while pitched, gabled roofs would surmount the two-storey

extension to the rear. The single-storey section at the rear would have a flat roof.

- 2.5 Outside, terraced areas, surrounded by low fences would be created to the rear of the ground-floor flats. Storage space for cycles and waste bins would be provided within and adjacent to the existing garage at the far end of the garden. A car parking space, with sufficient surrounding clearance to be used by a disabled person, would be created between the existing garage building and the fence facing Gilbert Road. The approximate internal floor areas of the proposed flats are as follows:

Flat No.	Number of bedrooms	Internal floor area
1	2	52m ²
2	2	50m ²
3	1	37m ²
4	1	48m ²

3.0 SITE HISTORY

Reference	Description	Outcome
17/0822/FUL	Conversion of existing dwelling house to form 3No 2bed flats and 1No 1 bed flat following a two storey front and side extensions and part two storey part single storey rear extension	Withdrawn

4.0 PUBLICITY

- 4.1 Adjoining owners only

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 3/14 4/4 4/13 4/14 5/1 5/2 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) Cambridgeshire and Peterborough Waste Partnership (RECAP): Waste Management Design Guide Supplementary Planning Document (February 2012)

Material Considerations	<p><u>City Wide Guidance</u></p> <p>Cambridge and South Cambridgeshire Strategic Flood Risk Assessment (November 2010)</p> <p>Strategic Flood Risk Assessment (2005)</p> <p>Cambridge and Milton Surface Water Management Plan (2011)</p> <p>Cycle Parking Guide for New Residential Developments (2010)</p> <p>Air Quality in Cambridge – Developers Guide (2008)</p>
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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 Proposal decreases the amount of off-street parking for the site, whilst increasing the number of households. It may therefore impose additional parking demands in surrounding streets. This

is unlikely to result in any significant adverse impact upon highway safety, but the Planning Authority may wish to consider any impact upon residential amenity.

Environmental Health

- 6.2 Acceptable. Recommend construction hours condition.

Head of Streets and Open Spaces (Tree Team)

- 6.3 Requires tree protection conditions.

Head of Streets and Open Spaces (Landscape Team)

- 6.4 Terraces to ground floor flats should be contained to some extent to allow for privacy. First floor tenants are required to exit the front of the building and go around the building to access the rear which is inconvenient. If this arrangement could be bettered, the amenity value of the space would be improved.
- 6.5 Bin and bike stores on the frontage are inappropriate. The outlook of the ground floor flat adjacent is compromised. Given the size of the back garden and the fact that it is a corner plot with an existing kerb drop and garage structure, the bike and bin storage should be accommodated at the rear of the plot.

Head of Streets and Open Spaces (Sustainable Drainage Officer)

- 6.6 Acceptable subject to a surface water drainage condition
- 6.7 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 owner/occupier of the following address has made a representation:

72 Milton Road

7.2 The representation can be summarised as follows:

- Overdevelopment
- Harmful to character of vicinity
- Inadequate room sizes
- Unclear how retained chimneys can be supported
- Loss of front garden space and greenery
- Increased car parking pressure

7.3 The above representation is a summary of the comments that have been received. Full details of the representation 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
8. Planning Obligations (s106 Agreement)

Principle of Development

8.2 The provision of extra housing within the city is supported in the Cambridge Local Plan (2006). As policy 5/1 points out, proposals for housing development on windfall sites will be permitted, subject to the existing land use and compatibility with adjoining uses.

8.3 The principle of developing the site for residential purposes is considered acceptable and conforms to the provisions set out in the development plan. However, while residential development is broadly supported, it must comply with considerations such as impact on the appearance of the area and impact on the

amenity of neighbouring properties. These, and other relevant issues, are assessed below.

8.4 Policy 5/2 of the Cambridge Local Plan (2006) states that the conversion of single residential properties into self-contained dwellings 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.

A) The residential property has a floorspace of less than 110 square metres

8.5 The footprint of the residential property as a result of the proposed extensions would considerably exceed 110m² and this criterion would be met.

B) The likely impact upon on-street parking would be unacceptable

8.6 There are two car parking spaces for the existing three-bedroom property. The proposal would retain one of the car parking spaces for use by the future occupants.

8.7 Milton Road and Gilbert Road are both double-yellow lined which would prevent future occupants from parking on the street immediately outside the site. The nearest road that experiences uncontrolled parking is Gurney Way to the north of the site.

8.8 The proposed development would provide a dedicated cycle storage area for cycle parking and there are good cycle links through West Chesterton into the City Centre. There are bus stops on Gilbert Road and Milton Road heading both into and out of the City Centre which are within walking distance of the site. The Mitcham's Corner District Centre is within 130m of the site, providing local shops and facilities, and can be accessed in

less than 3 minutes on foot. In light of the sustainable location of the site I do not consider the proposed development is dependent on private car as the sole means of travel.

- 8.9 In my opinion, the pressure on on-street car parking caused by the proposed development would be relatively minor in respect of the sustainable location and small size of the proposed flats. The site is in a sustainable location and well connected to facilities and services in the wider area without being reliant on private car as the main means of transport. Overall, I do not consider the proposal would exacerbate on-street car parking to such an extent as to harm the amenity of the surrounding residential properties.

C) The living accommodation provided would be unsatisfactory

- 8.10 The habitable rooms of the proposed flats would all have acceptable outlooks. Defensive space has been proposed outside the rear and front windows of bedroom no.1 of flat no.2 to provide sufficient privacy. The future occupants of the two two-bedroom flats on the ground-floor would have their own private terraces surrounded by low fences. There would be a larger communal garden area further to the rear of the site for use by all of the proposed flats. As explained in paragraph 8.8 of this report, the site is in a sustainable location with good cycle and public transport links to the wider area and there are local shops and services in Cherry Hinton within walking distance. The Chestnut Grove Recreation Ground on Milton Road and Jesus Green are both also within walking distance of the site.

D) The proposal would fail to provide for satisfactory refuse bin storage or cycle parking

- 8.11 A bin storage area is shown at the rear of the site with a straightforward means of access onto Gilbert Road on collection days. Whilst this is acceptable in principle, further details of the bin capacity for each of the proposed flats is required which I am content can be controlled by way of condition in the event of approval. The application form states that 11 cycle parking spaces would be provided at the rear of the site. There appears adequate room to accommodate the necessary number of cycle spaces and this would presumably be within an enclosed structure. Similar to the refuse arrangements, I am of the

opinion that this can be dealt with through a planning condition in the event of approval.

E) The location of the property or the nature of nearby land uses would not offer a satisfactory level of residential amenity.

- 8.12 The site is situated in a residential area and so I do not consider the nearby land uses or site itself would result in an unsatisfactory level of residential amenity for future occupiers of the proposed dwelling.
- 8.13 In my opinion, the principle of residential development in this location is acceptable and in accordance with policies 5/1 and 5/2 of the Local Plan (2006).

Context of site, design and external spaces

- 8.14 The proposed works would be visible from public viewpoints as the existing building is situated on a prominent corner location between Gilbert Road and Milton Road.
- 8.15 The proposed two-storey extensions to the front and rear would be noticeable in terms of their additional mass but I do not consider the proposed extensions would appear overly dominant in the context of the site and its surroundings. The proposed two-storey front extension element would have a pitched roof set slightly below the original front gable end. In addition, this extension would have a narrower width than the existing front gable which would allow it to be read as a subservient addition to the original property in my view. The fenestration of the front elevation would appear domestic in nature and would mirror that of the existing front elevation.
- 8.16 The proposed two-storey side extension would be constructed with a part-flat, part hipped roof that would not appear to compete with the main building in its appearance. The proposed two-storey front and side extensions would be set back a comfortable distance from the boundaries of the street to ensure that the proposed works would not appear overly prominent in my opinion.
- 8.17 The proposed two-storey rear extension would consist of a pair of pitched roofs which would be set marginally from the side building lines of the building. This would be of a scale and

massing that would appear in keeping with the character of the area in my view.

- 8.18 The proposed single-storey additions to the building would be of modest scales and designs and would respect the context of the area. I have recommended a matching materials condition to ensure the proposed works would blend in successfully with the original building.
- 8.19 A significant proportion of the garden space to the rear, side and front of the building would be retained as a result of the proposed works and I do not consider the proposal would represent an overdevelopment of the plot. Tree protection conditions have been recommended in accordance with advice from the Tree Officer. The advice of the Landscape Team in respect of the position of bin and cycle storage, as well as the provision of defensive space to protect the privacy of ground-floor units, has been taken into account in the revisions to the scheme. I have recommended a boundary treatment condition to ensure the amenity space for future occupants is private and of a sufficient quality.
- 8.20 In my opinion, subject to conditions, the proposal is compliant with Cambridge Local Plan (2006) policies 3/4, 3/7, 3/11, 3/14 and 4/4.

Residential Amenity

Impact on amenity of neighbouring occupiers

- 8.21 The proposed two-storey front and side extension elements of the works would be a considerable distance from any neighbouring properties and I am confident no harmful overshadowing, overlooking or visual enclosure would be experienced at surrounding properties.
- 8.22 The proposed two-storey rear extension would extend close to the boundary of no.37 Milton road to the north-east of the site. However, no.37 is detached a reasonable distance away from the side boundary and the proposed extension would not extend a significant distance beyond the rear wall of this neighbour. The garden of no.37 is also relatively long and wide and I am of the opinion that this outdoor space would not be visually enclosed or harmfully overshadowed by the proposed

works. The views across the garden from the proposed extensions would be limited and not significantly worse than that of present in my opinion. Overall, I do not consider any harm from the physical works proposed would be experienced at this neighbouring property.

8.23 The proposed use of the site as four flats would not introduce a harmful level of noise or disturbance in terms of comings and goings and use of the garden as a communal space. The movements into the building would be similar to that of present and the main route out to the garden would be on the south-west side of the site, away from the boundary with no.37. The site is situated in a residential context and I consider the proposed use of the site would not be significantly different to that of present.

8.24 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, 3/7 and 3/14.

Amenity for future occupiers of the site

8.25 This has been addressed in paragraph 8.10 of this report.

8.26 In my opinion the proposal provides an acceptable 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, 3/14 and 5/2.

Refuse Arrangements

8.27 This has been addressed in paragraph 8.11 of this report.

8.28 In my opinion, subject to condition, the proposal is compliant with Cambridge Local Plan (2006) policy 5/2.

Highway Safety

8.29 The Highway Authority has raised no objection to the proposed development.

8.30 In my opinion the proposal is compliant with Cambridge Local Plan (2006) policy 8/2.

Car and Cycle Parking

8.31 Car parking has been addressed in paragraphs 8.6 – 8.9 of this report.

8.32 Cycle parking has been addressed in paragraph 8.11 of this report.

8.33 In my opinion, subject to condition, the proposal is compliant with Cambridge Local Plan (2006) policies 8/6 and 8/10.

Third Party Representations

8.34 The majority of the concerns raised have been addressed in the main body of this report.

8.35 The comment regarding the structural support of the chimney is a building control matter and not a planning consideration.

8.36 In terms of the room sizes, the City Council does not have any internal space standards formally adopted at this time. In any case, I consider the room sizes to be reasonable in respect of the number of bedrooms provided.

Planning Obligations (s106 Agreement)

8.37 National Planning Practice Guidance Paragraph 031 ID: 23b-031-20160519 sets out specific circumstances where contributions for affordable housing and tariff style planning obligations (section 106 planning obligations) should not be sought from small scale and self-build development. This follows the order of the Court of Appeal dated 13 May 2016, which gives legal effect to the policy set out in the Written Ministerial Statement of 28 November 2014 and should be taken into account.

8.38 The guidance states that contributions should not be sought from developments of 10-units or less, and which have a maximum combined gross floorspace of no more than 1000sqm. The proposal represents a small scale development

and as such no tariff style planning obligation is considered necessary.

9.0 CONCLUSION

- 9.1 The proposed change of use of the property from a single dwellinghouse to four flats would respect the amenities of properties in the surrounding area and would not harmfully exacerbate car parking pressure on the surrounding streets in my opinion. The proposed extensions would be in keeping with the character of the area and would not harm the amenity of no.37 Milton Road.

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. 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)

4. The extension 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)

5. 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 treatment to be erected. The boundary treatment shall be completed before the building(s) is/are occupied and retained thereafter unless any variation is agreed in writing by the local planning authority. Development shall be carried out in accordance with the approved details.

Reason: To ensure an appropriate boundary treatment is implemented. (Cambridge Local Plan 2006 policies 3/4, 3/11 and 5/2)

6. The proposed private and communal amenity spaces for the flats shall be laid out in accordance with drawing no.17/1456/07 C prior to the occupation of the flats and shall thereafter be retained in the configuration as approved for the benefit of future occupants of the scheme unless otherwise agreed in writing by the local planning authority.

Reason: In order to ensure an appropriate standard of residential amenity for future occupants (Cambridge Local Plan 2006 policies 3/4, 3/7, 3/11, 3/14, 5/1 and 5/2).

7. Prior to commencement and in accordance with BS5837 2012, a phased Arboricultural Method Statement (AMS) and Tree Protection Plan (TPP) shall be submitted to the local planning authority for its written approval, before any equipment, machinery or materials are brought onto the site for the purpose of development (including demolition). In a logical sequence the AMS and TPP will consider all phases of construction in relation to the potential impact on trees and detail the specification and position of protection barriers and ground protection and all measures to be taken for the protection of any trees from damage during the course of any activity related to the development, including supervision, demolition, foundation design, storage of materials, ground works, installation of services, erection of scaffolding and landscaping.

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

8. The approved AMS and TPP will be implemented throughout the development and 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. (Cambridge Local Plan 2006 policies 3/4, 3/11 and 4/4)

9. No development shall commence until details of facilities for the storage of bins 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 storage of bins and in the interests of visual amenity (Cambridge Local Plan 2006 policies 3/7, 4/13 and 5/2).

10. No development shall commence until details of facilities for the covered, secure 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 and in the interests of visual amenity (Cambridge Local Plan 2006 policies 3/7, 5/2 and 8/6).

11. No development hereby permitted shall be commenced until surface water drainage works have been submitted to and approved in writing by the local planning authority. Before these details are submitted, an assessment shall be carried out of the potential for disposing of surface water by means of a sustainable drainage system in accordance with the principles set out in The National Planning Policy Framework and associated Guidance, and the results of the assessment provided to the local planning authority. The system should be designed such that there is no surcharging for a 1 in 30 year event and no internal property flooding for a 1 in 100 year event + 40% an allowance for climate change. The submitted details shall:
 - a. provide information about the design storm period and intensity, the method employed to delay and control the surface water discharged from the site and the measures taken to prevent pollution of the receiving groundwater and/or surface waters; and
 - b. provide a management and maintenance plan for the lifetime of the development which shall include the arrangements for adoption by any public authority or statutory undertaker and any other arrangements to secure the operation of the scheme throughout its lifetime.

Reason: To minimise flood risk. (Paragraph 103 of the National Planning Policy Framework (2012))