
Application Number	18/0960/FUL	Agenda Item	
Date Received	21st June 2018	Officer	Patricia Coyle
Target Date	16th August 2018		
Ward	Romsey		
Site	160 Mill Road Cambridge CB1 3LP		
Proposal	Proposed two storey rear extension, roof extension and internal alterations, to provide 2 additional 1 bedroom flats to include retaining a smaller retail unit(A1/A2) at ground floor.		
Applicant	Mr D Patel 160 Mill Road Cambridge CB1 3LP		

SUMMARY	The development accords with the Development Plan for the following reasons: The proposed extensions would not have an adverse impact on the character of the area or on existing residential amenities of neighbouring occupiers
RECOMMENDATION	APPROVAL

1.0 SITE DESCRIPTION/AREA CONTEXT

- 1.1 The application site is a mid-terraced property located on the south side of Mill Road. The ground floor of the site is used as a commercial unit with the upper floor for a residential flat. It has a rear garden which is accessed from the back passageway running at the bottom of the terrace unit leading to Argyle Street.
- 1.2 The surrounding area comprises Victorian/Edwardian terraced properties. Most original buildings keep the homogeneity of building characters with uniform front building line and building height with a bay window within the front garden. However, in the later transition to a more commercial-dominated area, most buildings lost the bay window and front garden and added a single storey front extension for the ground floor commercial

unit. The building of the site has a later single storey lean-to front extension as most commercial units on the adjacent side of Mill Road, whilst the attached neighbour No.158 has implemented an exceptional two storey flat-roofed front extension.

- 1.3 The building is not listed /Building of Local Interest. The site falls within the Mill Road Area of the Historic Core Conservation Area.

2.0 THE PROPOSAL

- 2.1 Full planning consent was originally sought for a first floor front extension, two storey rear extension and internal alterations to retain the ground floor commercial unit and provide two additional 1-bed residential flats, 1 on the ground floor and 1 at first floor level.
- 2.2 During the course of the application, the proposal has been amended to omit the first floor front extension and to add two small dormers to the rear.
- 2.3 The proposed two storey rear extension would replace the existing two storey rear element with a mono pitched roofed extension finishing in line with the two storey rear element of no.158. Traditional-designed timber fenestrations would be applied and two setback fake windows would be installed in the end of the extension to avoid overlooking to no.162.
- 2.4 The proposed roof extension would incorporate two separate flat-roofed dormers projecting slightly lower than the main ridge line and siting away from the main eaves line approx. 0.8m, and finished in artificial slate.
- 2.5 The existing lean-to single storey front extension would be replaced with a flat-roofed element with a new traditional shopfront. Internally the building would comprise a commercial unit (in A1/A2 use) whilst the rear extension would comprise 1-bed flats at ground and first floor levels. A communal access to the rear garden would be provided for all units of the development.
- 2.6 The application is accompanied by the following supporting information:

1. Supporting document
2. Drawings

3.0 SITE HISTORY

Reference	Description	Outcome
C/72/0519	Change of use from residential to shopping	Permitted
C/83/0563	Change of use from residential to retail shop (part ground floor) with residential accommodation	Permitted
C/87/1079	CONVERSION & EXTENSION OF EXISTING TERRACED HOUSE TO FORM GROUND FLOOR SHOP & 2 BED MAISONETTE.	Permitted
C/91/1069	CHANGE OF USE OF PART OF GROUND FLOOR FROM RETAIL (CLASS A1) TO FINANCIAL AND PROFESSIONAL SERVICES (CLASS A2).	Permitted
14/1278/FUL	Retrospective change of use from wig shop to ice cream and dessert parlour (class A3)	Permitted
15/1135/S73	Section 73 application to vary condition 1(hours of use) of 14/1278/FUL to amend the opening hours to 08:00hrs - 23:00hrs Monday to Saturday and 09:00hrs to 22:00hrs on Sundays and bank holidays.	Permitted

4.0 PUBLICITY

4.1	Advertisement:	Yes
	Adjoining Owners:	Yes
	Site Notice Displayed:	Yes

5.0 POLICY

5.1 See Appendix 1 for full details of Central Government Guidance, Cambridge Local Plan 2018 policies, Supplementary Planning Documents and Material Considerations.

5.2 Relevant Development Plan policies

PLAN	POLICY NUMBER
Cambridge Local Plan 2018	3: 31, 32, 35: 50, 55, 56, 58: 61 : 72: 81, 82

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

Central Government Guidance	National Planning Policy Framework July 2018 National Planning Policy Framework – Planning Practice Guidance March 2014 Circular 11/95 (Annex A) Technical housing standards – nationally described space standard – published by Department of Communities and Local Government March 2015 (material consideration)
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	<u>City Wide Guidance</u> Cycle Parking Guide for New Residential Developments (2010) The Cambridge Shopfront Design Guide (1997) Roof Extensions Design Guide (2003)
	<u>Area Guidelines</u> Mill Road Area Conservation Area Appraisal (2011)

6.0 CONSULTATIONS

Cambridgeshire County Council (Highways Development Management)

- 6.1 No additional off-street car parking provision is made for the additional residential units.

Recent guidance contained within the National Planning Policy Framework and the IHT guidance on best practice in car parking provision has moved 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. It is advised that the Planning Authority should assess the impact of the proposal in regard to the guidance provided within the National Planning Policy Framework in tandem with the Local Plan Parking Standards.

The streets in the vicinity provide uncontrolled parking, and so, as there is no effective means to prevent residents from owning a car and seeking to keep it on the local streets. This demand is likely to appear on-street in competition with existing residential uses.

The development may therefore impose additional parking demands upon the on-street parking on the surrounding streets

and, whilst this is unlikely to result in any significant adverse impact upon highway safety, there is potentially an impact upon residential amenity which the Planning Authority may wish to consider when assessing this application.

Environmental Health

6.2 It is not possible to comment on the proposed development, additional information would be required:

- Clarification on existing plant adjacent to the development site which could impact on the amenity of the proposed residential dwellings
- Clarification on the intention for future A3 class use in relation to potential location of plant and impact on the amenity of future residential occupants
- Details are required on how odour will be discharged from the A3 use prior to determination.
- Concern regarding traffic noise to the first floor flat in the existing building.

Refuse and Recycling

6.3 No comments received

Urban Design and Conservation team

Original proposal

6.4 Refusal for the following reasons:

- The proposed first floor extension to the front elevation would be detrimental to the character and appearance of the conservation area
- The proposed rendering of the front elevation would be detrimental to the character and appearance of the conservation area
- The proposed new shopfront does not comply with the Shopfronts Design Guide and as such would be detrimental to the character and appearance of the conservation area

First revised scheme- with altered shopfront

- 6.5 The shopfront is an improvement on the design originally proposed, but the central transom does not look right. To give better proportions, the agent should look to the Limoncello and Antique Centre shopfronts further down Mill Road where the transom is towards the top of the glazing creating a clerestorey. The revised windows at the rear are better proportioned on the first floor. Sandblasting the paint from the front of the building should be done with caution as over cleaned bricks do not make a positive contribution to the conservation area.

Despite the improved shopfront, the first floor extension is still not supported as per the original Conservation comments. There are similar ground floor shop extensions further along the road and if this extension were to be approved it would set a precedent for other locations within the conservation area. It is considered that such extensions do not preserve or enhance the character or appearance of the conservation area.

Final revised scheme- with additional two roof dormers and removal of front extension

- 6.6 The revised plans are supported as being appropriate for this location within the conservation area.

Landscape architect

- 6.7 Cycle storage for the two upstairs flats is not acceptable. Storage in the rear garden is accessed via an existing access ginnel but then a user would be required to return back to the front of the property on Mill Road to access the flat. Likewise with access to the bins. A direct access from the rear of the property to all the flats is required.

It is considered that the principle of the development is acceptable as long as all the flats have convenient access to shared spaces and facilities.

Drainage

- 6.8 No objections subject to conditions

6.9 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:

- 162 Mill Road (objection)

7.2 The representations can be summarised as follows:

- Overshadowing/loss of sunlight
- Overlooking
- Construction noise and disturbance

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. Residential space standards
3. Context of site, design and external spaces (and impact on heritage assets)
4. Residential amenity
5. Refuse and cycle parking arrangements
6. Highway safety and car parking
7. Third party representations

Principle of development

8.2 The proposal includes providing 2 additional 1-bed flats and 1 commercial (A1/A2 use) unit, which is a change of use from the existing A3 use unit.

- 8.3 Given the high demands of housing within Cambridge, the principle of development for new housing is supported within Policy 3.
- 8.4 The site falls within Mill Road District Centre. Policy 72 supports new A1 and A2 uses on the ground floor of buildings.
- 8.5 There are no policies in the Local Plan to control the loss of A3 use. The replacement of the existing A3 use unit with an A1/A2 use unit would accord with policy 72. Therefore, I consider the principle of the proposal is acceptable.

Residential space standards

Internal residential space standards

- 8.6 The 2 flats proposed within the rear extension are both single level 1-bedroom, 1-person flats with shower room. Flat 1 on the ground floor measures 38.6sqm and Flat 2 on the upper floor is 37.1sqm. Both therefore comply with the 37sqm standard within Policy 50 of the Local Plan.

External residential space standards

- 8.7 A shared amenity area would be provided within the small rear garden for the existing and proposed flats. Only the ground floor flat would have direct access to the amenity space, whilst the other two flats would go through the communal lobby area to the garden. I consider the arrangement of access to the amenity space is acceptable.
- 8.8 In my opinion, the proposal would provide a satisfactory level of amenity for existing and future occupiers and is compliant with Cambridge Local Plan (2018) policy 50.

Context of site, design and external spaces

- 8.9 The new shopfront which would apply traditional timber fenestrations; would improve the appearance of the existing shopfront and is supported by the Conservation team.
- 8.10 The proposed two-storey rear extension would continue with a mono-pitched roof and finish in line with the attached neighbour

no.158's two storey rear element to form symmetry of extensions. The proposed extension would be of traditional design and be constructed from matching materials. I consider the proposed extension would appear subordinate to the existing building and in keeping with the character of the Conservation Area.

- 8.11 The two small separate roof dormers would appear subservient to the existing roof form.
- 8.12 The Conservation Officer now supports the revised proposal and considers it would be appropriate for the location within the Conservation Area.
- 8.13 In my opinion the proposal is compliant with Cambridge Local Plan (2018) policies 55, 56, 58 and 61.

Residential Amenity

Impact on amenity of neighbouring occupiers

- 8.14 Given the location of the proposed extensions, the attached neighbours, no.158 and no.162 are the properties that would be most affected by the proposal.

Overshadowing/overbearing and loss of sunlight

- 8.15 As the proposed two storey rear extension would finish in line with the two storey rear element of no.158; I do not consider the proposed this element would give rise to significant overshadowing/ overbearing to no.158.
- 8.16 The proposed two-storey rear extension would be situated approx. 1.4m from the boundary shared with no.162 and it would project further back than the single storey rear element of no.162 approx. 3.6m. The neighbouring property has been visited by a Council Officer. There are two rear single-aspect bedroom windows in the rear elements of no.162 which would be impacted by the two storey rear extension. Given the proposed extension would be located some distance from the shared boundary with no.162, and the extension would be under a mono-pitched roof with a relatively low eaves line closest to no.162, I do not consider the extension would fail the 45 degree test as per BRE guidance in relation to the

neighbour's first floor bedroom window. The proposed extension would marginally breach the 45 degree drawn vertically and horizontally from the ground floor rear bedroom window. However, I do not consider the breach would be significant enough to warrant a refusal for the application. Given that the proposed extension would be located to the north of this neighbour, there would be no loss of sunlight to no.162 from the proposal.

Overlooking

- 8.17 There would be two new first floor side windows in the proposed two storey extension looking towards no.162. Both windows would be located less deep into the application site than the single rear extension/element of no.162. While the window would give rise to some overlooking to the rear garden of no.162, given that this is within the tight urban townscape and given the arrangement of properties within the vicinity, most properties' garden spaces are overlooked by each other. Therefore, I do not consider the marginal overlooking to the garden would exacerbate the existing situation of no.162 to the extent that this would give rise to significant harm to this occupiers' existing residential amenities.

Noise disturbance

- 8.18 Compared to the existing use of the site, where the garden space is used as an open seating area of the Dim Sum restaurant, I do not consider the change to an A1/A2 unit and providing two additional 1-bed flats would give rise to more noise disturbance to neighbouring properties than the existing arrangement.
- 8.19 The EHO has requested clarification of plant arrangement and odour discharge for any future A3 unit in order to assess the amenity impact on the neighbouring properties. The proposal is for an A1/A2 use on the ground floor, instead of A3 use, for which plant would not be required. Additionally, there is no existing A3 use within the adjacent property at No.158 Mill Road. Environmental Health have also expressed concern regarding traffic noise disturbance to occupiers of the upper floor flat within the existing building. As this is an existing situation, retrospective improvements to this flat could not reasonably be justified.

- 8.20 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 (2018) policies 35 and 55.

Refuse and Cycle Storage Arrangements

- 8.21 The submitted block plan shows bin and cycle storage would be arranged within the garden area. I consider such an arrangement to be acceptable in principle but have recommended a condition to require the submission of further details prior to occupation.
- 8.22 In my opinion the proposal is compliant with Cambridge Local Plan (2018) policies 58 and 82.

Highway Safety and Car Parking

- 8.23 Policy 82 states car-free development would be supported in the following circumstances:
- where there is good, easily walkable and cyclable access to a district centre or the City Centre;
 - where there is high public transport accessibility; and
 - where the car-free status of the development can realistically be enforced by planning obligations and/or on-street parking controls.
- 8.24 The site is located within a sustainable location within the district centre with a walkable distance from the city centre. It also has good access to the public transport. Although the site falls within an uncontrolled parking zone, I consider an additional 2 1-bed flats would not give rise to a significant increase of pressure on the surrounding on-street parking.
- 8.25 In my opinion the proposal is compliant with Cambridge Local Plan (2018) policies 81 and 82.

Third Party Representations

- 8.26 The concern raised by no.162 with regards to overshadowing/loss of light and overlooking has been

addressed in the above section. A condition restricting construction hours would be recommended to avoid the noise and disturbance.

9.0 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 91 of the Town and Country Planning Act 1990 (as amended by 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. Unless otherwise agreed in writing by the Local Planning Authority, the extension(s) hereby permitted shall be constructed in external materials to match the existing building in type, colour and texture.

Reason: To ensure that the extension(s) is(are) in keeping with the existing building. (Cambridge Local Plan 2018 policies 55 and 58)

4. 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 2018 policy 35)

5. Prior to the first occupation of Flat 1, hereby approved, the planting outside the bedroom window shall be implemented in accordance with the drawing 1946/02 REVD, and it shall be retained as such thereafter.

Reasons: To protect the amenity of the future occupiers of Flat 1. (Cambridge Local Plan 2018 policies 35 and 56)

6. Prior to first occupation of the development, hereby permitted, or commencement of the use, full details of facilities for the covered, secure parking of bicycles for use in connection with the development shall be submitted to and approved in writing by the Local Planning Authority. The facilities shall be provided in accordance with the approved details before the development is occupied or the use commences and shall be retained in accordance with the approved details thereafter.

Reason: To ensure appropriate provision for the secure storage of bicycles. (Cambridge Local Plan 2018 policy 82)

7. Prior to first occupation of the development, hereby permitted, or commencement of the use, full details of the bin stores, including their location, elevations and details of materials, shall be submitted to and approved in writing by the local planning authority. The development shall be carried out in accordance with the approved details and retained thereafter.

Reason: To ensure that the location and external appearance of the bin stores is appropriate (Cambridge Local Plan 2018 policy 55)

8. Prior to the commencement of development, other than demolition, a scheme for surface water drainage works shall be submitted to and approved in writing by the Local Planning Authority. The details shall include an assessment 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 the National Planning Policy 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 + an allowance for climate change. The submitted details shall include the following:

1) 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;

2) 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 for adoption by any public authority or statutory undertaker and any other arrangements to secure the operation of the scheme throughout its lifetime.

The approved details shall be fully implemented on site prior to the first use/occupation and shall be retained thereafter.

Reason: To ensure appropriate surface water drainage.
(Cambridge Local Plan 2018 policies 31 and 32)