

SOUTH CAMBRIDGESHIRE DISTRICT COUNCIL

REPORT TO: Planning Committee

13th January 2010

AUTHOR/S: Executive Director (Operational Services)/Corporate Manager
(Planning and Sustainable Communities)

S/1467/09/F – IMPINGTON

**Erection of a Dwelling at Land to the North-East of 37 Cambridge Road
for Ms Dianne Reeve**

Recommendation: Approval

Date for Determination: 15th December 2009

Members will visit the site on Wednesday the 13th January 2009

Notes:

This Application has been reported to the Planning Committee at the request of Local Members Cllr Mason and Cllr Davies who support the Impington Parish Council's recommendation of refusal.

Site and Proposal

1. The application site consists of part of the rear garden of no.37 Cambridge Road, with an area measuring approximately 0.01 hectares. The site abuts the residential curtilages of properties within Cambridge Road and Burrough Field. The site's frontage abuts a turning head within the cul-de-sac Burrough Field; it is at this point that the development would be accessed. This boundary consists of a 1.8m timber fence along with a street lamp and semi-mature sycamore tree. The site at present is laid to lawn with a shed-like structure in situ.
2. Burrough Field is a cul-de-sac of residential dwellings comprising detached, two-storey houses finished in buff brickwork with concrete pan-tiles. There are examples of extensions within the street scene; however, the street is of low density housing with most properties benefiting from off-road car parking, front and rear gardens.
3. The full planning application, received on 20th October 2009, proposes the erection of a two-storey, two-bedroomed dwelling at land to the rear of no.37 Cambridge Road, accessed off Burrough Field, in-filling a gap within the street scene between nos.19 and 32 Burrough Field.

Planning History

4. Planning application ref **S/1088/08/F** for the erection of a dwelling was withdrawn as it was recommended for refusal. The application was recommended for refusal due to the impact the proposals would have had upon neighbour amenity and highway safety.
5. Planning application ref **S/1688/99/F** was refused and dismissed upon appeal for the erection of a dwelling to the rear of no.37 Cambridge Road on the grounds that it would be detrimental to the character and appearance of the surrounding area.



Crown Copyright (c) Licence no. 100022500 2008



Reproduced from the 2008 Ordnance Survey mapping with the permission of the controller of Her Majesty's stationary office (c) Crown Copyright. Unauthorised reproduction infringes Crown Copyright and may lead to prosecution or civil proceedings.

Scale 1/1250 Date 15/12/2009

Centre = 544273 E 262353 N

January Planning Committee

6. Planning application ref **S/0837/09/F** was approved for a first floor rear extension to no.19 Burrough Field.

Planning Policy

7. *East of England Plan, 2008:*
SS1 Achieving Sustainable Development
8. *South Cambridgeshire Local Development Framework Core Strategy DPD, 2007:*
ST/4 Rural Centres
9. *South Cambridgeshire Local Development Framework, Development Control Policies DPD, 2007:*
DP/1 Sustainable Development
DP/2 Design of New Development
DP/3 Development Criteria
DP/4 Infrastructure and New Developments
HG/1 Housing Density
NE/1 Energy Efficiency
NE/6 Biodiversity
SF/10 Outdoor Playspace, Informal Open Space, and New Developments
SF/11 Open Space Standards
TR/1 Planning for More Sustainable Travel
TR/2 Car and Cycle Parking Standards
10. ***South Cambridgeshire Local Development Framework, Supplementary Planning Guidance:***
Open Space in New Developments SPD, 2009.
Trees and Development Sites, SPD, 2009.
11. ***Circular 11/95 – The Use of Conditions in Planning Permissions:*** Advises that conditions should be necessary, relevant to planning, relevant to the development permitted, enforceable, precise and reasonable in all other respects.
12. ***Circular 05/2005 - Planning Obligations:*** Advises that planning obligations must be relevant to planning, necessary, directly related to the proposed development, fairly and reasonably related in scale and kind and reasonable in all other respect.

Consultation

13. **Impington Parish Council** – Recommend refusal, supporting the objections raised by local residents:
- Over-development of the site- the site is too cramped and the development would be out of keeping with the houses within the vicinity;
 - Burrough Field is a complete, single, cohesive design concept throughout and the proposal would fracture this unity;
 - There is a concern over the proposed inadequate access due to the need to reverse into an area where children play;
 - Inaccuracies within the plans such as: plot width, lamp post and neighbouring store omitted from plans;
 - Concern over the first floor terrace providing direct views over nos.19 and 39 Cambridge Road;
 - The proposal would sit forward of no.32 resulting in shading to the garden of this property as well as nos.30 and 28;

- The loss of a substantial tree would be detrimental to the character of the area.
14. **Local Highway Authority** – Raise no objections to the proposals providing the car parking space is provided and retained at the dimension 2.5m x 5m. In addition, the access shall be constructed with adequate drainage measures, the use of bound material and in accordance with Cambridge County Council construction specification. Furthermore, the one 2m x 2m visibility splay shall be provided prior to occupation and thereafter retained, clear of obstruction to a height above 600mm. It is also noted that the development would require works to the public highway that will require the approval of the highway authority as well an impact upon public utility apparatus, which will need all alteration requiring the necessary agreement with the service providers at the cost of the applicant.
 15. **Landscape Design Officer** – Raises no objections to the proposals providing that the planting bed is provided, as shown on the plan, and is retained in the future. No details are required for this detail of the planting within this area.
 16. **Trees and Landscaping Officer** – Raises no objections.
 17. **Environmental Health Officer** – No comments have been received.
 18. **Urban Design Officer** – The scheme is a design concept, which responds positively to the restrictions of the site and efficiently makes use of available land. The attempt to integrate the unique design into the existing urban environment, whilst being sympathetic to its suburban context is welcomed.

Representations

19. Local Members **Cllr Mason** and **Cllr Davies** request that this application be determined at the full Planning meeting. They are aware of considerable local concern over this application and feel that the site is narrow and that the proposal would be out of character with surrounding properties, resulting in overlooking and vehicle and access difficulties.
20. Letters of objection have been received from occupiers at nos. 19,26,28 and 32 Burrough Fields, the contents of which are summarised below:
 - There has never been a vehicle access to the site from Burrough Field;
 - The proposal is out of keeping with the character of the properties within Burrough Field;
 - The application does not take into consideration the private driveways opposite the application site;
 - It would be difficult to park a car within the proposed carport and therefore it is likely that vehicles will park upon the road;
 - The application site is too small and narrow to accommodate a dwelling;
 - There is no provision to turn a vehicle within the site and vehicles reversing out of the site would result in dangerous manoeuvres;
 - Visitors to the site are likely to park within the road resulting in highway congestion;
 - The application and correspondence from the architect suggest that the application outcome has already been determined;
 - There are a number of factual errors within the application such as the position and extent of a lean-to garage extension to the south of no.32 Burrough Field;
 - The proposed roof terrace would overlook the garden of nos.32 and 19 Burrough Field resulting in a loss of privacy for its occupants;

- The full height rear first floor bedroom window would overlook a side access area used for bin storage and a garden shed;
- The single storey, rear, flat-roof element of the proposal would be located next to the side access to no.32 Burrough Field and the use of a W/C within this location may result in odour and noise;
- There is a strong objection to the element detailed as a studio, which appears to not be part of the application, this element would be highly visible and would result in a loss of privacy;
- The proposal would be sited within close proximity to the first floor bedroom window of no.32 Burrough Field, resulting in a overbearing nature;
- The building's design and use of materials would be out of keeping with the planned design of the houses within the area;
- The application fails to relate to the lamp post at the site's frontage, which would have to be re-located (there is no other suitable location for this lamppost);
- It may be necessary to remove part of the grass verge to the front of the site to achieve access;
- The plot's width is 5.9m and not 6.2m as stated;
- The proposal's side access would not be wide enough to manoeuvre a bicycle or bin from the rear of the plot to its frontage;
- There are very few lean-to porches within the cul-de-sac and the Design and Access Statement is inaccurate in this regard;
- The proposal would block light to the garden and rear windows of no.19 Burrough Field, as the building is almost the full length of the garden;
- The roof terrace and full height front window would overlook the side and rear windows of no.19 Burrough Field;
- The building's height and proximity to no.19 Burrough Field would be overbearing, oppressive and claustrophobic to the detriment of the wellbeing of the occupiers at no.19 Burrough Field;
- The building could not be maintained due to the limited space between its elevations and the common boundaries of the neighbouring properties;
- The building would de-value the properties within the area;
- No.19 Burroughfield was refused planning permission to extend the full width of the front and rear of the dwelling due to the impact upon the adjacent neighbour and the impact upon the character of the area.

21. Following the submission of amended plans and the extended consultation period three further letters of objection have been received raising the following new considerations:

- The amendments have not addressed the design of the proposal, which would be out of character with the rest of the properties within Burrough Field;
- The confirmation of the narrow plot width would make construction and maintenance difficult;
- The proposed studio now appears to form part of the planning application;
- The reduction in ridge height is 0.5m and not the 1m that was requested by the case officer;
- Whilst the roof terrace has been removed the bedroom still has full height doors that would be able to access this roof space;
- Concern as to how is the green roof proposed is to be managed to ensure that it is maintained and that debris does not fall onto neighbouring properties;
- The design is inaccurate, as it shows a frontage width of 5.7m but the dwelling's width is scaled at 5.8m;

- The site has an irregular stepped frontage due to the boundary wall to no.19 Burrough Field. As a consequence the access would only achieve a 2.3m width and not 2.5m as shown.

Planning Comments – Key Issues

22. The material considerations in the determination of this planning application are the impact that the development would have upon the public realm, neighbour amenity, highway safety, public open space infrastructure and biodiversity.
23. The application site would provide a residential density of approximately 53dph, which is considered acceptable for a modest 2-bed detached dwelling within this location, despite being above the threshold of 40dph as identified within Policy HG/1. Impington is a Rural Centre as defined by the Core Strategy; this allows development without restriction of the size of a scheme within village frameworks. Rural Centres are, by definition, the larger sustainable villages with good links to public transport and local services. The application site is considered to be well located to the village centre, with good access to its services. Due to the site only being capable of accommodating 1 dwelling, the development would not be required to provide any affordable housing.

Public Realm

24. The proposals as submitted, have been amended to address issues raised during the consultation period. This involved the removal of the balcony to the rear elevation, correction of the plot width, reduction in the building's ridge height, increase in width of the side access, omission of windows within the north and south elevations and an increase in the area of flat, living roof system. The studio building shown as 'not part of this application' is not for consideration, as it does not form part of this planning application. For the avoidance of doubt this can be specified in a planning condition.
25. The proposal's design would be incongruous within the street scene by virtue of its contemporary form and use of a fragmented gabled frontage. Nevertheless, the proposal is deemed to be of a high quality design that provides a visual interest by combining a contemporary design whilst maintaining the context of the surrounding area. The proposal sits within a gap of an existing built frontage, maintaining the stagger within the tight urban grain of the street scene. The dwelling would also use buff brick to ensure that the prominent elevation fronting the street scene would assimilate into its surroundings. There are examples of extensions within Burrough Field that introduce front and rear first floor extensions with hipped roofs, all of which depart from the original planned layout and design of the cul-de-sac. Therefore, whilst the proposal would be an alien introduction to what is a cul-de-sac of uniformed architecture the proposal is not considered to be harmful to the character and appearance of the surrounding area due to it being compatible by virtue of its scale, mass, proportion and use of materials. It is acknowledged that the plot width is narrower than the existing built form within the cul-de-sac; nevertheless, due to the proposal's subservient form this is not deemed to be harmful to the character and appearance of the surrounding area.

Other Matters – Non-Material Considerations

26. A number of issues that are not material planning considerations were raised during the consultation period, including the impact the proposal would have upon the surrounding property value; errors within the proposed plans and Design and Access Statement and that the site has not had a formal vehicle access in the past. The level of detail that the plans show for properties outside of the application site is not a

material consideration in the determination of this application. Although access may have been obtained to use the shed structure that is currently in situ.

Public Open Space Infrastructure

27. The applicant has acknowledged the need to provide for off site informal open space infrastructure and has agreed to provide a scheme to the level of a 2-bedroom dwelling. This would equate to sum of £2,224.90 (index-linked) to be secured by condition.

Highway Safety and Access

28. Burrough Field is a no through road (cul-de-sac) and it is considered that given the likely low impact of traffic generation that would result from a single dwelling in this location, the proposed access is deemed to be of a sufficient width and location, to ensure that it would not be detrimental upon highway safety. It is acknowledged that the access does not provide the normal required standards of pedestrian visibility splays. However, pedestrians are unlikely to approach from the south due to there being no footpath within this location. However, pedestrians approaching the access from the north would be afforded visibility by the proposed 2m x 2m splay. It is considered necessary to define the visibility splay on the ground so that it is maintained and serves its purpose. This is to be achieved by the provision of a landscaped bed. The Local Highway Authority has confirmed that they consider the parking area (within carport) and access to not compromise highway safety and subject to measuring 2.5m by 5.0m is acceptable for car parking.

Car and Cycle Parking

29. Given the sites sustainable location it is considered that the provision of a single parking space is adequate to serve the proposed two-bedroom dwelling. The site would provide cycle storage and is within short walking distance of the proposed Guided Bus stop and local bus services. The nearest facilities to the application site are located upon Cambridge Road and Station Road and are also within walking distance. The proposed side access is considered wide enough to allow cycles to be transported from the rear to the front of the site and vice versa.

Biodiversity

30. The proposed living roof system is considered to provide biodiversity enhancement to the site allowing increase habitat for invertebrates and in turn bird life. In addition this roof system will provide enhanced insulation and energy efficiency to the building by maintaining heat within the winter and cooling the space in the summer.
31. The existing sycamore tree in situ is not considered worthy of a Tree Preservation Order and therefore its removal would not be significantly detrimental to the visual amenity of Burrough Field or the surrounding area. The applicant at any point could remove the tree.

Neighbour Amenity

32. The proposal would be stepped, with two first floor sections maintaining the stagger within the existing building line. As a consequence, the dwelling would be located due south of no.32 Burrough Field allowing an adequate visual break from the first floor bedroom of no.32 and the proposed dwelling to ensure no material loss of sunlight to this bedroom would occur. The proposal would however impact upon sunlight to the front of the no.32, which comprises a garage and driveway; given the use of this space it is not considered that this would be detrimental to the amenity that the occupiers of no.32 currently enjoy. There are full height first floor windows within the rear of the proposal that are orientated westwards to the rear of the plot and to the rear garden of no.32. This orientation is not considered to be any different to that of existing properties within the street scene and would not result in a material loss of

privacy upon the amenity of this property. To the side of no.32 there is an area where a shed, barbeque and external storage are located with the ground levels in this location being higher than that of the application site. This is not considered to be an immediate amenity for this property; nevertheless, the overlooking of this area is not dissimilar to that of other dwellings within the locality

33. The proposal would include a full height, fixed and obscure glazed section to its first floor front elevation, which comprises a bathroom. Therefore no material loss of privacy would occur to the amenity that the occupiers of no.19 Burrough Field currently enjoy (no.19 being situated south of the application site). Due to the existing single storey rear extension to no.19 the full extent of the south elevation of the proposed dwelling, which would be adjacent to the rear garden of no.19 would be 14.5m. The majority of which, including the first floor aspect, being set more than 2m away from the common boundary.
34. In light of the above, the relationship between no.19 and the proposed dwelling would result in a similar relationship to that which exists between nos.17 and 19 Burrough Field at present. This being an approximate 9.7m brick elevation within a metre of the common boundary of no.17. As a consequence it is considered that the proposed development would not result in a detrimental outlook or have an overbearing impact on the amenity that the occupiers of no.19 currently enjoy. This opinion has been arrived at as the proposal has been designed to minimise the impact of this relationship with no.19 through elements such as the roof slope of the front first floor section of the dwelling sloping away from the boundary, the distance off the boundary of the rear first floor element and the use of materials such as timber cladding to soften the visual impact. The single storey element abutting the boundary with no.19 would be 0.6m higher than the existing boundary treatment and would comprise a living roof system, this is considered to further soften the impact of the proposal, providing a low, level, landscaped feature to the boundary. The rear garden of no.19 is due south of the application site and therefore no material loss of sunlight would occur.
35. A condition shall be applied whereby this roof space cannot be used as amenity space and that its planting must be agreed to ensure that the system will sustain a healthy planting scheme. Due to the modest amenity space proposed the use of a living roof is considered, essential in providing a positive, diverse habitat to mitigate the impact of the buildings footprint. As a consequence of this it is considered essential to remove the permitted development rights to this property to ensure that no further extensions or outbuildings can be built. This will ensure the amenity of neighbouring properties is maintained as well as the unique design of the dwelling.

Recommendation

36. Approve, as amended by plan nos. PL2(21)02 Rev B & PL2(21)01 Rev B, date stamped 26th November 2009.

Conditions

1. The development hereby permitted shall be begun before the expiration of 3 years from the date of this permission. (Reason - To ensure that consideration of any future application for development in the area will not be prejudiced by permissions for development, which have not been acted upon.)
2. The dwelling, hereby permitted, shall not be occupied until details of a scheme for the provision of outdoor sports and play space and informal open space infrastructure to meet the needs of the development in accordance with Policies DP/4, SF/10 and

SF/11 of the Local Development Framework Development Control Policies 2007 has been submitted to and approved in writing by the Local Planning Authority. (Reason - To ensure the development provides a suitable level of public open space for occupants of the development, in accordance with Policies DP/4, SF/10 and SF/11 of the South Cambridgeshire Local Development Framework 2007.)

3. Development Framework 2007. The proposed access and parking area shall be provided before the dwelling hereby permitted is occupied and thereafter retained as such. (Reason - In the interests of highway safety in accordance with Policy DP/3 of the adopted Local Development Framework 2007.)
4. The proposed access way shall be hard paved for a distance of not less than 6m from the boundary of the adopted public highway and the site. (Reason - To prevent debris spreading onto the adopted public highway, which may represent a danger to other highway users in the interests of highway safety in accordance with Policy DP/3 of the adopted Local Development Framework 2007.)
5. A visibility splay shall be provided on the north east side of the access and shall be maintained free from any obstruction over a height of 600mm within an area of 2.0m x 2.0m measured from and along respectively the back of the footway. (Reason - In the interest of highway safety in accordance with Policy DP/3 of the adopted Local Development Framework 2007.)
6. During the period of construction, no power operated machinery shall be operated on the site before 0800 hours and after 1800 hours on weekdays and 1300 hours on Saturdays, nor at any time on Sundays and Bank Holidays, unless otherwise previously agreed in writing by the Local Planning Authority. (Reason - To minimise noise disturbance for adjoining residents in accordance with Policy NE/15 of the adopted Local Development Framework 2007.)
7. No development shall take place until details of the materials to be used in the construction of the external surfaces of the buildings hereby permitted have been submitted to and approved in writing by the Local Planning Authority. Development shall be carried out in accordance with the approved details. (Reason - To ensure the appearance of the development is satisfactory in accordance with Policy DP/2 of the adopted Local Development Framework 2007.)
8. Notwithstanding the provisions of the Town and Country Planning (General Permitted Development) Order 1995 (or any order revoking and re-enacting that Order with or without modification), no development within Classes A, B, C and E of Part 1 of Schedule 2 of the Order shall take place unless expressly authorised by planning permission granted by the Local Planning Authority in that behalf. (Reason - In the interests of character and appearance of the surrounding area and neighbour amenity in accordance with Policy DP/3 of the adopted Local Development Framework 2007.)
9. Details of the living roofs shall be submitted to and approved in writing by the Local Planning Authority prior to any superstructure works commencing on site. The green roof shall be:
 - a) Biodiversity based with extensive substrate base (depth 100-150mm);
 - b) Planted/seeded with an agreed mix of species within the first planting season following the practical completion of the building works;

- c) The living roofs shall not be used as an amenity or sitting out space of any kind whatsoever and shall only be used in the case of essential maintenance or repair, or escape in case of emergency. The development shall be carried out strictly in accordance with the details so approved, shall be maintained as such thereafter and no change there from shall take place without the prior written consent of the Local Planning Authority.
- d) Evidence that the roof has been installed in accordance with sub-points a) to b) above shall be submitted to and approved in writing by the Local Planning Authority prior to the first occupation of the development hereby approved. (Reason - To ensure the development provides the maximum possible provision towards creation of habitats and valuable areas for biodiversity in accordance with Policies DP/1, DP/3 and NE/6 of the adopted Local Development Framework 2007.)

Informatives

1. See attached Environment Agency advice regarding soakaways.
2. In relation to condition 3, above, the provision of recreational infrastructure to meet the need as of the development, in accordance with Policies DP/4 and SF/10 of the South Cambridgeshire Local Development Framework 2007, amounts to a financial contribution of £2,244.90, as calculated at the date of this decision. The applicant has agreed to such a contribution and a document under S106 (scheme) is required to secure this.

Background Papers: the following background papers were used in the preparation of this report:

- South Cambridgeshire Local Development Framework Core Strategy DPD (adopted 2007)
- Planning file ref: S/1088/08/F, S/1688/09/F, S/0837/09/F and S/1467/09/F
- South Cambridgeshire Local Development Framework 'Open Space in New Developments SPD'; 'Trees and Development Sites SPD' (2009)
- Circular 11/95
- Circular 05/2005
- Department for Transport, Manual for Streets, adopted in 2007.

Contact Officer: Mike Jones – Senior Planning Officer
Telephone: (01954) 713253