
MAIN CASE

Reference No: 17/01258/FUL

Proposal: Multiple extensions to dwelling with addition of new access, single carport & parking (Part Demolition)

Site Address: 38 High Street Chippenham Ely Cambridgeshire CB7 5PR

Applicant: Townsend Paddock Ltd

Case Officer: Oli Haydon, Planning Officer

Parish: Chippenham

Ward: Fordham Villages
Ward Councillor/s: Councillor Joshua Schumann
Councillor Julia Huffer

Date Received: 20 July 2017 **Expiry Date:** 3rd November 2017

[S157]

1.0 **RECOMMENDATION**

1.1 Members are recommended to APPROVE the application subject to the recommended conditions below:

- 1 Approved Plans
- 2 Time Limit -FUL/FUM/LBC
- 3 Sample materials
- 4 Access Restriction – Gates, fences and walls
- 5 Pedestrian visibility splays
- 6 Access drainage
- 7 Boundary treatments
- 8 Obscurely Glazed Windows

2.0 **SUMMARY OF APPLICATION**

2.1 The application seeks consent for the extension of the existing dwelling at 38 High Street. The extensions comprise major works to the appearance and layout of the dwelling including two-storey gable-end side extensions and a new single carport to the rear.

2.2 The full planning application, plans and documents submitted by the Applicant can be viewed online via East Cambridgeshire District Council's Public Access online service, via the following link <http://pa.eastcambs.gov.uk/online-applications/>.

Alternatively a paper copy is available to view at the East Cambridgeshire District Council offices, in the application file.

2.3 The application was called-in to Planning Committee by Cllr Huffer as there is a lot of local concern regarding this site and the neighbouring proposal.

3.0 **PLANNING HISTORY**

3.1

17/00556/FUL	Demolition of Existing Dwelling allowing for Residential Development; 2 No. Dwellings, Access, Parking & Associated Site Works	07.06.2017 (WITHDRAWN)
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4.0 **THE SITE AND ITS ENVIRONMENT**

4.1 The site is located within the defined development envelope for Chippenham and in Chippenham Conservation Area. The site comprises a detached modest dwelling with a vacant plot to the rear. The site is located on the corner of Scotland End and High Street and is opposite the Grade-II listed buildings at 36 High Street and Manor Farmhouse.

4.2 The two-storey dwelling at 38 High Street is of a modern construction and design in contrast to the other more traditional buildings located within the wider Conservation Area,.

4.3 The vacant area to the rear of 38 High Street is subject to a current application for two detached dwellings (17/01257/FUL); this application is being considered at this Planning Committee meeting. The site already has permission for a single dwelling (15/00916/FUL).

5.0 **RESPONSES FROM CONSULTEES**

5.1 Responses were received from the following consultees and these are summarised below. The full responses are available on the Council's web site.

Chippenham Parish Council – “Concern was voiced about the above application and the parish council wish to object to this application for the following reasons:

1. The multiple extensions are an over-development of the site. It leaves very little green space around the building.

2. The style of the house is not in keeping with the conservation area within which it would sit.

3. The parking provision for the property has not been thought through. Tandem parking is rarely used for more than one car because of the inconvenience of moving cars to get on and off the drive. The long drive will necessitate backing up to park or more likely reversing out onto what is an already busy junction.

4. Chippenham has no public transport and therefore the majority of adults and young people of driving age have their own vehicle. A house of this size could easily accommodate 4 people of driving age.
5. The Village Hall Committee is concerned about parking and access to the hall. They already experience problems with overflow parking from Scotland End and the High Street using the hall car park for personal parking and they are concerned that inadequate parking provision for any new houses will exacerbate this problem.
6. The original plot size has been reduced to accommodate the proposed development of 2 x 3 bed houses on the adjacent land. Therefore the impact of this is that a bigger house is being proposed for a smaller plot than the existing 3 bed house which currently occupies the site.
7. The council is concerned about the high fence which is proposed and how that would look from the High Street.
8. The council is concerned about overlooking and privacy for The Old Police House next door.
9. The application for 2 x 3 bed houses (17/01257/FUL) has been submitted by the same developer and should be considered alongside this application as they both have a bearing on each other.

The Parish Council would like to see a smaller property which is in keeping with the properties along the High Street and adequate (not tandem) off road parking for at least 2 vehicles.”

Conservation Officer – *Following amendments:* “The amendments have addressed the majority of concerns raised previously in relation to the design of the proposed dwelling and the front boundary treatment.”

Original Comments: “This application affects a property located within Chippenham conservation area and within close proximity to listed buildings. Any development should take care to preserve or enhance the character and appearance of the area and not have a detrimental impact.

The proposal seeks consent for a number of alterations to the existing dwelling to enlarge it from a 4 bed dwelling with a detached car port. Effectively the scheme is for the complete remodeling of the house to create what is effectively a new dwelling.

Heritage Statement

Paragraph 128 of the NPPF states that “applicants are required to describe the significance of any heritage assets affected, including any contribution made by their setting”. The statement gives a brief summary of the assets affected but doesn’t go into any detail about their significance.

No attempt has been made to show how the proposal relates to the street scene, conservation area or the listed building immediately opposite. The site will be highly

visible in the street scene and I am struggling to see how the agent has met the requirements of the NPPF as detailed above.

The Proposal

I have some concerns regarding the proposed development in terms of scale and design and the impact that it is likely to have on the character and appearance of the conservation area as well as the setting of the nearby listed building.

The proposed dwelling has been designed symmetrically to feature a double frontage facing High Street. Overall the design is simple in detail and features materials which would relate to the surrounding area. However, the use of wrap around windows to the front elevation does not work visually; there is sufficient scope to limit the use of bi-folding doors to the NE elevation which would allow for a more appropriate fenestration detail to the front.

The proposed utility room should be removed. This unbalances the elevation and is out of proportion with the rest of the property. It is not space which would be essential as it could be provided in the area shown as a study which would still be accessible from the kitchen.

The use of a false chimney stack over the kitchen area and then the proposed flue to the living room is also not appropriate. This is one of the most visible elevations within the street scene and if a flue is required then it should be incorporated into a fully functioning and properly designed chimney stack.

The proposal also includes the installation of a 1.8m high close boarded fence to the front and side of the site. This is not an appropriate addition to the street scene in this location. If privacy is the reasoning behind this, then a properly constructed masonry wall could be provided which would be entirely in keeping with the character of the area, however I would not like to see this at 1.8m in height.

Amendments should be sought in terms of design and the quality of the supporting information.”

Ward Councillors – Cllr Huffer requested the application be debated at Planning Committee due to the amount of local concern regarding the proposal.

Historic England – “On the basis of the information available to date, we do not wish to offer any comments.”

Local Highways Authority – “The Highways has no objections in principal to this application. East Cambs are the parking and planning authority for the district. As such they are responsible for all conditions as seen as required to facilitate any development. The highways authority are a consultee in the process and not the approving authority. Therefore my recommended conditions are to mitigate the impact on the highway only and are requested on a case by case basis.”

No further comments were added by the LHA following a reconsultation.

5.2 **Neighbours** – 36 neighbouring properties were notified, a site notice was posted and an advert was placed in the Cambridge Evening News and the 14 responses

received are summarised below. A full copy of the responses are available on the Council's website.

- Cars will park on Scotland End or in the Village Hall car park
- Dangerous junction with High Street
- Congestion during village hall events
- Impact on deliveries and emergency services for Scotland End
- Not in keeping with Conservation Area
- Not enough garden space on the plan
- Overdevelopment
- Loss of privacy for neighbours
- Overlook 37 High Street
- This application should be considered with the neighbouring site
- Covenant restricting the number of dwellings within Scotland End
- The border of the application site is not owned by the applicant
- Tandem parking will lead to users reversing onto dangerous road
- Increase traffic on Scotland end
- Driveway not wide enough to open car door
- Impact on Listed buildings
- Chippenham has no facilities to support new housing
- Lack of synergy with surrounding properties
- Harm to the street-scene
- Inadequate public transport
- Chippenham does not need these proposals
- Loss of green space
- Disregard for surrounding density
- Scotland End is a frequently used road by recycling lorries, mobile libraries, street cleaners and oil tankers.
- Vehicle movements would pose threat to pedestrians attending meetings at the Parish Council
- Tandem parking should be avoided – will block bin store area
- No provision for disabled parking
- Not compliant with SPD Design Guide
- Disturb rural feel
- Alter character and tranquillity of the area and setting of the village
- Not compliant with ENV1
- Overlooking on neighbouring dwellings
- Overbearing on 37 High Street
- Noise disturbance and light pollution
- 38 Currently contributes to views in and out of the Conservation Area, this will be spoiled.
- No space for planting
- Disharmonious with street scene of Conservation Area.
- Demolition within the Conservation Area should be limited
- Potential sub-division for rental
- Contrary to Title Deeds
- Inadequacies within the Design, Access and Heritage Statement

- Village gates will be locked reducing the space for turning within Scotland End
- Disturbance during construction
- Unlikely that residents will use the tandem parking
- Not enough garden space
- The new property is likely to be multiple occupancy
- Impact on habitat from Pollution

6.0 The Planning Policy Context

6.1 East Cambridgeshire Local Plan 2015

ENV 2 Design
 GROWTH 2 Locational strategy
 COM 7 Transport impact
 COM 8 Parking provision
 ENV 11 Conservation Areas
 ENV 12 Listed Buildings

6.2 Supplementary Planning Documents

Design Guide
 Developer Contributions and Planning Obligations

6.3 National Planning Policy Framework 2012

7 Requiring good design

6.4 Proposed Submission Local Plan 2017

LP22 Achieving Design Excellence
 LP3 The Settlement Hierarchy and the Countryside
 LP17 Creating a Sustainable, Efficient and Resilient Transport Network
 LP27 Conserving and Enhancing Heritage Assets
 LP28 Landscape, Treescape and Built Environment Character, including Cathedral Views
 LP25 Managing Water Resources and Flood Risk

7.0 PLANNING COMMENTS

7.0.1 The proposal seeks consent for multiple extensions to 38 High Street. This would consist of the partial demolition of the existing detached dwelling. The main considerations are the principle of development, the visual impact, historic environment impact and impact on residential amenity.

7.1 **Principle of Development**

7.1.1 The site is located within the defined development envelope for Chippenham where the principle of residential development is acceptable. The proposal is considered to

be compliant with LP1, LP3 of the Proposed Submission Local Plan 2017 and GROWTH2 of the 2015 Local Plan.

7.2 Residential Amenity

- 7.2.1 The proposed extensions would result in a dwelling 15.1m in width, 7.7m in depth and 8m in height. The extensions have been designed to be behind the existing building line of the neighbouring 37 High Street and the Chippenham Village Hall. The dwelling will be of a traditional design and materials will be secured by condition.
- 7.2.2 The neighbouring dwelling to the north is 37 High Street, a large detached two-storey dwelling with several extensions. The neighbouring dwelling is located 9m from the proposed northern elevation of Number 38, with a single ground floor window serving the lounge of Number 37 approximately 17m from Number 38. It is considered that the cumulative impact of the extensions on this neighbouring property will neither constitute harmful overbearing nor harmful overlooking. The extensions have been designed to ensure the northern facing windows are obscurely-glazed and pose no threat to the privacy of the neighbours to the north. Furthermore, a 1.8m high close-boarded fence is proposed on the northern boundary, to further protect the amenity of the residents of both 37 and 38 High Street.
- 7.2.3 Another relevant aspect is the impact of the extensions on the proposed two dwellings to the northeast. These are being considered at this Planning Committee meeting (17/01257/FUL) and would be situated 4m from the rear elevation of 38 High Street. As with the northern boundary, all first-floor windows proposed will be obscurely glazed to negate any overlooking impact. The proposed dwellings are of a similar size to the extended Number 38 and there is little built form that will impact on the rear private amenity space of the two proposed dwellings. It's considered that the residential amenity of the future occupiers of the two proposed dwellings (under consideration) to the NE will not be significantly and demonstrably impacted upon by these extensions. Furthermore, the existing dwelling at 38 currently has overlooking rear windows and it could be argued that the amenity of any future residents of the adjacent plot will be improved by this proposal. The 2.4m high (eaves) cart lodge located in the north-eastern corner of the site will protrude 0.6m over the proposed boundary fence. This is not significant overbearing of built form to warrant outright refusal of the scheme.
- 7.2.4 The proposed private amenity space for 38 High Street comprises an enclosed garden in the northern section of the site. This will be enclosed by a boundary hedge and fence and will be well in excess of the 50sqm guidelines as set out in the Design Guide SPD. The scheme is considered compliant with Local Plan 2015 Policy ENV2 and Proposed Submission Local Plan 2017 Policy LP22.

7.3 Visual Amenity

- 7.3.1 The proposal seeks to construct several extensions around the existing dwelling at 38 High Street. The core of the dwelling will remain albeit redesigned to create a new aesthetic and resulting in a dwelling without the appearance of being subject to multiple extensions. The proposed extensions will result in a dwelling in keeping

with the surrounding density and scales. Amendments have been made from the previous application to reduce the scale and bulk and it is considered to cause minimal harm to the character and appearance of the area. The site is located within Chippenham Conservation Area and the impact will be judged as part of section 7.4 of this report.

- 7.3.2 The applicant has provided justification for the design within the Design, Access and Heritage Statement and acknowledges that the area is made up of mix of traditional and modern designs with most detached and two-storey properties characterised by pantile and slate roofs over rendered and facing brickwork. A condition will be placed on any approval to ensure materials are submitted to the Local Planning Authority to ensure a visual cohesion with the wider area can be achieved.
- 7.3.3 The access and parking for the site is to be to the rear, off Scotland End, and therefore the scheme will not result in a prevalence of vehicles within the street-scene of Chippenham High Street.
- 7.3.4 It is considered that the extensions, albeit not necessarily subservient, would create a new overall aesthetic for the dwelling and not appear as a later attachment. It is considered that these special circumstances allow for a different interpretation from the standard extension guidance outlined in the SPD Design Guide. The proposal would create a positive relationship with the existing remodelled dwelling at No. 37 and provide sympathetic screening along High Street comprising a high native species hedge and low picket fence. The existing dwelling makes little to no contribution to the street-scene of High Street and there is deemed to be negligible overall impact in the street-scene arising from this proposal. The scheme provides sufficient parking, amenity space and accommodation, compliant with Local Plan Policy ENV2 and Proposed Submission Local Plan Policy LP22.

7.4 Historic Environment

- 7.4.1 The site is located within Chippenham Conservation Area and opposite the Grade-II listed buildings of 36 High Street and Manor Farmhouse as such any development should take care to preserve or enhance the character and appearance of the area and not have a detrimental impact. The Conservation Officer originally raised concerns regarding certain design aspects of the scheme and a failure to acknowledge the designated heritage assets in the locality. Amendments were provided which the Conservation Officer accepted and subsequently removed their objections. Additionally, Historic England were consulted and chose to offer no comments with regards to this scheme.
- 7.4.2 The proposal seeks to demolish part of the dwelling at 38 High Street in order to accommodate the new extensions and the neighbouring residential proposal (17/01257/FUL). Policy ENV11 of the 2015 Local Plan states that complete demolition within Conservation Areas will only be accepted under certain circumstances. The block plan shows the rear store and part of the kitchen being removed with the existing southern elevation being extended. Planning Inspectorate decisions seek to prohibit partial demolition in situations where the building makes a positive contribution to the locality or where it would result in the loss of a significant heritage asset. Cases for partial demolition within the conservation area are considered by the Planning Inspectorate on a case-by-case basis as the varying

typologies within these areas result in differing contributions made to an area's historic value. In this case, the Conservation Officer and the LPA consider the existing dwelling to offer no architectural, historic or visual significance to the historic core of Chippenham and this comprehensive proposal will have a minimal net impact on the street-scene. Furthermore, Historic England have raised no objections to the partial demolition of the dwelling at 38 High Street. The loss of the built fabric at the rear of the existing dwelling to facilitate the extensions and the addition of a driveway are considered to be justified in the context of the scheme as a whole. The newly created aesthetic that 38 High Street will have will sit cohesively alongside the modern dwelling at Number 37 and have little bearing on the historic significance of the listed buildings opposite. The proposed boundary treatments including a native hedge and low picket fence, along with sensitively selected construction materials, could further improve the contribution that 38 High Street makes to the Chippenham Conservation Area.

- 7.4.3 It is considered that the scheme will not detract from the visual significant of the listed buildings opposite. The southwestern side of High Street comprises a traditional collection of dwellings and the Manor Farm Barns complex, which contains the listed 36 and Manor Farmhouse. The street-scene containing the application site comprises the modern estate of Scotland End, the village hall and Number 38 and 37, neither of which contribute to the historic complex opposite. Any visual changes to this side of High Street are likely to be read as part of this less-traditional street-scene and thus garner minimal weight with regards to their heritage impact. It is therefore considered that the scheme is compliant with Local Plan 2015 policies ENV11 and ENV12 and Proposed Submission Local Plan 2017 Policies LP27.

7.5 Highways

- 7.5.1 The proposal seeks consent to create a new driveway for 38 High Street, along the rear elevation, with a single-carport located at the end of the driveway. The proposal features two parking spaces in tandem orientation, with access onto Scotland End. The current parking situation for 38 High Street is that no off-street parking provision is supplied, leading to the occupiers relying on High Street and Scotland End for their parking. The 2017 Proposed Submission Local Plan states in the 'Additional Guidance for Dwellings' that tandem parking should be avoided to prevent parking spaces blocking one another. However, it is considered in these circumstances that, as the proposal is introducing parking where at present there is none, this weighs significantly in favour of this proposal. In conclusion, this scheme will allow the future occupiers of this dwelling to park off the street and alleviate the local parking concerns that several residents have raised.
- 7.5.2 No concerns have been raised by the Local Highways Authority with regards to this arrangement and the wider highways impact of the scheme. Several conditions have been recommended by the LHA which will be placed on any approval. Concerns were also raised regarding the safety of Scotland End and its junction with High Street, these concerns were not echoed by the LHA as part of their consideration; furthermore residents have stated that delivery lorries, oil tankers the mobile library and other large vehicles are said to use Scotland End frequently causing a threat to the pedestrian users of the road. It must be clarified that as this

application is for residential extensions with no additional residential dwellings being created as a result of this scheme, that these situations are likely not be worsened.

- 7.5.3 Local residents have raised concerns regarding the lack of a right of access onto this property from Scotland End. Members are reminded that private legal agreements such as rights over land and covenants on the land are not a matter for the Local Planning Authority and hold no weight in the determination of this application.
- 7.5.4 The scheme is considered to be compliant with 2015 Local Plan policies COM7 and COM8 and 2017 Proposed Submission Local Plan Policy LP17.

7.6 Other Material Matters

- 7.6.1 Private legal agreements such as rights over land and covenants on the land are not a matter for the Local Planning Authority and hold no weight in the determination of this application. It must also be noted that any decision by this Authority does not overrule any current legal agreement nor does it grant any right to damage/interfere with public utilities. If permission is granted separate consents are likely to be required.
- 7.6.2 There are no trees on the site that would be affected by this proposal and additional planting has been proposed in the form of a native species boundary hedge.

7.7 Planning Balance

- 7.7.1 It is considered that, although substantial, the works will be completed to create a new style of dwelling at 38 High Street. The finished dwelling would have a negligible impact on the surrounding area and its residents and a minimal impact on the historic value of Chippenham Conservation Area and the listed buildings opposite. Furthermore, the parking provision included as part of the scheme will make a small contribution to alleviating on-street parking in the area, by providing the residents of 38 High Street with off-street parking.
- 7.7.2 The proposal is considered to be compliant with the relevant local and national policies referred to above and is recommended for approval.

<u>Background Documents</u>	<u>Location</u>	<u>Contact Officer(s)</u>
17/01258/FUL	Oli Haydon Room No. 011 The Grange	Oli Haydon Planning Officer 01353 665555
17/00556/FUL	Ely	oli.haydon@eastca mbs.gov.uk

National Planning Policy Framework -
https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/6077/2116950.pdf

East Cambridgeshire Local Plan 2015 -

<http://www.eastcambs.gov.uk/sites/default/files/Local%20Plan%20April%202015%20-%20front%20cover%20and%20inside%20front%20cover.pdf>

APPENDIX 1 - 17/01258/FUL Conditions

- 1 Development shall be carried out in accordance with the drawings and documents listed below

Plan Reference	Version No	Date Received
17022-100	A	20th July 2017
17022-101	C	12th September 2017

- 1 Reason: To define the scope and extent of this permission.
- 2 The development hereby permitted shall be commenced within 3 years of the date of this permission.
- 2 Reason: To comply with Section 91 of the Town and Country Planning Act 1990, as amended.
- 3 No above ground construction shall take place on site until details of the walls, roof, windows and doors to be used on the development have been submitted to and approved in writing by the Local Planning Authority. Development shall be carried out in accordance with the approved details.
- 3 Reason: To safeguard the special architectural or historic interest, character and appearance and integrity of the Conservation Area, in accordance with policies ENV2 and ENV11 of the East Cambridgeshire Local Plan 2015 and LP27 of the Proposed Submission Local Plan 2017.
- 4 Notwithstanding the provision of Class A of Schedule 2, Part 2 of the Town and Country Planning (General Permitted Development) Order 2015, (or any order revoking, amending or re-enacting that order) no gates, fences or walls shall be erected across the approved access, as shown on Drawing 17:022-101 (rev C)
- 4 Reason: In the interests of highway safety, in accordance with policies COM7 and COM8 of the East Cambridgeshire Local Plan 2015 and LP17 of the Proposed Submission Local Plan 2017.
- 5 Prior to the commencement of the use hereby permitted visibility splays of 2.0m x 2.0m shall be provided each side of the vehicular access measured from and along the highway boundary. Such splays shall thereafter be maintained free from obstruction exceeding 0.6m above the level of the highway verge
- 5 Reason: In the interests of highway safety, in accordance with policies COM7 and COM8 of the East Cambridgeshire Local Plan 2015 and LP17 of the Proposed Submission Local Plan 2017.
- 6 The access and all hardstanding within the site shall be constructed with adequate drainage measures to prevent surface water run-off onto the adjacent public highway and retained in perpetuity.

- 6 Reason: To prevent surface water discharging to the Highway, in accordance with policies ENV2, ENV8 and COM7 of the East Cambridgeshire Local Plan 2015 and LP22, LP25 and LP17 of the Proposed Submission Local Plan 2017.
- 7 The boundary treatments hereby permitted shall be constructed in accordance with the details specified on Drawing 17:022-101 (rev C). The boundary treatments shall be in situ and completed prior to the first occupation on the site. All works shall be carried out in accordance with the approved details and retained thereafter
- 7 Reason: To assimilate the development into its surroundings, in accordance with policies ENV1 and ENV2 of the East Cambridgeshire Local Plan 2015 and LP28 and LP22 of the Proposed Submission Local Plan 2017.
- 8 Prior to first occupation, the first floor windows annotated on Drawing 17022-101(rev. C) as 'obscurely-glazed' shall be obscurely-glazed and remain so in-perpetuity.
- 8 Reason: To safeguard the residential amenity of neighbouring occupiers, in accordance with policy ENV2 of the East Cambridgeshire Local Plan 2015 and LP22 of the Proposed Submission Local Plan 2017.