

Application Number	18/1803/FUL	Agenda Item	
Date Received	29th November 2018	Officer	Mary Collins
Target Date	24th January 2019		
Ward	East Chesterton		
Site	6 Sherbourne Close		
Proposal	First floor extension to existing bungalow to create 2no flats and a duplex dwelling with associated parking.		
Applicant	Mr & Mrs Burtenshaw 5 Hall End Milton		

SUMMARY	<p>The development accords with the Development Plan for the following reasons:</p> <ul style="list-style-type: none"> - The proposed development would respect the character and appearance of the surrounding area. - The proposed development would not have any significant adverse impact on the amenity of surrounding occupiers. - The proposed development would provide accessible living accommodation and a good level of indoor and outdoor amenity for future occupiers.
RECOMMENDATION	APPROVAL

1.0 SITE DESCRIPTION/AREA CONTEXT

- 1.1 The application site is situated on the north eastern side of Sherbourne Close and comprises a detached bungalow with a small conservatory to the rear. It is set back from the street

behind a front garden and benefits from a large garden to the rear.

- 1.2 The existing bungalow has a roof with mono-pitched sections to the front and rear section connected by a lower linking section.
- 1.3 To one side is a detached dwelling and to the other a detached bungalow in Sherbourne Close. Adjoining the site to the rear are residential properties which front Green End Road.
- 1.4 Sherbourne Close is characterised by a mixture of dwelling types and sizes of a similar age.

2.0 THE PROPOSAL

- 2.1 Planning permission is sought for a first floor extension to the existing bungalow to create 2 no flats and a duplex dwelling with associated parking.
- 2.2 Three parking spaces and a disabled parking space are to be provided to the frontage as well as outdoor amenity space for the future occupiers. To the sedge of the frontage, refuse bins will be sited.
- 2.3 To the side of the building, close to the entrance, three covered cycle storage areas are proposed, each capable of storing two bicycles.
- 2.4 The existing building would be raised in height to form a first floor. The existing roof form would be retained with mono-pitched sections to the front and rear section connected by a lower linking section.
- 2.5 The two flats would be provided in the front section of the building with the duplex property occupying the rear section.
- 2.6 During the course of the application, the following revisions were made:
 - Reduction in number of units proposed from 4 flats to 2 flats and a duplex family unit to rear with direct access to rear private amenity space.

- Provision of private amenity space for all future occupiers including addition of balcony to first floor flat.

2.7 The application is accompanied by the following supporting information:

1. Design Statement
2. Drawings
3. Shadow Study

3.0 SITE HISTORY

None

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 2018 policies, Supplementary Planning Documents and Material Considerations.

5.2 Relevant Development Plan policies

PLAN	POLICY NUMBER
Cambridge Local Plan 2018	1 3 28 31 32 35 36 50 51 52 53 55 56 58 59 81 82

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

Central Government	National Planning Policy Framework 2019 National Planning Practice Guidance
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Guidance	<p>2014</p> <p>Circular 11/95 – The Use of Conditions in Planning Permissions (Annex A)</p> <p>Technical housing standards – nationally described space standard – published by Department of Communities and Local Government March 2015 (material consideration)</p> <p>Greater Cambridge Planning (2020) – Sustainable Design and Construction</p> <p>Biodiversity Checklist for Land Use Planners in Cambridgeshire and Peterborough (March 2001).</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>
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6.0 CONSULTATIONS

Cambridgeshire County Council (Highways Development Control)

6.1 Recommend conditions are attached to any permission that the Planning Authority is minded to issue requiring:

- A traffic management plan
- Proposed car parking spaces to be constructed so that their falls and levels are such that no private water from the site drains across or onto the adopted public highway.
- Car parking be constructed using a bound material to prevent debris spreading onto the adopted public highway.

Environmental Health

6.2 Environmental Health have no objections subject to the following conditions being attached if approval is given:

- construction hours
- collection during construction

Sustainable Drainage Engineer

- 6.3 The proposals have not demonstrated a suitable surface water and foul water drainage provision for the proposed development. Therefore conditions requiring the submission and agreement of surface and foul water drainage details are required.
- 6.4 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:

Objection

- 3 Sherbourne Close
- 4 Sherbourne Close
- 8 Sherbourne Close
- 10 and 12 Sherbourne Close

- 7.2 The representations can be summarised as follows:

4 Sherbourne Close

- Detrimental to the security and enjoyment of outdoor space particularly with a very small wall between the bungalows. This should be heightened by the applicant prior to commencement of any proposed/approved works.
- Overlooking from the south east elevation into the back windows and by the rear elevation into the rear outdoor space. This would lose privacy and a reduction of light and overshadowing.
- Increase in traffic and parking problems.
- Detrimental to the area and set a precedence for any future such like developments.

- Detrimental to quiet enjoyment of living space due to extra occupation of potential flats as we live at the end of the bungalow nearest the proposed works.

8 Sherbourne Close

- Overbearing. The current bungalow extends out further than other houses on the Close; raising the height of this will block out the light to patio and all we will be able to see is a big wall.
- Loss of natural light to east facing upstairs window in particular is vital in terms of light, as there is no window on the landing.
- Loss of privacy through interlooking between side facing windows. Currently minimised by the height difference but concerned about privacy if another storey is added.
- Parking provision proposed is not adequate for the development.
- Out of character for the road and this application could set a precedent for future development.
- ☐ Paving over the front garden and loss of shrubs and other vegetation from the front of bungalow will have a negative impact on both the wildlife and character and setting of the area

7.3 The above representations are a summary of the comments that have been received. Full details of the representations can be inspected on the application file.

8.0 ASSESSMENT

8.1 From the consultation responses and representations received and from my inspection of the site and the surroundings, I consider that the main issues are:

1. Principle of development
2. Context of site, design and external spaces
3. Residential amenity
4. Refuse arrangements
5. Cycle and car parking
6. Third party representations

Principle of Development

- 8.2 The principle of development is acceptable and in accordance with the Cambridge Local Plan 2018 policies 1 and 3 as the proposal represents an additional two housing units.
- 8.3 Local Plan Policy 53 supports the conversion of an existing single family dwelling house into self-contained flats providing:
- o the proposed development (the original building including acceptable extensions) has an internal gross floor area of at least 120sqm and proposed room sizes meet minimum room sizes under policy 50;
 - o the ground floor includes a family unit (two bedrooms plus) with garden access;
 - o it would not have a negative impact on the amenity or character of the area or on highway safety in streets already experiencing parking stress;
 - o it would result in a good standard of amenity for its occupiers and is designed to avoid cumulative and negative impacts on neighbouring residential properties; and the proposal
 - o It includes appropriate refuse, recycling and cycle storage to serve the development.
- 8.4 These issues are considered in further detail below.

Context of site, design and external spaces

- 8.5 There is a variety of house sizes in the surrounding area and the extension of the bungalow upwards to attain two storey proportions would not be out of keeping with the surrounding pattern and forms of development. The adjacent property at 8 Sherbourne Close is a detached two storey dwelling.
- 8.6 The proposed scale and appearance of the extended dwelling would respect its context and the massing has been broken up and the height has been reduced to a minimum through the retention of the lower linking middle section of the dwelling. The proposal is not considered to have a negative impact on the amenity or character of the area.
- 8.7 In the opinion of Officers, the proposal is compliant with Cambridge Local Plan (2018) policies 53, 55, 56 and 57.

Residential Amenity

Amenity for future occupiers of the site

Internal residential space standards

- 8.8 Policy 50 relates to residential space standards and states that new residential units will be permitted where their gross internal floor areas meet or exceed the residential space standards set out in the Government's Technical housing standards – nationally described space standard (2015) or successor document. These standards apply to new builds although the supporting text to the policy makes it clear that the standards should be achieved for conversion schemes if possible.
- 8.9 The gross internal floor space measurements for the units in this application are shown in the table below. All the units exceed the space standards and provide a good quality of internal amenity and accord with policies 50 and 53.

Unit	Number of bedrooms	Number of bed spaces (persons)	Number of storeys	Policy Size requirement (m ²)	Proposed size of unit	Difference in size
1	1	2	1	50	53	3
2	1	2	1	50	56	6
3	2	4	2	79	85	6

Outdoor amenity space

The duplex to the rear which provides family accommodation (Flat 3) would have direct access to a rear garden. The rear garden has been split to provide private space for the duplex flat and a communal garden behind (serving Flats 1 & 2) which is separated by a 1.8m close boarded fence along the boundary with No.4 Sherbourne Close to create privacy between the two properties.

- 8.10 The outdoor amenity area to the duplex dwelling rear garden is private and separated from the communal garden area to the rear by fencing which would protect the ground floor windows of the flats from loss of privacy

- 8.11 The proposal includes the provision of family sized dwellings with access to a rear garden at ground floor level and this is considered to be in accordance with Cambridge Local Plan (2018) Policy 53 (Flat conversions). Beyond the private gardens are communal gardens which would be accessed by and available to all. The first floor flat also has access to its own balcony.
- 8.12 The parking areas are in very close proximity to all the windows to the ground floor flat at 01. This includes the ground floor bedroom to Flat 01. This property is likely to experience some disturbance from cars. A planting buffer zone has been provided between the parking and façade. The allocation of the parking spaces could be arranged to ensure that the impact on this occupier is minimised, for example the parking space for this flat could be directly in front of the bedroom.

Accessibility for future occupiers

- 8.13 Policy 51 requires that in order to create accessible homes all housing development should be of a size, configuration and internal layout to enable Building Regulations requirement M4 (2) 'accessible and adaptable dwellings' to be met.
- 8.14 There is one flat in the extended roofspace which is not served by lift access. However, this is within the converted and extended part of the building and does not therefore fall within the scope of policy 51 which does not apply to conversions/extensions.
- 8.15 In the opinion of officers, the proposal provides a high-quality living environment and an appropriate standard of residential amenity for future occupiers, and it is considered in this respect it is compliant with Cambridge Local Plan (2018) policies 50 and 53.

Residential Amenity

Impact on amenity of neighbouring occupiers

8 Sherbourne Close

- 8.16 This property is a detached two storey dwelling which is situated to the north west. It has an upstairs window, serving a

landing, a downstairs window and a door on the gable facing the application site.

The proposed first floor would be over the existing ground floor footprint of the bungalow and this currently extends beyond the rear elevation of this property. Although the proposal would present a higher flanking wall to the boundary, given this section of the extended building would be inset from the boundary, it is considered that it would not have an undue overbearing impact on the boundary with this property.

With regard to impacts through overshadowing, BRE Guidance recommends that for it to appear adequately sunlit throughout the year, at least half of a garden or amenity area should receive at least two hours of sunlight on 21 March. If as a result of new development an existing garden or amenity area does not meet the above and the area which can receive two hours of sun on 21 March is less than 0.8 times its former value, then the loss of sunlight is likely to be noticeable. If a detailed calculation cannot be carried out, it is recommended that the centre of the area should receive at least two hours of sunlight on 21 March.

In this instance, the shadowing of the patio to the rear of the property, would occur in the evening with the patio area being in shadow at 6pm in June.

In terms of privacy, the only side facing windows proposed at first floor level are to the first floor lobby and above the stairwell. These are in a recessed area of the proposed extended building and as such views into the private rear garden would be restricted by brick walls. There is the potential for some interlooking into the adjacent landing window to the property at 8 Sherborne Close. Given this window serves the stairwell to the first floor flat, this window should be conditioned to be fitted with obscure glass.

This property is not considered to be detrimentally affected by a loss of light, privacy or by undue enclosure or overbearing impact.

4 Sherbourne Close

- 8.17 This is a bungalow which is situated to the south east of the application site.

The rear elevation of this property spans most of the south eastern boundary of the application site. Along this elevation are high level windows to a hallway and at the far end of this elevation is a glazed door facing across the rear garden.

The window is not considered to serve a habitable room and as such the proposal would not warrant refusal on grounds of loss of light.

This neighbour has raised the issue of loss of privacy and boundary fencing is proposed along a section of the common boundary with this property and Officers consider this will address these issues.

As regards overlooking into the rear garden , given the inset of the proposal from the boundary and its set back from this neighbouring rear garden, Officers consider a detrimental loss of privacy through overlooking would not occur as a result of the proposal.

This property is not considered to be detrimentally affected by a loss of light, privacy or by undue enclosure or overbearing impact.

- 8.18 In the opinion of Officers, subject to conditions, the proposal adequately respects the residential amenity of its neighbours and the constraints of the site and it is compliant with Cambridge Local Plan (2018) policies 35, 53, 55 and 58.

Refuse Arrangements

- 8.19 The refuse arrangements are conveniently located to the front of the building and in close proximity to the kerbside and are acceptable.
- 8.20 In the opinion of Officers, the proposal is compliant with Cambridge Local Plan (2018) policies 53 and 56 in relation to refuse provision.

Cycle and Car parking

- 8.21 Concern has been raised regarding the impact of the application on levels of on-street parking. The car parking standards are a maximum and require two spaces per dwelling. 4 parking

spaces have been provided for the 3 units with a single car parking space for each of the smaller flats, and 2 parking spaces for the duplex flat.

- 8.22 Parking stress is defined as occurring in those streets where surveys show that there is less than 10 per cent free notional parking capacity.
- 8.23 Policy 53 requires a parking survey to establish whether there is parking stress in the surrounding streets and for the impact of the development on this to be assessed. It states that the survey would include the area where residents of the proposed development may want to park which generally covers an area of 200m (or a 2 minute walk) around a site. The survey should be undertaken when the highest number of residents are at home, generally late at night during the week. A snapshot survey between the hours of 0030-0530 should be undertaken on two separate weekday nights (ie. Monday, Tuesday, Wednesday or Thursday).
- 8.24 A parking stress survey has been undertaken and the results submitted. These demonstrate that on the two weekdays, at 12:30 at night, there was more than 10 percent of parking capacity available. Officers therefore are of the view that the development would not lead to parking stress in the surrounding streets. A neighbour has raised concern that the parking stress study, which took place in May 2019, predates work that took place on Green End Road and should be re-done. The study refers to these works, stating that a scheme to introduce off-carriageway cycle tracks along Green End Road was in progress during the survey period and did not affect the available on-street parking usage at the time. Officers do not therefore consider an updated survey is necessary. Given each proposed unit would have a parking space, and the proposed occupancy level of the building, it is considered that the parking provision is acceptable and would not give rise to parking stress.
- 8.25 Cycle parking would be provided alongside the boundary and in close proximity to the entrance to the house and flats. Each property would have its own covered cycle storage, each capable of storing two bicycles and this meets cycle parking standards of one cycle space per bedroom.

8.26 In the opinion of officers, the proposal is compliant with Cambridge Local Plan (2018) policies 53, 81 and 82.

9.0 CONCLUSION

9.1 In the opinion of Officers, the proposed development would not have a negative impact on the amenity or character of the area, upon the residential amenities of adjacent neighbours, or on highway safety.

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 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. No development hereby permitted shall be commenced until a surface water drainage scheme for the site, based on sustainable drainage principles and in accordance with Cambridge City Council local plan policies, has been submitted to and approved in writing by the local planning authority. The scheme shall subsequently be implemented in accordance with the approved details before the development is occupied. The details submitted shall include:

a) Details of the existing surface water drainage arrangements including runoff rates for the QBAR, 3.3% Annual Exceedance Probability (AEP) (1 in 30) and 1% AEP (1 in 100) storm events;

b) Full results of the proposed drainage system modelling in the above-referenced storm events (as well as 1% AEP plus climate change) , inclusive of all collection, conveyance, storage, flow control and disposal elements and including an allowance for urban creep, together with a schematic of how the system has been represented within the hydraulic model;

c) Detailed drawings of the entire proposed surface water drainage system, including levels, gradients, dimensions and pipe reference numbers;

d) A plan of the drained site area and which part of the proposed drainage system these will drain to;

e) Full details of the proposed attenuation and flow control measures;

f) Site Investigation and test results to confirm infiltration rates;

g) Details of overland flood flow routes in the event of system exceedance, with demonstration that such flows can be appropriately managed on site without increasing flood risk to occupants;

h) Full details of the maintenance of the surface water drainage system;

i) Measures taken to prevent pollution of the receiving groundwater and/or surface water

The drainage scheme must adhere to the hierarchy of drainage options as outlined in the NPPF PPG

Reason: To ensure that the proposed development can be adequately drained and to ensure that there is no increased flood risk on or off site resulting from the proposed development (Cambridge Local Plan 2018 policies 31 and 32)

4. No building hereby permitted shall be occupied until foul water drainage works have been implemented in accordance with details that have been submitted to and approved in writing by the local planning authority.

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

5. No demolition or construction works shall commence on site until a traffic management plan has been submitted to and agreed in writing by the Local Planning Authority. Development shall be carried out in accordance with the approved details.

Reason: in the interests of highway safety (Cambridge Local Plan 2018 Policy 81)

6. No development shall take place above ground level, other than demolition, until samples of the external materials to be used in the construction of the development have been submitted to and approved in writing by the Local Planning Authority. Development shall thereafter be carried out in accordance with the approved details.

Reason: To ensure that the external appearance of the development does not detract from the character and appearance of the area. (Cambridge Local Plan 2018 policies 55, 57 (for new buildings) and/or 58 (for extensions))

7. 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)

8. There shall be no collections from or deliveries to the site during the demolition and construction stages outside the hours of 0800 hours and 1800 hours on 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 2018 policy 35)

9. The driveway hereby approved shall be constructed using a bound material for the first 6m from the back of the adopted public highway, to prevent debris spreading onto the adopted public highway. Once constructed the driveway shall thereafter be retained as such.

Reason: In the interests of highway safety. (Cambridge Local Plan 2018 policy 81)

10. The driveway hereby approved shall be constructed so that its falls and levels are such that no private water from the site drains across or onto the adopted public highway. Once constructed the driveway shall thereafter be retained as such.

Reason: To prevent surface water discharging to the highway, in the interests of highway safety (Cambridge Local Plan 2018 policy 81).

11. Prior to the occupation of the development, hereby permitted, the curtilage(s) of the approved dwelling(s) shall be fully laid out and finished in accordance with the approved plans. The curtilage(s) shall remain as such thereafter.

Reason: To ensure an appropriate level of amenity for future occupiers and to avoid the property being built and occupied without its garden land (Cambridge Local Plan 2018 policies 50, 52, 55 and 56)

12. Notwithstanding the provisions of Schedule 2, Part 1, Classes A and B of the Town and Country Planning (General Permitted Development) Order 2015 (or any Order revoking and re-enacting that order with or without modification), the enlargement, improvement or other alteration of the dwellinghouse to the rear section of the building, including alterations to its roof shall not be allowed without the granting of specific planning permission.

Reason: To protect the amenity of occupiers of adjoining properties (Cambridge Local Plan 2018 policies 52, 55, and 57).

13. Notwithstanding the provisions of Schedule 2, Part 1, Class E of the Town and Country Planning (General Permitted Development) Order 2015 (or any Order revoking and re-enacting that order with or without modification), the provision within the curtilage of the dwellinghouse(s) of any building or enclosure, swimming or other pool shall not be allowed without the granting of specific planning permission.

Reason: To protect the amenity of the occupiers of adjoining properties (Cambridge Local Plan 2018 policies 52, 55, and 57).

14. Prior to the occupation of the development, hereby permitted, the first floor side window to the landing shall be obscure glazed to a minimum level of obscurity to conform to Pilkington Glass level 3 or equivalent and shall be non-opening under 1.7 metres from internal floor level. The glazing shall thereafter be retained in accordance with the approved details.

No further windows or openings shall be inserted at first floor level in the side elevations of the development without the granting of specific planning permission.

Reason: To protect the amenity of occupiers of adjoining properties (Cambridge Local Plan 2018 policies 52, 55 and 57).

15. 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)

The granting of a planning permission does not constitute a permission or licence to a developer to carry out any works within, or disturbance of, or interference with, the Public Highway, and that a separate permission must be sought from the Highway Authority for such works.

Cambridge City Council recommends the use of low NO_x boilers i.e. appliances that meet a dry NO_x emission rating of 40mg/kWh, to minimise emissions from the development that may impact on air quality.

Reason: To protect local air quality and human health by ensuring that the production of air pollutants such as nitrogen dioxide and particulate matter are kept to a minimum during the lifetime of the development, to contribute toward National Air Quality Objectives in accordance with the National Planning Policy Framework (NPPF), Policy 36 of the Cambridge Local Plan 2018 and in accordance with Cambridge City Councils adopted Air Quality Action Plan (2018)