

MAIN CASE

Reference No: 17/00652/FUL

Proposal: Construction of 3 bedroom, two storey, detached eco-dwelling with garage and access, plus the alteration of amenity area and parking to host house

Site Address: 2 Gravel End Coveney Ely Cambridgeshire CB6 2DN

Applicant: Mr & Mrs J de Val

Case Officer: Oli Haydon, Planning Officer

Parish: Coveney

Ward: Downham Villages
 Ward Councillor/s: Councillor Anna Bailey
 Councillor Mike Bradley

Date Received: 13 April 2017 **Expiry Date:** 10th July 2017

[S45]

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 Site Characterisation
- 5 Reporting of unexpected contamination
- 6 Biodiversity Improvements
- 7 Foul and Surface water drainage
- 8 Tree Protection Measures
- 9 Soft and Hard landscaping scheme
- 10 Boundary Treatments
- 11 Junction Arrangement

2.0 **SUMMARY OF APPLICATION**

2.1 The application seeks full planning consent for the construction of a two-storey detached dwelling with garaging and access. The proposal will also seek to amend the existing amenity area and parking arrangement for the neighbouring dwelling, 2 Gravel End.

- 2.2 The proposed development site comprises an area of amenity space belonging to the applicant's dwelling, 2 Gravel End. The site contains several garden sheds, planting areas, outbuildings and a garage.
- 2.3 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.**
- 2.4 Cllr Mike Bradley called in the application to Planning Committee due to local concerns and that this proposal and the neighbouring application (17/00549/OUT) are on effectively the same parcel of land.
- 3.0 **PLANNING HISTORY**
- 3.1 No relevant planning history.
- 4.0 **THE SITE AND ITS ENVIRONMENT**
- 4.1 The site is located outside, albeit close to the edge of the development envelope for Coveney at the northern end of the village. The site will utilise an existing access located on a left-hand bend in Gravel End. The site will be accessed via Gravel End Lane, a short cul-de-sac off Gravel End. The lane serves two detached dwellings, Number 2 and Number 4.
- 4.2 Beyond the site to the west is the dwelling at 10 Gravel End and to the north is open countryside. The adjacent site to the south forms the application site for an outline proposal for two detached dwellings (17/00549/OUT).
- 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.

The Ely Group Of Internal Drainage Board – No objections if soakways form an effective means of surface water discharge.

Coveney Parish Council – Objects to the application on the grounds of being outside the development envelope, an out-of-keeping design, overlooking and poor access onto a sharp corner. The site is part of a very rural area on the edge of the village and contributes to the rural surroundings.

Ward Councillors - No Comments Received

Local Highways Authority – Initially objected to the scheme on the basis of an inadequate access width resulting in vehicles waiting on the corner of Gravel End. This objection was removed following submission of a highways alteration plan. Drawing number 1706 (D) 50 proposes the widening of the existing junction access which leads to the development. This alteration to the junction would allow two

vehicles to pass unobstructed at this location and be clear of the highway when egressing the existing access road / highway. Therefore this aspect of the objection has been overcome. However the drawing does not show any passing places or road widening. Therefore the engineer would point out to the officer that this may cause an amenity issue, which although this would be off the highway it may impact of the access of residents of the development. The shared access road has a min of 4m which is not wide enough for two vehicles to pass.

County Archaeology - No Comments Received

Waste Strategy (ECDC) – No objections, subject to informatives.

Senior Trees Officer - No objections raised as the Trees Officer considers the removal of vegetation proposed as acceptable. This application is for a new dwelling upon an existing disused garden site. A number of trees are potentially affected by the proposal. The most significant tree for removal is an Oak tree (T001) yet other vegetation is also for removal. An Arboricultural Impact Assessment has been submitted to support the application. If the application is to be approved, the Tree Protection Plan within 6032-D will be required to be implemented under condition of planning approval, to ensure the successful retention of trees at the site.

5.2 **Neighbours** – Seven neighbouring properties were notified, a site notice was posted and an advert was placed in the Cambridge Evening News. The responses received are summarised below. A full copy of the responses are available on the Council's website.

- Insufficient space for fire service access
- Out of character design
- Access onto dangerous corner
- Impact on nature conservation and trees
- Outside development envelope
- Impact of another property in the village
- No consideration of infrastructure
- Backland development
- Impact on trees on neighbouring boundary
- Inadequate parking
- Development may lead to parking on Main Street
- Overlooking from first floor windows
- Overbearing impact and replacement of hedge with fence
- Impact on road surface due to increased pressure
- No amenities within Coveney to serve dwelling
- Impact on local sewage network

6.0 **The Planning Policy Context**

6.1 East Cambridgeshire Local Plan 2015

ENV 2 Design
ENV 1 Landscape and settlement character
ENV 7 Biodiversity and geology

- ENV 8 Flood risk
- ENV 9 Pollution
- COM 7 Transport impact
- COM 8 Parking provision
- GROWTH 2 Locational strategy
- GROWTH 3 Infrastructure requirements
- GROWTH 5 Presumption in favour of sustainable development
- HOU 2 Housing density
- GROWTH 1 Levels of housing, employment and retail growth

6.2 Supplementary Planning Documents

Design Guide
 Developer Contributions and Planning Obligations
 Flood and Water

6.3 National Planning Policy Framework 2012

- 7 Requiring good design
- 8 Promoting healthy communities
- 6 Delivering a wide choice of high quality homes

7.0 PLANNING COMMENTS

The main issues to consider in the determination of this application are the principle of development; the impacts upon character and appearance of the area; highway safety, landscaping and residential amenity.

7.1 Principle of Development

7.1.1 The local planning authority is not currently able to demonstrate that it has an adequate five year supply of land for housing. Therefore, all Local Planning policies relating to the supply of housing must be considered out of date and housing applications assessed in terms of the presumption in favour of sustainable development set out in the National Planning Policy Framework. This means that development proposals should be approved unless any adverse effects of the development significantly and demonstrably outweigh the benefits.

7.1.2 The benefits of this application are considered to be: the provision of one additional residential dwelling built to modern, sustainable building standards and the positive contribution to the local and wider economy in the short term through construction work.

7.1.3 The site is located outside to the established development framework of Coveney, albeit in close proximity to the edge of the settlement boundary. The site is accessed down an existing short track off Gravel End (Gravel End Lane). Gravel End is one of the main roads into Coveney and connects the village with the Little Downham and small hamlets to the north. There is a pedestrian footpath running from where Gravel End Lane meets Gravel End to the limited services at the centre of Coveney to the south. Facilities within the village are limited, however the site is part of an established village community centred on the main service centre at

nearby Ely, easily accessible by road and where schools and transport links as well other services such as shops and surgeries to meet everyday needs are all available and already supported by the villagers. Based on the distance from the settlement boundary, the footpath provision and the character of the area it is considered that the site is sufficiently well connected to the facilities and services on offer in the settlement and the wider area and that future occupiers would not be overly reliant on a private motor vehicle.

7.1.4 The principle of the proposed dwellings on this site is therefore considered acceptable in line with paragraph 55 of the NPPF, provided its impact on the visual amenity of the area does not cause demonstrable harm. An assessment of the design and its impact on its immediate setting is outlined below.

7.2 Visual Amenity

7.2.1 The application site is located to the west of the existing dwelling (2 Gravel End) on the site of existing garden sheds and planters. The site is bordered both by open fields and vegetation to the north, existing dwellings to the east and west and an unused small field to the south, subject of an outline planning application being considered at this Committee Meeting (17/00549/OUT). The proposal could be seen as an in-fill development, between one dwelling (2 Gravel End Lane) and another (10 Gravel End). It is considered that the proposal is contained within the built form of the village and would not constitute an unacceptable encroachment into the countryside. In addition to the requirements of the NPPF for proposals such as this to enhance their immediate setting and be sensitive to the area, Policy ENV1 of the East Cambridgeshire Local Plan 2015 requires proposals in the countryside to protect, conserve and enhance the pattern of distinctive historic and traditional landscape features and the settlement edge.

7.2.2 The proposal seeks consent for the construction of a two-storey dwelling designed to have as little impact on the environment as possible. The 150sqm, L-shaped proposal will utilise a range of materials and glazing with an overall simple yet modern appearance. The dwelling will have a mono-pitch roof and several single-storey flat-roofed additions. The dwelling will be sited a minimum of 22m to the west of the existing dwelling at Number 2, a two-storey modest dwelling built in the 1970s. The proposed dwelling will have an eaves height of 5m and a ridge height of 7m.

7.2.3 Local Plan Policy ENV2 states that ‘all development will be designed to a high quality, enhancing and complementing local distinctiveness and public amenity by relating well to existing features and introducing appropriate new designs’. The proposal will, by virtue of its unique and modern design, be contrary to the architectural traditions of the vicinity. However, as there isn’t a concurrent design trend in the immediate area and the proposal will offer a high-quality and distinctive design, that there is unlikely to be significant and demonstrable harm to the visual character and appearance of the area.

7.2.4 The boundaries of the site are marked partially by existing trees and hedging, which contribute to a partial screening of the site from the north. The site will be almost entirely screened from view from Gravel End, albeit for a gap in the hedging of the adjacent small field. The proposal includes additional boundary planting to the north

and south, in the form of deciduous hedging and the tall boundary hedge to the west will be retained.

- 7.2.5 On balance it is considered that the proposed dwelling will be a unique feature within a unique setting. The development will have a minimal visual impact on the character of the area as it will be mostly screened from surrounding vantage points. The proposal will utilise natural materials such as green roofs and timber cladding and will have an element of cohesion with the surrounding rural landscape. The proposal will introduce a new design into this edge of settlement location that is not considered sufficiently inappropriate to warrant refusal. The proposal meets the guidelines of the SPD Design Guide and the requirements of Paragraph 55 of the NPPF as well as Policies ENV1 and ENV2 of the Local Plan.

7.3 Residential Amenity

- 7.3.1 The development site is adjacent to several existing dwellings to the east and west. Under Local Plan policy ENV2 this application should take care to ensure there is no significantly detrimental harm to the residential amenity of the occupier and neighbouring occupiers as a result of the proposal. The Design Guide SPD requires new dwellings to provide a minimum of 50sqm private amenity space. The proposals will provide sufficient space as to comply with this.
- 7.3.2 The neighbouring dwelling to the west (Number 10 Gravel End) will be located approximately 22m from the proposed dwelling. Due to the topography of the area, the neighbouring dwelling will be situated slightly above the proposal. In order to compensate any overlooking from either the proposal or the existing property, amendments sought resulted in the 4m tall boundary hedge being retained and screening has been put in place on the balcony of the first floor window facing Number 10. It is considered that these measures are sufficient to avoid any harm from overlooking or overbearing resulting from this proposal.
- 7.3.3 The existing dwelling to the east, 2 Gravel End Lane, will be situated 22m away from the proposal with a timber fence demarcating the two plots. Due to the orientation and shape of the proposal, there is unlikely to be any overbearing impact on the users of the Number 2, whose garden will be situated between the proposal and Number 2. No first floor windows, aside one serving the landing, have been proposed for the eastern elevation. Finally, the shared access driveway is unlikely to cause any significant noise disturbance due to the minimal vehicle movements expected from a single dwelling access.
- 7.3.4 The proposed dwelling is sufficiently distanced from both neighbouring properties to avoid any harmful overlooking or overbearing. The proposal remains broadly compliant with the SPD Design Guide and Local Plan Policy ENV2.
- 7.3.5 There is an outline proposal to the south of the development site being considered at this Committee Meeting (17/00549/OUT) for two dwellings on a vacant field with sporadic boundary planting. As the positioning of the proposed dwellings on that application cannot be ascertained, the impact of the two proposals on one another is unclear. If the neighbouring outline proposed is approved, there is likely to be a level of overlooking onto this site, although the level of harm cannot be judged at this stage. This proposal will be 8m from the rear boundary of the neighbouring site

and if both are to be approved, there is likely to be scope within the reserved matters of the neighbouring proposal to ensure the two sites are not in conflict with one another with regards to their proximity.

7.4 Highway Safety

- 7.4.1 The proposal will be accessed via a shared drive running alongside Number 2 Gravel End Lane. The existing crossover to the plot will be retained and a 5m wide drive will be created, with sufficient parking and turning within the plot for both the existing and the proposed dwelling.
- 7.4.2 The Local Highway Authority initially objected to the proposal on the basis of an unsatisfactory access width which could lead to vehicles stopping on the bend in the road. Amendments were provided to include a widened bell mouth where Gravel End meets Gravel End Lane, the lane would have a width of at least 5m for the first 6m of the lane, ensuring vehicles are not waiting on the main road. The Local Highways Authority have removed their objection following this amendment.
- 7.4.3 It was noted by the Local Highways Authority that *within* the site, there is insufficient space for two vehicles to pass one another. It is considered that due to the limited length of the access and the fact it will serve a maximum of two dwellings, with sufficient space to wait on Gravel End Lane, there will be a minimal level of harm to residential amenity as a result of this arrangement.
- 7.4.4 The proposal is considered to comply with Policy COM7 in relation to highway safety. The proposal itself does not impact on any local walking routes and whilst there will be an increase in traffic; it is considered that this will be minimal and can be accommodated within the wider transport network.

7.5 Other Material Considerations

- 7.5.1 The site is located within Flood Zone 1 and is not therefore at high risk of flooding. Any planning permission granted will be subject to a condition requiring a detailed drainage strategy to be submitted and approved by the Local Planning Authority.
- 7.5.2 The site was assessed during the site visit as having a minimal biodiversity potential and thus an ecology survey was not requested. The sheds and outbuildings on site were mostly demolished or removed from site and most of the site is currently cleared with minimal evidence of hedgerows, watercourses or ditches. Biodiversity improvements will be secured by condition to ensure a minimal impact on any established biodiversity on the site as a result of the proposal.
- 7.5.3 The Trees Officer has raised no concerns regarding the proposal as it is considered that the level of removal of vegetation is acceptable. An Arboricultural Impact Assessment was submitted in support of the proposal and the tree protection plan within will be conditioned to ensure no damage is caused during the development.

7.6 Planning balance

- 7.6.1 The outline proposal is for a modern residential dwelling in a peri-urban setting on the edge of Coveney. The proposed development site, by virtue of its established

pedestrian connections with the services and facilities of Coveney, is deemed to be in a sustainable location, from a National Planning Policy perspective. The proposal will result in an additional dwelling to add to the Council's housing stock and there are associated economic benefits from the construction process and continuing contribution to the local economy by future occupiers. All of the above attract significant weight in favour of the proposal.

7.6.2 The proposal is considered to not cause significant harm to the appearance and character of the locality such that it would outweigh the benefits of the proposal. Amendments have been made to ensure the residential amenity impact of the proposal is minimal on the surrounding residents. Subject to appropriate conditions the proposal does not raise any issues in relation to highway safety, trees and drainage. The proposal is therefore recommended for approval.

8.0 APPENDICES

8.1 17/00652/FUL Conditions

<u>Background Documents</u>	<u>Location</u>	<u>Contact Officer(s)</u>
17/00652/FUL	Oli Haydon Room No. 011 The Grange Ely	Oli Haydon Planning Officer 01353 665555 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 - 17/00652/FUL Conditions

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

Plan Reference	Version No	Date Received
D (50)	Highways Alteration	16th May 2017
(D) 01	B	6th June 2017
(D) 03	A	31st May 2017
(D) 04	A	31st May 2017
(D) 05	A	31st May 2017
(D) 06	A	31st May 2017
(D) 08	A	31st May 2017
(D) 11	A	31st May 2017
LOCATION		13th April 2017
TREE SURVEY		5th May 2017
6032-D		13th April 2017
(D) 02		13th April 2017
(D) 07		13th April 2017
(D) 21		13th April 2017
(D) 09		13th April 2017
(D) 13		13th April 2017
(D) 12		13th April 2017
(D) 10		13th April 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 character and appearance of the area, in accordance with policy ENV2 of the East Cambridgeshire Local Plan 2015.
- 4 No development shall take place until an investigation and risk assessment of the nature and extent of any contamination on the site, whether or not it originates on the site, has been undertaken. The investigation and risk assessment must be undertaken by competent persons, and a written report of the findings must be submitted to and approved in writing by the Local Planning Authority. The report of the findings must include:
 - (i) A survey of the extent, scale and nature of contamination;

(ii) An assessment of the potential risks to: human health, property (existing or proposed) including buildings, crops, livestock, pets, woodland and service lines and pipes; adjoining land; groundwaters and surface waters; ecological systems; archaeological sites and ancient monuments;

(iii) An appraisal of remedial options, and proposal of the preferred option(s). This must be conducted in accordance with DEFRA and the Environment Agency's 'Model Procedures for the Management of Land Contamination, CLR 11'. Any remediation works proposed shall be carried out in accordance with the approved details and timeframe as agreed in writing by the Local Planning Authority.

- 4 Reason: To ensure that risks from land contamination to the future users of the land and neighbouring land are minimised, together with those to controlled waters, property and ecological systems, and to ensure that the development can be carried out safely without unacceptable risks to workers, neighbours and other offsite receptors, in accordance with policy ENV9 of the East Cambridgeshire Local Plan 2015. The condition is pre-commencement as it would be unreasonable to require applicants to undertake this work prior to consent being granted.
- 5 In the event that contamination is found at any time when carrying out the approved development that was not previously identified it must be reported to the Local Planning Authority within 48 hours. No further works shall take place until an investigation and risk assessment has been undertaken and submitted to and approved in writing by the Local Planning Authority. Where remediation is necessary, a remediation scheme must be submitted to and approved in writing by the Local Planning Authority. The necessary remediation works shall be undertaken, and following completion of measures identified in the approved remediation scheme a verification report must be prepared, and approved in writing by the Local Planning Authority.
- 5 Reason: To ensure that risks from land contamination to the future users of the land and neighbouring land are minimised, together with those to controlled waters, property and ecological systems, and to ensure that the development can be carried out safely without unacceptable risks to workers, neighbours and other offsite receptors, in accordance with policy ENV9 of the East Cambridgeshire Local Plan 2015.
- 6 Prior to occupation a scheme of biodiversity improvements shall be submitted to and agreed in writing with the Local Planning Authority. The biodiversity improvements shall be installed prior to the first occupation of the hereby approved development and thereafter maintained in perpetuity.
- 6 Reason: To protect and enhance species in accordance with policies ENV1, ENV2 and ENV7 of the East Cambridgeshire Local Plan 2015.
- 7 No development shall take place until a scheme to dispose of foul and surface water has been submitted to and approved in writing by the Local Planning Authority. The scheme(s) shall be implemented prior to occupation.
- 7 Reason: To prevent the increased risk of flooding and to improve and protect water quality, in accordance with policies ENV2 and ENV8 of the East Cambridgeshire Local Plan 2015.

- 8 The tree protection measures as shown on Document 6032 (Rev A: 5/5/17) shall be implemented prior to the commencement of development, site works or clearance in accordance with the approved details, and shall be maintained and retained until the development is completed. Within the root protection areas the existing ground level shall be neither raised nor lowered and no materials, temporary buildings, plant, machinery or surplus soil shall be placed or stored thereon. If any trenches for services are required within the fenced areas they shall be excavated and backfilled by hand and any tree roots encountered with a diameter of 25mm or more shall be left unsevered
- 8 Reason: To ensure that the trees on site are adequately protected, to safeguard the character and appearance of the area, in accordance with policies ENV1 and ENV2 of the East Cambridgeshire Local Plan 2015.
- 9 Prior to first occupation or commencement of use a full schedule of all soft and hard landscape works shall be submitted to and approved in writing by the Local Planning Authority. The schedule shall include, planting plans, a written specification; schedules of plants noting species, plant sizes, proposed numbers/densities; and a detailed implementation programme. It shall also indicate all existing trees and hedgerows on the land and details of any to be retained. The works shall be carried out in accordance with the approved details prior to the end of the first planting season following occupation of the development. If within a period of five years from the date of the planting, or replacement planting, any tree or plant is removed, uprooted or destroyed or dies, another tree or plant of the same species and size as that originally planted shall be planted at the same place, unless the Local Planning Authority gives its written consent to any variation.
- 9 Reason: To assimilate the development into its surroundings, in accordance with policies ENV1 and ENV2 of the East Cambridgeshire Local Plan 2015.
- 10 No above ground construction shall commence until details of the boundary treatments have been submitted to and agreed in writing with the Local Planning Authority. The boundary treatments shall be in situ in accordance with the approved details prior to the occupation of the dwelling..
- 10 Reason: To assimilate the development into its surroundings, in accordance with policies ENV1 and ENV2 of the East Cambridgeshire Local Plan 2015. The condition is pre-commencement as it would be unreasonable to require applicants to undertake this work prior to consent being granted.
- 11 Prior to first occupation or commencement of use of the development, the junction arrangement at Gravel End shall be carried out as per drawing 1706(D)50 and to CCC standards. The area shall be levelled, surfaced and drained and thereafter retained for that specific use.
- 11 Reason: In the interests of highway safety, in accordance with policies COM7 and COM8 of the East Cambridgeshire Local Plan 2015.