

Application Number	21/05431/FUL	Agenda Item	
Date Received	13th December 2021	Officer	Sumaya Nakamya
Target Date	11th March 2022		
Ward	Queen Ediths		
Site	17 Greenlands Cambridge CB2 0QY		
Proposal	First floor side and single storey rear extensions to create two self-contained flats.		
Applicant	N/A C/O Agent		

SUMMARY	<p>The development accords with the Development Plan for the following reasons:</p> <ul style="list-style-type: none"> – The design and scale of the proposed development would not have an adverse impact on the character of the surrounding area; – The proposed development would not have any significant adverse impact on the residential amenity of the neighbouring occupiers; – The proposed development would provide a high-quality living environment for the future occupiers; and – The proposed development is unlikely to give rise to any significant adverse impact upon the highway and on streetcar parking capacity on the surrounding streets.
RECOMMENDATION	APPROVAL

1.0 SITE DESCRIPTION/AREA CONTEXT

- 1.1 The application site is located within a cul-da-sac on the east of Greenlands and occupies a two-storey end of terrace house. The property includes an area of garden to the rear of the building, which is fenced off by a high brick wall, there is an on-site car parking area provided by the garage extension to the west side of the site.
- 1.2 The site lies outside a controlled parking zone but there are unregularized controls that have been put in place to restrict on street parking.
- 1.3 Within the immediate area of the site are other residential properties and, further towards the northwest is Addenbrooke's Hospital, the Cambridge Institute of Public Health to the west side of the site and Bell Educational Services to the northeast of the site. To the south of the site is a new housing development.
- 1.4 The site is not within a Conservation Area.

2.0 THE PROPOSAL

- 2.1 The application is seeking permission for the erection of a first-floor side and single storey rear extensions, conversion of the garage to create two self-contained flats.
- 2.2 The application is accompanied by the following supporting information:
 1. Planning Statement
 2. Plans

3.0 SITE HISTORY

Reference	Description	Outcome
21/00841/FUL	First floor side and single storey rear extensions to create two self-contained flats.	Withdrawn (04.02.2022)

4.0 PUBLICITY

4.1	Advertisement:	No
	Adjoining Owners:	Yes
	Site Notice Displayed:	Yes (08.02.22)

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 33 34 35 36
		50 51 52
		55 56 57 58 59
		70
		81 82

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

Central Government Guidance	National Planning Policy Framework July 2021
	National Planning Policy Framework – Planning Practice Guidance from 3 March 2014 onwards

	<p>Circular 11/95 (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>Supplementary Planning Documents (These have been prepared in parallel with the Local Plan preparation and will be shortly adopted by the Executive Councillor by an out of cycle decision.)</p>	<p>Biodiversity SPD (Feb 2022)</p> <p>Greater Cambridge Sustainable Design and Construction (Jan 2020)</p> <p>Cambridgeshire and Peterborough Flood and Water</p> <p>Cambridgeshire and Peterborough Waste Partnership (RECAP): Waste Management Design Guide Supplementary Planning Document (February 2012)</p>
<p>Material Considerations</p>	<p><u>City Wide Guidance</u></p> <p>Arboricultural Strategy (2004)</p> <p>Cambridge and Milton Surface Water Management Plan (2011)</p> <p>Cambridge and South Cambridgeshire Strategic Flood Risk Assessment (November 2010)</p> <p>Cambridge City Council Waste and</p>

	<p>Recycling Guide: For Developers.</p> <p>Cycle Parking Guide for New Residential Developments (2010)</p>
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6.0 CONSULTATIONS

Cambridgeshire County Council (Highways Development Management)

- 6.1 The Highways Officer commented that the proposal is for two new residential units with no additional off streetcar parking spaces, as the streets in the vicinity provide uncontrolled parking, and 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 The development proposed is acceptable subject to the imposition of the condition restricting construction hours.

Refuse and Recycling

- 6.3 No comments received.
- 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:

- 25 Greenlands
- 27 Greenlands
- 18 Greenlands

7.2 The representations can be summarised as follows:

- Covenants – restricting each property to one dwellinghouse
- Overbearing
- Parking
- Sustainable transport
- Precedent
- Construction vehicles
- Character and design issues
- Lack of information with respect to a survey for parking stress

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 the main issues are as follows:

1. Principle of Development
2. Design and impact upon the character of the area
3. Residential amenity
4. Amenity of future occupants
5. Parking
6. Access, highway safety
7. Drainage
8. Refuse arrangement
9. Other matters

Principle of Development

8.2 Policy 53 of the Cambridge Local Plan is concerned with conversions of dwellings into separate flats. Part a – e of the policy seeks for developments to meet internal gross floor area with room sizes meeting minimum room sizes, for proposals to

respond appropriately to their context and ensure that highway safety is appropriate and there is no parking stress. Development is also required to provide a good standard of amenity for its occupiers and provide appropriate refuse, recycling, and cycle storage to serve the development.

- 8.3 The proposal is to convert the existing dwellinghouse into two self-contained flats. The proposed development is considered compliant with parts a, d and e of the policy as set out below. The principle of development is therefore acceptable and complies with part a, d and e of Policy 53 of the Cambridge Local Plan, 2018.

Context of site, design and external spaces

- 8.4 The houses within the proximity of the application site are two storey terrace dwellings and according to third party representations were architect designed. The layout of the small Greenland's estate exhibits a degree of architectural uniformity in views up and down its axis which is pleasing to the eye and of value to its occupants. The dwelling is constructed from buff brickwork with timber cladding detail over the windows. Each block of terraces faces onto a communal green space with small rear gardens that is fenced off by a brick wall and a shared driveway to access integral garages; in front of each garage there is sufficient space for an extra car parking space.
- 8.5 The proposed first floor side projection will span over the exiting garage. Its height would drop slightly lower than the exiting dwellinghouse. The proposed single storey rear portion will project rearward approx. 2.27 deep and covering the span of the existing elevation of the main house. The proposed height of this portion will be 2.7m including the parapet. The roof of the single storey extension would be used as a terrace for the upper flat, a 1.8m high privacy screen is proposed on the east side.
- 8.6 The proposed side and rear extensions would be highly visible from the street scene. The increased scale and depth of the proposed two storey side extension will not result in an inappropriate scale or be visually bulky or unattractive along the interface of Greenlands. The height of this element will not exceed the height of the main house and the use of similar features such as a flat roof, external materials and fenestrations

that match the existing dwelling would maintain the domestic appearance and scale of two storey dwellings found in the area and the relationship with the existing dwelling will be respected. With regards to the proposed single storey rear extension, due to its low scale nature and consistent with the rear extensions of neighbouring properties, this portion will be in keeping with character and appearance of the surrounding area and subservient to the host building.

- 8.7 Concerns have been raised that the proposed first floor addition will result in setting a precedent in the area. The proposal would be larger than any other side extension on Greenlands at present along the central road, but the extension itself would not be a significant addition to the property and the estate does not benefit from any formally protected architectural status. In officers' view, whilst the concerns of the residents are noted, the proposed first floor extension would respond positively to an already changed character of the area where there is evidence of another – albeit smaller clad extension nearby
- 8.8 The proposal is compliant with Cambridge Local Plan (2018) policies 55, 56, 57, 59.

Residential Amenity

Impact on amenity of neighbouring occupiers

- 8.9 The proposed addition over the existing garage on the interface Greenlands is unlikely to give rise to any significant amenity impacts in terms of overshadowing, loss of light, overlooking, enclosure, or other environmental impacts given its adjacent context, location, size, and design.
- 8.10 It is noted that the proposed single storey rear extension measuring a depth of approx. 2.7m with a height of 2.7m built on the shared boundary with No.18 would result in some loss of light to the rear window of No.18. The proposed single storey rear extension would have a slight protrusion beyond the horizontal 45-degree line (as per the BRE guidance). However, the harm is not significant to warrant a refusal in this instance. Notwithstanding this, the rear gardens along this block of terraces are south facing. With regards to overbearing impact to No.18, Officers consider that this will be

at a minimum given the protrusion will be approx. 0.7m above the shared fence with No.18.

- 8.11 The upper floor flat will have a balcony, to minimise overlooking impact of private garden of No.18 an obscure screen at 1.8m along the southeastern of the terrace elevation is proposed.
- 8.12 Concerns have been raised regarding the impact of construction vehicles within the street. Officers acknowledge that there is a potential impact on neighbours during the construction period. Therefore, it would be reasonable to impose a condition restricting construction hours to ensure that disturbance to neighbours is kept at a minimum.
- 8.13 The proposal would adequately respect the residential amenity of its neighbours and the constraints of the site and is compliant with Cambridge Local Plan (2018) policies 56 (58) and 35.

Amenity of future occupiers

- 8.14 Policy 50 of the Cambridge Local Plan (2018) sets out internal residential space standards. The proposed dwellings would be in accordance with the minimum standards and would provide a high-quality internal living environment for the future occupants.
- 8.15 The proposed ground floor unit will be accessed from the principal elevation and the first-floor unit would have a separate access from the rear. The first-floor unit would be a 1bedrom flat with an internal gross floor space of 58 m², meeting the internal space standards. The ground floor unit is considered acceptable with respect to its gross internal floor space.

The gross internal floor space measurements for the units in this application are shown in the table below:

Units	Number of bedrooms	Number of bed spaces (persons)	Number of storeys	Policy Size requirement (m ²)	Proposed size of unit	Difference in size
1	2 (no built-in storage)	3	1	61 with a shower room	62	+1
1	1	2	1	50	58	+8

- 8.16 Officers consider that both units are capable of being occupied by a small family. The proposed private garden for the ground floor flat and the balcony for the upper flat would serve as a sufficient useable amenity space for future occupants.
- 8.17 In the opinion of officers, the proposal provides a high-quality living environment and an appropriate standard of residential amenity for future occupiers, and in this respect, it is compliant with Cambridge Local Plan (2018) policies 50, 51 and 52.

Highway Safety

- 8.18 No significant adverse effect upon the Public Highway should result from this proposal.
- 8.19 The proposal is compliant with Cambridge Local Plan (2018) policies 80 and 81.

Car and Cycle Parking, and Bins

- 8.20 Policy 82 states that Planning permission will not be granted for developments that would be contrary to the parking standards set out in Appendix L. This includes:
- a. providing no more than the car parking standards for new residential and nonresidential development set out in Appendix L, taking into account the accessibility of the site to public transport and the nature of the use. In the city centre, and on streets with overnight parking stress, on and off street (non-disabled bay) car parking levels should be maintained at current levels for shoppers, residents and workers;
 - b. providing at least the cycle parking levels in Appendix L; and
 - c. providing at least the disabled and inclusive parking requirements in Appendix L.

Car-free and car-capped development is acceptable in the following circumstances:

- a. where there is good, easily walkable and cyclable access to a district centre or the city centre;
- b. where there is high public transport accessibility; and
- c. where the car-free status of the development can realistically be enforced by planning obligations and/or on-street parking controls.

- 8.21 There would be a loss of onsite car parking space at the application site as a result of the garage converted into accommodation. The application proposes a car free development on the basis that the site is in a sustainable location. The site is in close proximity to bicycle routes and within 6mins to 10mins walk from the nearest bus stop which provide a range of bus services every 20mins in and around Cambridge as well as surrounding areas. Cambridge train station is in walking distance (approx. 34mins) from the site. The site is close to Addenbrooke's Hospital, a major local employer in Cambridge and is in within a sustainable location.
- 8.22 The comments from the Local Highway Authority and from third-party comments are noted. However, Officers do agree with concerns raised that the development would undoubtedly result in the displacement of cars outside of the site. Even if this were to be the case, any such impact from the two small units would be limited. Parking stress on Red Cross Lane may be an existing issue but is not a reason to resist a car free development on this site given the Council's parking standards are expressed as maximum. The officer site visit revealed that most residents of Greenlands have onsite parking provision and the street notionally is not experiencing significant parking stress. Unregulated parking controls in the form of double yellow lines exist on Greenlands (the road is not adopted). The existing unauthorised parking controls cannot realistically be enforced by regulators should future occupants of the development choose to park on Greenlands, however, this has successfully discouraged on-street parking thus far and lends support of the proposal.
- 8.23 The submitted Planning Statement highlights that the existing garage is of a size that is unusable for car parking and its conversion would not have an additional effect upon the existing parking situation. However, Officers consider that although the garage maybe unusable, the space outside the garage is sufficient to accommodate a car. With the proposed extension extending across this area it will remove any existing onsite parking provision. Nevertheless, Officers consider that a car free proposal in this location is acceptable.

- 8.24 A lockable shed cycle parking for secure cycle storage is provided within the rear garden for the lower ground floor unit and will be accessible from the rear of the garden. For the first-floor unit, cycle parking will be provided within the building near the entrance area. The space is capable of sufficiently accommodating a bicycle without causing any obstruction to the entrance door to the unit. This is considered acceptable and meets the requirement within Table L.10 of Appendix L of the Cambridge Local Plan, 2018.
- 8.25 The submitted Planning Statement explains that 3no. waste bins will be for both units. In the original submission the proposed waste and recycle arrangements was not satisfactory to serve both units. Amendments have been undertaken by the applicant and have provided waste facilities for each unit for general waste and recycling. Officers consider that the provision is borderline acceptable and therefore on balance is supported. Should further amendments to the lead up to the Committee meeting will be provided. A condition will be imposed requesting details of the proposed waste and recycle arrangement.
- 8.26 The proposal is compliant with Cambridge Local Plan (2018) policy 82.

Third Party Representations

- 8.27 Matters relating to parking, sustainable transport, construction vehicles, overbearing, character and design have been addressed in the latter part of the report. Matters relating to covenants are address below.

Covenants

- 8.28 Representations have been made in respect of covenants and restricting the site to one dwellinghouse to be used in one single or family occupation. A planning permission would not override these covenants. They are civil matters between different landowners and not a material planning consideration.

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. Prior to the erection/ installation of the shed shown on drawing number AT912-03B date received 01 April 2022, elevational plans of the shed shall be submitted to and agreed in writing with the LPA. The shed shall be retained in that manner thereafter.

Reason: In the interest of amenity and to accord with policy 53 of the Local Plan

4. No development shall commence until a scheme for the on-site storage facilities for waste for each unit, including waste for recycling, has been submitted to and approved in writing by the local planning authority. The scheme shall identify:

a) the specific positions of where wheeled bins will be stationed for use by the resident.

b) The quantity and capacity of the bins per property

c) The walk distances for residents to the kerbside including the specific arrangements to enable collection from the kerbside or within 5m of the adopted highway/ refuse collection vehicle access point.

d) Any designated Bin Collection Points, if practically needed.

e) Details of the management arrangements if bins need to be

moved to one designated collection points

No residential unit shall be occupied until the approved arrangements for that particular unit have been provided and shall be retained as such unless alternative arrangements are agreed in writing by the local planning authority.

Reason: To ensure that the need for refuse and recycling is successfully integrated into the development. (Cambridge Local Plan 2018 policy 57).

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 2018 policy 35)