



9 September 2020

Report to: South Cambridgeshire District
Council Planning Committee

Joint Director of Planning and Economic Development

Lead Officer:

20/01085/HFUL – 2 Butt Lane, Great Wilbraham

Proposal: Second floor front extension to provide staircase headroom for additional accommodation and dormers to rear (Re-submission of S/1306/19/FL)

Applicant: Mr & Mrs A. Devereux

Key material considerations: Character / Visual Amenity
Heritage Impact
Residential Amenity
Highway Safety
Other matters

Date of Member site visit: None

Is it a Departure Application?: No

Decision due by: 11 September 2020 (extension of time agreed)

Application brought to Committee because: Referred to Planning Committee by Great Wilbraham Parish Council and the officer recommendation of approval conflicts with the recommendation of Great Wilbraham Parish Council.

Presenting officer: Michael Sexton, Principal Planner

Executive Summary

1. The application seeks planning permission for a second floor front extension to provide staircase headroom for additional accommodation and dormers to the rear.
2. The application site is located within of the development framework boundary of Great Wilbraham. The site also lies within Great Wilbraham Conservation Area. To the west of the site is no.13 High Street, a Grade II Listed Building, the

nearest listed building to the site. Other listed buildings are present further to the north and west of the application site within the main village. To the rear of the site, beyond the Conservation Area boundary, is the Cambridge Green Belt. The site lies within Flood Zone 1 (low risk).

3. Officers are satisfied that the proposed development is acceptable in design and neighbour amenity terms and would not result in significant harm to the character and appearance of the area or the amenities of neighbouring properties. Officers are also satisfied that the proposed development would not result in harm to the designated heritage assets and would therefore preserve their settings and character.
4. The application has been subject to formal consultation with the Council's Conservation Consultant, who raises no objection to the proposed development, subject to conditions to secure appropriate detailing and finishes.
5. Officers consider that, subject to conditions, the proposed development accords with national and local planning policy.

Relevant planning history

6. 20/02527/HFUL – Single storey rear extension replacing an existing conservatory, a single storey detached outbuilding and a new front entrance porch replacing an existing canopy – pending.
7. S/1306/19/FL – Second floor front extension to provide staircase headroom for additional accommodation and dormers to rear – Withdrawn.
8. S/0703/90/F – Four houses and garages – Granted Permission.
9. S/1462/89/F – 3 houses 2 flats and garages – Granted Permission.
10. S/1467/89/CAC – Total demolition – Granted Permission.

Planning policies

National Guidance

11. National Planning Policy Framework 2019
National Planning Practice Guidance 2018
National Design Guide 2019

South Cambridgeshire Local Plan 2018

12. S/1 – Vision
S/2 – Objectives of the Local Plan
S/3 – Presumption in Favour of Sustainable Development
S/4 – Cambridge Green Belt
S/7 – Development Frameworks

S/10 – Group Villages
CC/6 – Construction Methods
HQ/1 – Design Principles
NH/8 – Mitigating the Impact of Development in and adjoining the Green Belt
NH/14 – Heritage Assets
TI/3 – Parking Provision

South Cambridgeshire Supplementary Planning Documents (SPD):

13. Sustainable Design and Construction SPD – Adopted January 2020
District Design Guide SPD - Adopted March 2010
Listed Buildings: Works to or affecting the setting of SPD – Adopted July 2009
Development Affecting Conservation Areas – Adopted January 2009

Consultation

14. **Great Wilbraham Parish Council** – Objection.

Except for a newly co-opted Parish Councillor, members of Great Wilbraham Parish Council agreed unanimously to object to this application with the following comments:

- The proposed major changes to this house are incongruous in this setting, due to the design, scale, massing, and character within a Conservation Area, and effect on near neighbours. There are also environmental concerns.
- When the courtyard setting was designed and built, careful attention was given to the way it was integrated into the local environment, particularly being close to an important listed building in the Conservation Area, and other older properties. The proposed changes radically alter the character of this already large house within the setting of the four houses in the courtyard.
- The changes to the roof with extensions and addition of many extra windows, makes the overlooking of near neighbour's houses and gardens unacceptable, and will radically affect the enjoyment of their properties. The design and appearance will be dominant and incongruous within the setting.
- PC Members and near neighbours are concerned that it will be a difficult build, given the complexity of the proposed changes, with very little room to effectively manage the work. Parking is limited within the courtyard and outside the house. Butt Lane becomes a green lane and footpath just outside 2, Butt Lane, and there is limited room for contractors' vehicles without causing much disturbance and disruption. Importantly, there needs to be free access for farm and agricultural vehicles, which regularly use Butt Lane.
- Any works would require a robust enforceable traffic management plan to show how the work can be achieved without affecting near neighbours and users of Butt Lane.

- Having consulted with near neighbours, many have serious concerns about the proposed plans.

Following a request from the case officer for clarification on whether the Parish Council wished to refer the application to Planning Committee the Clerk confirmed that the Parish Council would like to refer the application by email on 25 March 2020. A further email from the Clerk on 26 March 2020 to the case officer stated:

I have just been advised we should give additional reasons for referring this application to the full planning committee along with the comments already submitted.

Members would like to emphasise the main reasons for referring are: -

- Because it's a resubmission of previous one that was withdrawn because they were advised it would not be likely to be approved. The change from that one is very small and doesn't alter previous concerns.
- Nature of courtyard setting makes it a special case.
- Importance of conservation area in our village.

15. **Conservation Consultant** – No objection, subject to conditions.

No 2 is a relatively modern dwelling within a courtyard setting on the edge of the village and the Great Wilbraham Conservation Area which does not have the benefit of a Conservation Area Appraisal. There are limited views of its principal elevation between frontage buildings on the High Street. The closest listed buildings are at No 13 High Street, Chestnut View Temple End House and the Dovecote to No 27 (Temple End Farm) all of which are listed Grade II and have no inter-visibility with the site due to intervening properties.

The original proposals were withdrawn and following negotiation have been modified to result in the initial single flat roofed rear dormer proposal being replaced by two pitched roof dormers with a fenestration pattern to match the windows to the lower floor and the catslide roof, required to provide headroom over the stairs, increased in pitch to a more traditional form as this latter feature will be glimpsed through gaps in the High Street frontage.

The impact on the conservation area and the settings of the Listed Buildings is considered minimal.

Taking the above into account, I consider that the proposal will preserve or enhance the character or appearance of the conservation area subject to the conditions indicated below.

Will not be detrimental to the setting of the Listed buildings

Will comply with Local Plan policy NH/14.

With reference to the NPPF and the effect on the significance of the heritage

asset, paragraphs 189 and 196 would apply.

Conditions: In addition to samples of materials to be used to be submitted and approved by the LPA, constructional details/sections to a scale of 1:10 of the windows should be submitted & approved by the LPA in order to ensure they are of appropriate material and design.

Representations from members of the public

16. 2 representations have been received from neighbouring properties raising objection to the proposed development. Full redacted versions of these comments can be found on the Council's website. In summary the following concerns have been raised:
- All 4 surrounding properties have rights of access and parking rights within the courtyard.
 - Contractor parking – not enough space in the courtyard or Butt Lane, impact on movement of neighbours.
 - Contravenes restrictive covenants attached to the properties.
 - Highway safety impact.
 - Impact on existing courtyard development (with a lot of planning restrictions already imposed); a single property would dominate the courtyard and would not be in keeping.
 - Loss of privacy.
 - No consideration from the applicants to the disruption to neighbours caused by a project of this size in a small courtyard.
 - Overbearing impact.
 - The existing transport infrastructure would not support a development of this size and magnitude.

The site and its surroundings

17. The application site is located within of the development framework boundary of Great Wilbraham on the southern edge of the village. The site also lies within Great Wilbraham Conservation Area. To the west of the site is no.13 High Street, a Grade II Listed Building, the nearest listed building to the site. Other listed buildings are present further to the north and west of the application site within the main village. To the rear of the site, beyond the Conservation Area boundary, is the Cambridge Green Belt (approximately 15 metres to the rear of the application property). The site lies within Flood Zone 1 (low risk).

The proposal

18. This application seeks planning permission for a second floor front extension to provide staircase headroom for additional accommodation and dormers to the rear. The application is a re-submission following the withdrawal of planning application S/1306/19/FL.

Planning Assessment

Key Issues

19. The key issues to consider in the determination of this application are the impact on character / visual amenity and Adjacent Green Belt, heritage impact, residential amenity, highway safety and other matters.

Character / Visual Amenity and Adjacent Green Belt

20. The existing property is a two storey link-detached building finished in multi-blend facing brickwork with a plain tiled roof and an adjoining garage and utility room to the front which are finished in dark timber boarding with a red pantile roof. The property is linked to no.5 High Street by garages and a roofline with an undercroft which provides access to the forecourt to three houses from Butt Lane. The property has a shared access with no.4 Butt Lane and no.5 High Street.
21. The application seeks planning permission to provide further living accommodation within the roofspace of the existing property. This would be achieved through the development of a front catslide dormer window to provide staircase headroom for access, three rooflights and two rear pitch-roofed dormer windows to provide additional living space and headroom.
22. Policy HQ/1 of the Local Plan requires all new development to make a positive contribution to its local and wider context. Development proposals should, appropriate to their scale and nature, preserve or enhance the character of the local urban and rural area and respond to its context in the wider landscape (criterion 1a) and be compatible with its location and appropriate in terms of scale, density, mass, form, siting, design, proportion, materials, texture and colour in relation to the surrounding area.
23. The proposed development to the front of the property comprises a large catslide dormer window to serve the new staircase access to the roofspace and the installation of three rooflights. The proposed dormer window, as amended, has been designed to the minimum pitch required to achieve the necessary headroom for access (i.e. building regulations), seeking to restrict its scale, bulk and visual impact on the character of the existing property and wider area, responding to the context of the site. The materials to be used in the construction of the catslide dormer window are to match those of the existing building, a detail which is considered appropriate to the context of the site and a detail which can be secured by condition.
24. Officers acknowledge that the proposed catslide dormer would introduce a new feature within the front elevation of the existing property and its roofslope. However, it is considered to be acceptable in terms of its design, proportion and materials and not to result in significant harm to the character and appearance of the existing property or to introduce a design feature which would dominate the courtyard arrangement of the site. The three rooflights proposed are

relatively modest in their proportions and are considered to be acceptable additions to the front roofslope of the property.

25. In terms of the developments impact on the wider area, given the courtyard arrangement of the site and the existing development which fronts the High Street to the north of the host dwelling, the proposed front dormer window and rooflights would have an extremely limited and negligible presence within the wider street scene and would only be perceived and experienced within the immediate vicinity of the forecourt. Views of the development from Butt Lane would also be largely obscured by the adjoining garage and a roofline with an undercroft link element to no.5 High Street and their associated roofslope, with only the easternmost rooflight being directly evident from street scene views.
26. Officers also note that the adjacent neighbouring property, no.4 Butt Lane, has similar features within its front elevation and roofslope through a pitched roof dormer with doors onto a small balcony area, a feature which cuts through the front eaves line of the property and projects from the plane of the roofslope. The main building of no.4 also contains two rooflights, with a further two rooflights present on the forward projecting single storey element and garage of no.4.
27. Overall, officers consider the development of a front catslide dormer window and rooflights to be acceptable in design terms.
28. The proposed development to the rear of the property comprises two separate pitched roof dormer windows. The proposed dormer windows are considered to be proportionate and acceptable additions to the existing property, which would again be finished in materials to match and an appropriate design response to the context of the site. As amended, the design of the rear dormer windows mirrors the glazing bar arrangements of the existing windows to the rear of the property, which is again considered to be an appropriate design response.
29. Being located to the rear of the property the proposed dormer windows would have a limited impact on views from the public realm, with only limited views being available from the bridleway and public footpath to the side and south-east of the site, noting the screening which is afforded by an established row of trees and hedgerows on the eastern boundary of the site.
30. Overall, officers consider the development of two rear pitched roof dormer windows to be acceptable in design terms.
31. Subject to conditions, the proposal is considered to accord with policy HQ/1 of the Local Plan.
32. To the rear of the site is the Cambridge Green Belt. Given that the proposed development is confined to the footprint of the existing building and would only result in extensions beyond the plane of the existing front and rear roofslopes, the proposed development is not considered conflict with the aims and objectives of the adjacent Green Belt. It would not, in this instance, be necessary to impose landscape conditions in order to ensure that the impact on

the Green Belt is mitigated.

33. The proposal is considered to accord with policy NH/8 of the Local Plan.

Heritage Impact

Policy Context

34. Section 66 of the Planning (Listed Building and Conservation Areas) Act 1990 requires decision-makers to, in considering whether to grant planning permission for development which affects a listed building or its setting, have special regard to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses.
35. Section 72 of the Planning (Listed Building and Conservation Areas) Act 1990 states that special attention shall be paid to the desirability of preserving or enhancing the character or appearance of that area.
36. Chapter 16 of the National Planning Policy Framework (NPPF) 2019 focuses on conserving and enhancing the historic environment.
37. Paragraph 193 of the NPPF states that when considering the impact of a proposed development on the significance of a designated heritage asset, great weight should be given to the asset's conservation (and the more important the asset, the greater the weight should be). This is irrespective of whether any potential harm amounts to substantial harm, total loss or less than substantial harm to its significance.
38. Paragraph 194 of the NPPF states that any harm to, or loss of, the significance of a designated heritage asset (from its alteration or destruction, or from development within its setting), should require clear and convincing justification.
39. Paragraph 196 states that where a development proposal will lead to less than substantial harm to the significance of a designated heritage asset, this harm should be weighed against the public benefits of the proposal including, where appropriate, securing its optimum viable use.
40. Paragraph 200 of the NPPF states that Local Planning Authorities should look for opportunities for new development within Conservation Areas, to enhance or better reveal their significance. Proposals that preserve those elements of the setting that make a positive contribution to the asset (or which better reveal its significance) should be treated favourably.
41. At a local level, chapter 6 of the South Cambridgeshire Local Plan deals with protecting and enhancing the natural and historic environment.
42. Policy NH/14(1a) of the Local Plan states that development proposals will be supported when they sustain and enhance the special character and distinctiveness of the district's historic environment including its villages and

countryside and its building traditions and details.

43. Policy HQ/1 of the Local Plan requires all new development to make a positive contribution to its local and wider context. Development proposals should, appropriate to their scale and nature, conserve or enhance important natural and historic assets and their setting (criterion 1d).

Assessment of the Proposal

44. The nearest listed building to the site is no.13 High Street, a Grade II listed building. The site is located approximately 20 metres east of the boundary of no.13 and 35 metres from the building of no.13 itself. Between this listed building and the application site are the built forms of no.4 Butt Lane and no.7 High Street. Further to this, the eastern portion of the grounds of no.13 is covered by a Tree Preservation Order. There is therefore limited to no inter-visibility between no.13 High Street and the application site. Therefore, the application site is not considered to form a direct part of the setting of no.13 as the two are not read in conjunction with one another.
45. The design and scale of the development proposed is such that the development is considered to result in no harm to the setting of no.13 High Street.
46. To the north of the site is no.5 Angle End, a Grade II listed building. The site is located approximately 50 metres from the southern boundary of no.5 and 60 metres from the building of no.5 itself. Between this listed building and the application site is no.5 High Street. There is limited to no inter-visibility between no.7 Angle End and the application site. Therefore, the application site is not considered to form a direct part of the setting of no.7 as the two are not read in conjunction with one another.
47. The design and scale of the development proposed is such that the development is considered to result in no harm to the setting of no.7 Angle End.
48. In terms of impact on the Conservation Area, as noted above, the overall design of the proposed development is considered acceptable and to be compatible with its location in terms of design, proportion and materials. The development has limited to no impact on the wider context of the site as the development is only evident within the immediate vicinity of the site. Officers note that there are other examples of dormer windows within Great Wilbraham Conservation Area of varying design and scales, therefore the proposal is not introducing a feature which is incongruous to the overall character and appearance of the Conservation Area. Overall, the proposal is not considered to result in harm to the character and appearance of the Conservation Area.
49. The application has been subject to formal consultation with the Council's Conservation Consultant who raises no objection to the proposed development, stating that the impact on the conservation area and the settings of the Listed Buildings is considered minimal and that the proposal will preserve or enhance

the character or appearance of the conservation area subject to conditions.

50. To ensure that the final detailing of the development is acceptable to the context of the site, officers consider it reasonable and necessary to impose conditions for materials and constructional details / sections of the windows to ensure the development accords with relevant national and local planning policy.
51. Paragraph 196 of the NPPF is not engaged in this instance as the proposed development is not considered to result in less than substantial harm. As noted above, the proposal is not considered to result in harm to the designated heritage assets in this instance.
52. Officers consider the setting of nearby listed buildings and character and appearance of the conservation area would be preserved in accordance with Sections 66 and 72 of the Planning (Listed Building and Conservation Areas) Act 1990, policies HQ/1 and NH/14 of the Local Plan and NPPF guidance.

Residential Amenity

53. The proposed dormer windows would not project forward of the front or rear elevations of the existing property, they would only project beyond the plane of the slope of the existing roofline. The front dormer window would face out onto the forecourt which separates the host dwelling and no.4 Butt Lane and no.5 High Street, while the rear dormer windows would face out over the private garden area of the application site. Given the design of the proposed development at the siting in relation to neighbouring properties, the proposed development is not considered to result in a significant loss of light or overbearing impact to neighbouring properties.
54. In respect to privacy and overlooking, paragraph 6.68 of the Council's District Design Guide details that to prevent the overlooking of habitable rooms to the rear of residential properties and rear private gardens, it is preferable that a minimum distance of 15 metres is provided between the windows and the property boundary. For two storey residential properties, a minimum distance of 25 metres should be provided between rear or side building faces containing habitable rooms, which should be increased to 30 metres, for 3 storey residential properties.
55. The proposed front dormer window would be located approximately 17 metres from the boundary of no.5 High Street to the north beyond which is the private amenity space for this property. The boundary treatment here comprises a brick wall with trellis above with some established planting and climbers. There are no first floor windows on the southern elevation of no.5 which would face directly towards the host dwelling.
56. The proposed front dormer window would serve a staircase, a non-habitable room. Given the degree of separation and the fact that the window serves a staircase, the proposed front dormer window is not considered to result in a significant loss of privacy to no.5 High Street. Officers also note that although the dormer window would be in a slightly elevated position above first floor

windows, there are existing first floor windows facing towards no.5 which serve habitable rooms.

57. The proposed rear dormer windows would face towards the rear private garden area of the host property, providing direct views over the applicant's own garden area. Officers acknowledge that oblique views would be afforded towards the private garden area of no.4 Butt Lane, the adjacent neighbouring property. However, there are existing first floor rear windows serving habitable rooms which already provide oblique views towards the garden area no.4 Butt Lane from the host dwelling. Therefore, officers do not consider that the proposed dormer windows, while at a higher vantage point, would result in a significant loss of privacy to no.4, noting the oblique views which are already available.
58. The proposed development has been assessed in terms of loss of light, loss of privacy and overbearing impact and is not considered to result in significant harm to the amenities of neighbouring properties.
59. The proposal is considered to accord with policy HQ/1 of the Local Plan.

Highway Safety

60. The proposed development itself is not considered to result in significant harm to highway safety in that there are no alterations proposed to the access of the site. However, officers acknowledge the potential impact of the development during the construction phase, an area of concern which has been expressed locally given the constraints of the site for contractor parking and the storage of materials.
61. Officers therefore consider, in this instance, that it would be reasonable to impose a condition requiring details of contractor parking and storage of materials, to ensure that the development does not result in significant harm to highway safety and the amenities of neighbouring properties during the construction phase.
62. Subject to the recommended conditions the proposal is considered to accord with policies HQ/1 and TI/2 of the Local Plan and NPPF guidance.

Other Matters

Pre-Commencement Conditions

63. All pre-commencement conditions have been agreed in writing with the agent in advance of issuing a decision.

Third Party Comments

64. The comments made in third-party representations are noted, with many points already considered in the report. The remaining matters raised are considered

below.

65. It has been noted that all surrounding properties have a right of access and parking rights within the courtyard. As noted above, a traffic management plan condition is considered appropriate given the constraints of the site to protect the amenities of neighbouring properties. Any rights of access would be a legal / civil matter which would be separate matter to the planning application and its determination.
66. Representations have raised restrictive covenants on the properties. Any 'covenants' which may be in place on the property / properties would be a legal / civil matter which would be separate matter to the planning application and its determination.
67. Reference has been made to the original courtyard development and that a lot of planning restrictions were imposed. The decision notice for planning application S/0703/90/F, which granted permission for the erection of four houses and garages, imposed conditions for details of materials, planting, windows and doors and protective fencing. These are conditions typical of the type of development and its constraints (i.e. conservation area).
68. One representation details that the existing transport infrastructure would not support a development of this size and magnitude. The application is a householder development for a relatively small development which would not result in an impact on transport infrastructure. Matters relating to contractor parking and storage of materials are dealt with by condition.

Planning balance and conclusion

69. For the reasons set out in this report, officers consider the planning application to be acceptable in accordance with relevant national and local planning policies, and having taken all relevant material considerations into account, it is considered that planning permission should be granted in this instance.

Recommendation

70. Officers recommend that the Planning Committee approves the application subject to no further matters arising from the 21-day consultation on the amended redline boundary and provision of Certificate B (consultation expiry date: 09 September 2020) and planning conditions.

Conditions

- a) 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).

- b) The development hereby permitted shall be carried out in accordance with the following approved plans: Drawing numbers 01 PL3 and 02 PL3.
(Reason –To facilitate any future application to the Local Planning Authority under section 73 of the Town and Country Planning Act 1990.)
- c) No development shall take place until precise details of the following have been submitted to and approved in writing by the Local Planning Authority:
- i. Details of the materials to be used in the construction of the external surfaces of the dormer windows.
 - ii. Constructional details and sections to a scale of 1:10 or 1:20 of the dormer windows and rooflights.

Works shall be carried out in accordance with the approved details.

(Reason - To ensure the appearance of the development is satisfactory in accordance with Policies HQ/1 and NH/14 of the South Cambridgeshire Local Plan 2018).

- d) No development shall take place until a traffic management plan has been agreed with the Local Planning Authority. The principle areas of concern that should be addressed are:
- i. Arrangements for contractor parking and storage of materials.
- Works shall be carried out in accordance with the approved details.
(Reason - In the interests of residential amenity and highway safety in accordance with Policies HQ/1, CC/6 and TI/2 of the South Cambridgeshire Local Plan 2018).

Background Papers

The following list contains links to the documents on the Council's website and / or an indication as to where hard copies can be inspected.

- South Cambridgeshire Local Plan 2018
- South Cambridgeshire Supplementary Planning Documents (SPDs)
- Planning File References: 20/01085/HFUL, 20/02527/HFUL, S/1306/19/FL, S/0703/90/F, S/1462/89/F, S/1467/89/CAC.

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