

TITLE: 25/00317/FUL

Committee: Planning Committee

Date: 2 July 2025

Author: Planning Assistant

Report No: AA29

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Site Address: 16 Green Bank Road Swaffham Bulbeck Cambridge CB25 0LR

Proposal: Erection of an annexe (retrospective)

Applicant: William Redfern

Parish: Swaffham Bulbeck

Ward: Bottisham

Ward Councillor/s: Charlotte Cane
John Trapp

Date Received: 19 March 2025

Expiry Date: 14 May 2025

1.0 RECOMMENDATION

- 1.1. Members are recommended to APPROVE the application subject to the conditions set out in Appendix 1.
- 1.2. The application is being heard by committee due to a call in by Councillor Trapp.
- 1.3. Email dated 11/06/2025:

"Having had further discussions with the PC members yesterday, and given my own disquiet with this retrospective application, I would like to call it in for discussion at Planning Committee."

2.0 SUMMARY OF APPLICATION

- 2.1. The application seeks planning permission for the retrospective erection of an annexe ancillary to the host dwelling at 16 Green Bank Road.

- 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 <https://pa.eastcambs.gov.uk/online-applications/simpleSearchResults.do?action=firstPage>

3.0 PLANNING HISTORY

22/00178/CLP

Proposed construction of an outhouse to contain a store and a home office

Approved

8 April 2022

4.0 THE SITE AND ITS ENVIRONMENT

- 4.1. The site comprises a semi-detached dwelling located within the policy defined development envelope of Swaffham Bulbeck.
- 4.2. The site is accessible from a unadopted private way providing limited dwellings connections to Green Bank Road, an adopted B class route facilitating moderate vehicular usage.
- 4.3. Consequently, the site retains adequate off-street parking to serve the residential use.
- 4.4. The site is surrounded by residentially occupied dwelling sharing its North-Eastern, South-Eastern and South-Western boundaries with neighbouring dwellings.
- 4.5. The site is not located within article 2(3) land or considered to be within close proximity to a listed building or monument.

5.0 RESPONSES FROM CONSULTEES

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

Parish - 28 March 2025

The Parish Council object to this application and if the officer is minded to approve that they wish for it to be called to Planning Committee.

Ward Councillors - No Comments Received

ECDC Trees Team - 3 June 2025

No tree related implications evident based on officer photos.

- 5.2. A site notice was displayed near the site on 27th March 2025.
- 5.3. Neighbours – Three neighbouring properties were notified and the responses received are summarised below. A full copy of the responses are available on the Council's website.

- Concerns of accessibility to the outbuilding in the event of an emergency.
- Proximity of the outbuilding to the shared South-Western boundary.
- Concerns of noise and light pollution from subsequent vehicular traffic going beyond the existing dwellings on site.
- Confirmation of the following points has also been requested by neighbouring properties:
 - The bungalow cannot be extended to the side of a bungalow.
 - It will be used by occupiers in connection with the family living within the host dwelling.
 - The structure will comply with building regulations with regards to proximity to the shared boundary and height.

6.0 THE PLANNING POLICY CONTEXT

East Cambridgeshire Local Plan 2015 (as amended 2023)

ENV 1 (Landscape and settlement character)

ENV 2 (Design)

ENV 4 (Energy and water efficiency and renewable energy in construction)

Swaffham Bulbeck Neighbourhood Plan 2023

SWB 3 (Swaffham Bulbeck parish-wide landscape character)

SWB 4 (Swaffham Bulbeck built environment character)

SWB 12 (Delivering sustainable design)

Supplementary Planning Documents

Climate Change SPD

Design Guide SPD

National Planning Policy Framework (December 2024)

12 (Achieving well-designed places)

14 (Meeting the challenge of climate change, flooding and coastal change)

Planning Practice Guidance

7.0 PLANNING MATERIAL CONSIDERATIONS AND COMMENTS

Preliminary Matters

- 7.1. Contrary to that stated on the supporting planning statement, the application seeks retrospective permission for the erection of an ancillary annex within the residential curtilage of 16 Green Bank Road. The planning statement advises the “existing outbuilding was granted a certificate of lawfulness under application referenced 22/00187/CLP.” However, the site planning history and approved plans under 22/00187/CLP illustrate the application found an outbuilding of a different scale and appearance to be lawful. It is for this reason, the retrospective outbuilding on site is

not deemed lawful under 22/00178/CLP and is unauthorised. The proposal description and supporting plans have been updated accordingly to incorporate the erection of the outbuilding.

- 7.2. Officers acknowledge concerns raised regarding the future adaptation and genuine ancillary use of the outbuilding. Officers have assessed the proposal on the merits upon which it has been submitted. The supporting statement submitted by the applicant outlines that the application seeks permission for an ancillary annexe to 16 Green Bank Road.
- 7.3. Case law has previously defined the manner in which annexe applications should be determined. In order to be considered acceptable, the annexe must demonstrate a suitable relationship with its associated host dwelling. Uttlesford DC v Secretary of State for the Environment and White [1992] has established the relationship between an ancillary annexe and host dwelling does not just have to be physically attached but the outbuilding must retain a suitable functional relationship. The assessment of an annexe is a matter of fact and degree dependant on the above factors.
- 7.4. Given the restricted sizes of each room, the proposed annexe is not considered to be suitable for permanent and long-term occupation independent to the main house, this provides the outbuilding with a functional dependence on the host dwelling. Additionally, the planning statement and supporting plan referenced 25.16GL.P04v2 illustrate the shared access and garden between the host dwelling and proposed annexe, further strengthening the relationship between the use of the outbuilding as an annexe and the host dwellinghouse
- 7.5. The site has not been considered acceptable for sub-division with back land development opposing the prevailing pattern of development within the locality. Notwithstanding this, it is also considered sub-division of the site could present significant implications concerning the residential amenity of both the neighbouring dwelling and future occupiers of the site.
- 7.6. It is for this reason, suitable conditions have been recommended within Appendix 1 to prevent any sub-division or disassociation of the annexe with 16 Green Bank Road. Any future expansion of the outbuilding would require planning permission and it is not development applied for or supported within this application.

Principle of Development

- 7.7. Policy GROWTH 2 of the East Cambridgeshire Local Plan supports “housing, employment and other development to meet local needs”, “provided there is no significant adverse effect on the character and appearance of the area and that all other material planning considerations are satisfied.”
- 7.8. The proposal is considered to be a minor form of residential development within a previously established residential curtilage, located in the policy defined development envelope of Swaffham Bulbeck.
- 7.9. The proposal is considered to form an ancillary use to serve an existing host dwelling. It is for this reason, the principle of development has previously been established and

considered to be acceptable, provided all other material considerations outlined below are satisfied.

Residential Amenity

- 7.10. Policy ENV 2 of the East Cambridgeshire Local Plan “expects” all new development proposal to “ensure there is no significantly detrimental effect on the residential amenity of nearby occupiers and that occupiers and users of new buildings, especially dwellings, enjoy high standards of amenity.”
- 7.11. Chapter 12 of the National Planning Policy Framework seeks to ensure a “high standard of amenity for existing and future users.”
- 7.12. By virtue of the annexe’s single storey nature, modest scale and reserved visual appearance, the proposal is considered to cause no significant impacts upon the residential amenity of the nearby occupiers with regards to overlooking, loss of light or an increased sense of enclosure.
- 7.13. The habitable outbuilding provides a comfortable environment for ancillary accommodation in connection with the host dwelling. Whilst the internal spaces do not meet the Nationally Described Space Standards (NDSS), the outbuilding is not considered to form a separate dwelling and therefore is not required to meet the same expectations. Each internal space is served by sufficiently sized windows providing appropriate levels of daylight and outlook.
- 7.14. In addition, the neighbouring concerns comprise of the proximity of the existing outbuilding to the shared South-Western boundary. The existing outbuilding encompasses a limited footprint providing restricted occupancy within the outbuilding. Therefore, whilst it is recognised any permission granted would provide an increase in footfall and occupancy of the site, the subsequent increase in noise is considered to be limited and this would not be any greater than the use of the outbuilding for other incidental uses. Notwithstanding the separation distance of 0.6m between the South-Western facing elevation and shared boundary, the outbuilding backs onto the rear garden of 14 Green Bank Road, an area which is not considered to be habitable, further reducing the limited impacts of development.

Visual Amenity

- 7.15. Policy ENV 1 of the East Cambridgeshire Local Plan seeks to ensure development proposals are respectful to the existing character and appearance of the local area and requires development proposals to “demonstrate that their location, scale, form, design, materials, colour, edge treatment and structural landscaping will create positive, complementary relationships with existing development.”
- 7.16. Policy ENV 2 requires all development to be designed to a high quality, enhancing and complementing local distinctiveness whilst relating sympathetically to the surrounding wider area.
- 7.17. Policy SB 3 of the Swaffham Bulbeck Neighbourhood Plan requires all development to “be sensitive to Swaffham Bulbeck’s distinctive landscape and settlement character.” The policy divides the settlement into ‘fringe areas’ defining the

predominant characteristics of each area. The site is not positioned into these identified areas as defined within map 7 of the neighbourhood plan.

- 7.18. Policy SB 4 of the Swaffham Bulbeck Neighbourhood Plan urges proposals to adopt a “design led approach” and “be guided by the local Swaffham Bulbeck context.” Namely, the settlements “built form, building heights, existing low densities, building materials etc”.
- 7.19. Chapter 12 of the National Planning Policy Framework identifies “the creation of high quality, beautiful and sustainable buildings and places” to be a fundamental objective to what the planning and development process should achieve. Paragraph 135 seeks to ensure sites are optimised to their full potential whilst still retaining a visually attractive appearance as a result of “good architecture, layout and appropriate and effective landscaping” and remaining sympathetic to the established local character of the wider area.
- 7.20. The overall character and design of the outbuilding reflects its domestic use. The outbuilding incorporates a simple floorplan and is considered to be appropriate in scale and massing in relation to the garden size and the property. The outbuilding is finished with white UPVC fenestration to match the host dwelling and a high-quality natural timber cladding.
- 7.21. The existing outbuilding is considerably returned within the site and is substantially screened from the public highway by the host dwelling.
- 7.22. In summary, the existing outbuilding is considered to retain a limited relationship with the public realm. It is for this reason the impact of development upon the character and appearance of the wider area is considered to be minimal.

Climate Change

- 7.23. Local Plan Policy ENV4 states: ‘All proposals for new development should aim for reduced or zero carbon development in accordance with the zero carbon hierarchy: first maximising energy efficiency and then incorporating renewable or low carbon energy sources on-site as far as practicable’ and ‘applicants will be required to demonstrate how they have considered maximising all aspects of sustainable design and construction. Chapter 14 of the NPPF encourages all development to include sustainability measures within their proposal.
- 7.24. Policy SB 12 of the Swaffham Bulbeck Neighbourhood Plan requests development proposals to “adopt innovative approaches to the construction of low and net-zero carbon homes and buildings which demonstrate sustainable use of resources and high energy efficiency levels.” The application does not incorporate any sustainability measures in line with Policy ENV 4 or Chapter 14 of the National Planning Policy Framework. Due to the scale of development, it is considered while this does weigh against the application, it does not form a reason for refusal on its own merit.

Other Material Matters

- 7.25. Within neighbouring comments, highways related concerns have been raised specifically mentioning the provision of access for emergency services and additional noise.
- 7.26. Light pollution from vehicular traffic accessing the outbuilding in the rear garden has also been raised. It is important to note the application does not propose any amendments to the existing site access or parking provision.
- 7.27. Local and National Policy does not require additional parking spaces or vehicular access to be provided for an annexe on site by virtue of its ancillary nature. Therefore, highways matters are not a material consideration in the determination of the ancillary annexe.

8.0. Human Rights Act

- 8.1. The development has been assessed against the provisions of the Human Rights Act 1998, and in particular Article 8 (right to respect for private and family life) and Article 1 of the First Protocol (protection of property). Under the Act, it is unlawful for a public authority, such as East Cambridgeshire District Council, to act in a manner that is incompatible with the European Convention on Human Rights. In arriving at this recommendation, due regard has been given to the applicant's reasonable development rights and expectations which have been balanced and weighed against the wider community interests, as expressed through third party interests / the Development Plan and Central Government Guidance. The Council is also permitted to control the use of property in accordance with the general interest and the recommendation set out below is considered to be a proportionate response to the submitted application based on the considerations set out in this report.

9.0. Equalities and Diversities

- 9.1. In considering this planning application due regard has been had to the public sector equality duty (PSED) under Section 149 of the Equality Act 2010, which means that the Council must have due regard to the need (in discharging its functions) to put an end to unlawful behaviour that is banned by the Equality Act, including discrimination, harassment and victimisation and to advance equality of opportunity and foster good relations between people who have a protected characteristic and those who do not. Account has been taken of the PSED and it is considered that the recommendation set out below would not undermine the objectives of the duty.

10.0. Planning Balance

- 10.1. On balance, the application proposes a minor form of development to adapt the site to meet the requirements of the existing occupier. The outbuilding retains a suitable relationship with the host dwelling and comprises an expected visual appearance, appropriate for its functionality and scale. Additionally, the proposed ancillary annexe use is considered to have a limited impact upon the residential amenities of nearby and is acceptable in all other technical respects. The imposition of suitable conditions provides security of the outbuildings continual use as an ancillary annexe, unless otherwise agreed in writing by the Local Planning Authority. Therefore, the

application is recommended for approval in accordance with the local development plan and National Planning Policy Framework.

10.2. **APPENDICES**

APPENDIX 1 - 25/00317/FUL Conditions

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

Plan Reference	Version No	Date Received
Planning, Design and Access Statement		19th March 2025
25.16GL.P02V2		7th May 2025
25.16GL.P03V2		7th May 2025

- 1 Reason: To define the scope and extent of this permission.
- 2 The annexe hereby approved shall be used for purposes ancillary to the residential use of the host dwelling, known as 16 Green Bank Road, Swaffham Bulbeck, CB25 0LR.
2. Reason: In the interests of defining the planning permission and protecting the future usage of the building in line with Policies Growth 5 and ENV2 of the East Cambridgeshire Local Plan, 2015 (as amended).
- 3 The annexe hereby approved shall not be sold or let separately or occupied as an independent unit of accommodation at any time.
- 3 Reason: The application has been assessed as acceptable on the basis that it is used ancillary to the host dwelling.

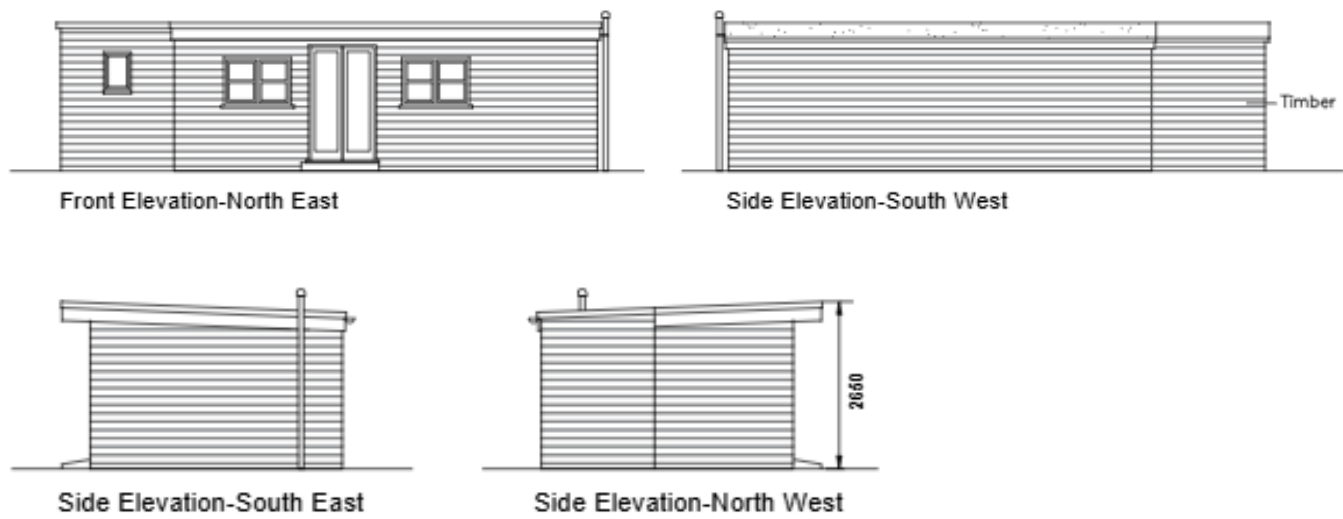
PLANS

The following plans are a selection of those submitted as part of the application and are provided to illustrate the proposed development. They may not be to scale. The full suite of plans can be found on the Council's website.

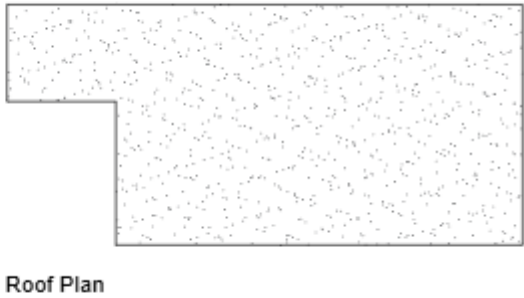
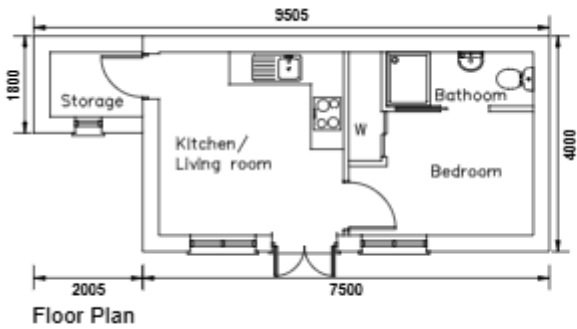
Site plan



Existing Elevations



Floor Plan and Roof Plan



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