

## SOUTH CAMBRIDGESHIRE DISTRICT COUNCIL

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**REPORT TO:** Planning Committee 14<sup>th</sup> January 2009  
**AUTHOR/S:** Executive Director / Corporate Manager - Planning and Sustainable Communities

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**S/1733/08/F- Little Shelford**  
**Erection of Dwelling & Reconfiguration of Existing Car Parking Area at Sycamore House Restaurant, 1 Church Street, for Mr & Mrs Sharpe**

**Recommendation: Approval**

**Date for Determination: 28<sup>th</sup> November 2008**

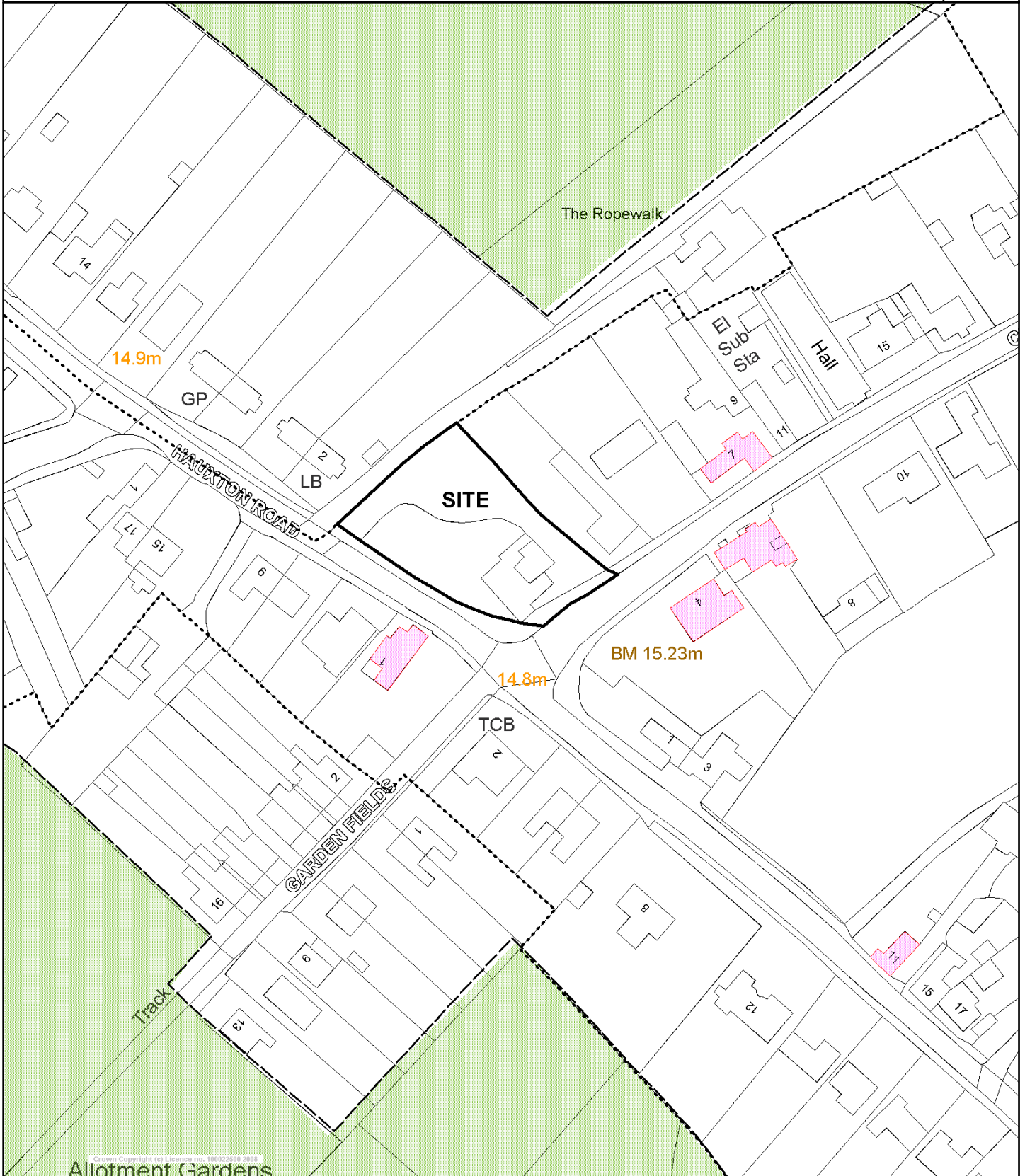
**Notes:**

**This Application has been reported to the Planning Committee for determination as the Head of Development Control considers that this Application should be presented to Committee for decision having considered the nature of the recent appeal decision, the objection of the Parish Council and the sensitive location of the application site.**

**Conservation Area**

**Site and Proposal**

1. The 0.154 hectare application site lies within the Little Shelford village framework and the Conservation Area. No 1 Church Street is a 2 storey building. The ground floor is used as a restaurant whilst part of the ground floor and the whole first floor form an accommodation unit. The existing restaurant car park entrance is off Hauxton Road. To the northwest of the site is an access leading to the Ropewalk and beyond that access is No 2 Hauxton Road, a 2 storey semi-detached house with a single storey lean-to at the side and a rooflight facing the boundary hedges. To the northeast of the site is No 3 Church Street, a 2-storey cottage with a part 2 storey and part single storey rear projection. The common boundary of Nos 1 and 3 has high conifers, 1.5-1.8m high fencing and brick wall.
2. There are four Listed Buildings in the locality: to the southwest is No1 Hauxton Road, to the northwest is No 7 Church Street and to the southeast are Nos 4 and 6 Church Street.
3. The full application, received on 3<sup>rd</sup> October 2008 proposes to subdivide the plot at No 1 Church Street to erect a part single storey and part 1.5-storey 'L-shape' dwelling comprising three bedrooms and to reorganise the restaurant car park with 11 parking spaces. The car park entrance would be off Church Street. The application is accompanied by a Planning, Design and Access Statement.
4. Amended plans submitted by letter dated 2<sup>nd</sup> December 2008 (received 3<sup>rd</sup> December) revise the details of the proposed dwelling according to the Council's Conservation Officer's comments and amend the dimension of car parking spaces to meet highway requirement. The density equates to 13 dwellings per hectare (inclusive of the existing building).



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Scale 1/1250 Date 15/12/2008

Centre = 545114 E 251506 N

January Planning Committee

## Planning History

5. **S/0398/92/O** – Application for a house adjoining the former Prince Regent Public House was refused for the following reasons (summarised):
- a) The occupiers of the new dwelling would suffer disturbance from users of public house and its car park.
  - b) The subdivision of the site would result in the loss of the public house's garden which performs an important role as a buffer zone, both minimising the visual impact of the car park on this corner site within the Conservation Area and helping to limit general disturbance to nearby residents.
  - c) The proposal requires the severance of the Hauxton Road access from the public house, leaving it a single point of access onto Church Street that would have inadequate visibility to the Church Street, High Street and Hauxton Road junction.
  - d) The proposal with a smaller car park will lead to the parking of vehicles along Church Street and Hauxton Road which would interfere with visibility and cause obstruction to the free flow of traffic.
6. **S/1241/92/O** – Application for a dwelling adjoining the Public House was refused for the following reasons:
- a) The erection of a house in a such close proximity to a car park associated with the public house would cause the occupiers of the new house severe disturbance, particularly in the back garden and during the evenings, by reason of noise emanating from vehicles manoeuvring in and out of the car park; such disturbance will be exacerbated by the substandard layout, in terms of bay length and aisle width, of the car park.
  - b) The sole use of the Church Street access to the public house car park will necessitate the provision of a pedestrian/ vehicle visibility splay to the north east; the position of parking spaces no. 14 and 15 are likely to result in vehicles reversing out onto Church Street; and it has not been demonstrated that delivery vehicles will be able to turn within the site. The proposal will have an adverse effect on the highway safety.

A Planning Inspector upheld this decision and dismissed the appeal, finding that:

- a) Although the boundary wall would mitigate the problem to some extent, he considered that the use of the car park would seriously disturb the enjoyment of the rear garden by the occupiers of the proposed dwelling. The acoustic measures considered by the Council's Chief Environmental Health Officer did not lead the inspector to a difference view.
- b) Examples of where the dwelling houses close to the public house in the district did not justify a permission to allow a new dwelling to a consolidated existing noise source that would result in unacceptable living conditions to the occupiers of the new dwelling.
- c) New residential development had been permitted adjacent to public house in the Cambridge area but these cases were not comparable because the sites were not in a village setting with on-site parking facilities.
- d) The site neither contributed significantly to, nor detracts from the setting of the public house.

7. **S/1209/05/F** – Application for erection of dwelling and reorganisation of restaurant car park was refused on 6<sup>th</sup> February 2006 for the reason of ‘The subdivision of the site to accommodate a dwelling would result in the loss of the restaurant’s garden which performs an important role as an open space within the Conservation Area. The proposal would therefore detract from the character of the village, and the character and appearance of the Conservation Area, contrary to Policies P7/6 of the 2003 Structure Plan and EN30 of the South Cambridgeshire Local Plan 2004.....’

A Planning Inspector upheld this decision and dismissed the appeal, finding that:

- a) The site is in a prominent location in the village, at the northern boundary of the Little Shelford Conservation Area.
- b) The site in its present condition forms part of a significant undeveloped gap along Hauxton Road, which provides visual permeability to the linear street frontage and a welcome open aspect in an otherwise built up character. Whilst the site is not designated as a Protected Village Amenity Area by the South Cambridgeshire Local Plan, the Inspector considers that it forms an essential part of village character as set out in the local plan.
- c) When viewed from close by and from a wider perspective both from within and outside the Conservation Area, the appeal proposal would create a dominant and unwelcome visual intrusion into the street scene.
- d) The proposed “L” shaped form articulates the mass of the proposal and its scale and massing would be excessive.
- e) The loss of the distinctive open character resulting from the construction of a substantial two storey dwelling on the site would be contrary to policies.

### **Planning Policy**

Relevant policies are listed below. Please refer to Appendix to this Committee agenda for further details.

8. **National Planning Policy**

**Planning Policy Guidance 15:** Planning and the Historic Environment - Paragraphs 4.19.

9. **South Cambridgeshire Local Development Framework (LDF) Core Strategy, adopted January 2007**

Policy **ST/7** “Infill Villages”

10. **South Cambridgeshire Local Development Framework (LDF) Development Control Policies, adopted July 2007**

Policy **DP/1** “Sustainable Development”

Policy **DP/2** “Design of New Development”

Policy **DP/3** “Development Criteria”

Policy **DP/4** “Infrastructure and New Developments”

Policy **DP/7** “Development Frameworks”

Policy **HG/1** “Housing Density”

Policy **SF/10** "Outdoor Play Space, Informal Open Space and New Developments"  
Policy **SF/11** "Open Space Standards"  
Policy **CH/4** "Development Within the Curtilage or Setting of a Listed Building"  
Policy **CH/5** "Conservation Areas"  
Policy **NE/6** "Biodiversity"  
Policy **NE/15** "Noise Pollution"  
Policies **TR/1** and **TR/2** "Planning for More Sustainable Travel" and "Car and Cycle Parking Standards"

### **Consultation**

11. **Little Shelford Parish Council** recommends refusal and states that 'the scheme is an improvement on previous application. However, our comments regarding traffic still stand.' A copy of the letter to the Planning Inspectorate in relation to the previous planning application reference S/1209/05/F has been received as part of the Parish Council's comments. Attached, as Appendix 1 is a copy of the letter.
12. **Conservation Manager** has no objection to the proposal in principle subject to an amendment on design details and conditions on materials and landscaping including bound gravel for the driveway and parking area. The amended drawings received 3<sup>rd</sup> December seek to address these comments.
13. **Landscape Design Officer** considers that low planting between the edge of the shingle drive and the new house will help to soften its appearance from the road and settle it into the garden. She has no objection subject to landscaping scheme.
14. **Trees and Landscape Officer** considers that details of tree protection should be submitted and approved prior to any construction on site.
15. **Corporate Manager (Health and Environmental Services)** - raises no objections in principle although does express concerns about potential noise disturbance to residents during the construction period. As such, it is recommended that conditions and informatives are attached to any permission including a condition restricting hours of use of power-operated machinery.
16. Given the proximity of the restaurant car park to the private garden area of the proposed new dwelling, comments from the Corporate Manager (Health and Environmental Services) of the previous application S/1209/05/F on the matter of acoustic scheme is relevant to this application. He does not consider that an acoustic scheme would be necessary and recommends the erection of a 2m high brick wall along the common boundary of the new dwelling and the restaurant car park and to maintain the surface of the restaurant car park similar to the existing.
17. **Local Highway Authority** comments on dimensions for proposed car parking spaces, hard surface finish, visibility splays and on-site car parking and turning areas. No objections are raised in principle.

### **Representations**

18. The occupiers of 5 Hauxton Road have no objection to the proposed height limits, building size and design. However, they have reservations on:
  - a) The proposal would be very restrictive to the existing and future business of the restaurant;

- b) Demolition of buildings and changes to car parking in a Conservation Area would require a separate application;
- c) Car parking arrangement would be insufficient: for the restaurant, accommodation unit above the restaurant, casual staff and the proposed new dwelling;
- d) Concerns about on-street parking; and
- e) Concerns about the permitted development rights and further enlargement of the proposed dwelling.

19. The occupiers of The Ropewalk object although they consider that the general layout and house design are an improvement on the previous applications. However, they do not negate the fundamental objection agreed by the Inspector at the 2006 appeal. The grounds of objection are:

- a) The effect of the proposal on the character and appearance of the Conservation Area.
- b) To justify this application on the ground of housing need is undermined by a recent planning consent allowing the demolition of a house at No 8 Church Street to provide triple garages for the use of No 6 Church Street. That resulted in the loss of a house in the Conservation Area.
- c) Appeal decision confirms that development on this site does not enhance or preserve the character and appearance of the Conservation Area. The importance of a significant undeveloped gap along Hauxton Road would be lost.
- d) Little Shelford is not well connected by public transport services.
- e) Little Shelford is an infill village where up to 2 dwellings may be located on appropriate sites but this does not mean that every gap in a frontage is suitable for infilling. Inspector's report confirms that the site is not appropriate.
- f) The Council's informal view to support the application is contrary to Inspector's comments.
- g) On-site car parking provision for the restaurant is tight and parking in Church Street is unacceptable.

20. Representations submitted by the applicants' agent:

A letter dated 13 November 2008 and the accompanying plan shows the proposed streetscene and explains that:

- a) The proposed dwelling has been substantially revised and is significantly smaller than that previously dismissed at appeal. The proposed 1.5 storey dwelling with an ancillary single storey wing is less mass and bulk which is set back from the highway and will not form an obvious or prominent feature within the street.
- b) The design is based on the specific recommendation of the Council's Conservation Officer.
- c) The development is not excessive in terms of its scale and mass and will not affect the visual permeability of the linear street frontage, nor will it, when viewed from either close or wider perspectives, create a dominant and unwelcome intrusion into the street scene.
- d) It will provide a high quality and sympathetic form of development that reflects the local built form in a manner that retains the sense of openness within the street.
- e) The existing tarmac area of the restaurant car park does little to preserve and enhance the character and appearance of the Conservation Area. The views

- of the extensive tarmac area and the presence of parked cars are not in keeping with the well landscaped character and appearance of the area.
- f) The erection of the proposed dwelling and the associated hard and soft landscaping works will reduce the extent of visual separation provided between the existing built form located along Hauxton Road, and provide a far more sympathetic appearance to the area.
  - g) The impact will not be significant and harmful.
  - h) The proposal would be an enhancement to the character and appearance of the area.

An email sent on 21<sup>st</sup> November 2008 responded to the Conservation Team's comments in relation to design improvement.

### **Planning Comments – Key Issues**

21. The key issues in relation to this application are:
- a) Car parking provision and highway safety;
  - b) Visual impact upon the street scene, and character and appearance of the Conservation area and the wider setting of nearby Listed Buildings; and
  - c) The affect on the amenity of the occupiers of the new dwelling in relation to the use of the restaurant car park.

#### ***Car parking provision***

22. The rearrangement of the car parking to the restaurant would result in 11 on site parking spaces. Based on the floor plan of the restaurant from the previous application S/1209/05/F, the floor area of the restaurant is approximately 54.5 square metres. 10 parking spaces for the restaurant and 1 park space for the existing dwelling at No 1 Church Street would meet the maximum standard for car parking provision listed in the LDF. 2 on-site car parking spaces would be provided for the proposed new dwelling. It is my view that the proposal would have no adverse impact on traffic conditions. This was not a factor which led the Inspector to dismiss the appeal in 2006.

#### ***Highway safety***

23. Highway issues were addressed when the previous application, reference S/1209/05/F was determined. Given that the proposed car parking arrangement and access for the existing restaurant and residential accommodation on the site are similar to the previous application, and that standards for car parking provision listed in the LDF are the same as the standard in the Local Plan 2004, I consider that there have been no change in material circumstances.
24. An independent transport planning consultant confirmed in December 2005 that a proposal for 11 parking spaces and the amount of traffic using the proposed new access to Church Street for the restaurant would not create an unsuitable safety or amenity situation. It is based on the fact that:
- a) The proposed access to Church Street is of good width at the point of connection with Church Street, being some 6 metres wide. The proposed access is approximate 28m clear of the junction with Hauxton Road, with which there is good visibility. Vehicle speeds on Church Street (30 mph) are relatively low. The use of the existing access onto Church Street as the new means of accessing the restaurant car parking is acceptable; and

- b) The amount of parking to be provided in the proposal would be adequate. Although 10 parking spaces for the restaurant (and one for the flat) is just below the maximum standard (under Policy TP1 of the Local Plan 2004 that 54 square metres would justify a maximum of 11 parking spaces for the restaurant) and some of the proposed parking spaces are not easy to leave and turn in the immediate vicinity of the parking space in order to proceed in forward gear, it would appear that all spaces may seldom be used thus enabling easier reversing and manoeuvring by those leaving other spaces.

***Impact on street scene, the character and appearance of the Conservation area and the wider setting of nearby Listed Buildings***

25. Inspector's comments on the previous application have been taken into account. The significance of the site has been identified by the Inspector, who considered it formed an essential part of village character. The appeal report also noted the care taken in the design of the previous proposal that included the retention and enhancement of the boundaries and verdant setting of the overall site, the relocation for parking to a better screened location with no increase in the hardened area of the overall site. However, the Inspector commented that it would create a dominant and unwelcome intrusion into the street scene and that its scale and massing would be excessive.
26. The existing properties in this part of the village are mixed with cottages, modern two storey dwellings and listed buildings. The new dwelling will be in a 'L-shape' with a 1.5 storey gable end facing Hauxton Road and set back 10m from the frontage. The proposed dwelling has a height of 3.2m to the eaves and 7m to the ridge. A single storey wing has a height of 2.25m high to the eaves and 4.7 high to the ridge. This will be set back 15m from the frontage of the site. The proposed 1.5 storey gable wing measures 11.2m long and 5.7m wide. The height, size and mass of the proposed dwelling have been greatly reduced compared to the refused scheme, which extended at two storey for a distance of 14m across the width of the site, compared with 5.7m width of the 1.5 storey gable in the proposed dwelling.
27. While the Inspector recognised the proposed retention and enhancement of the boundaries and the green setting of the overall site with the relocation of the restaurant car park and no increase in the hardened area, this scheme would maintain the identified open aspect by setting the proposed dwelling 10m away from the highway, and set the proposed restaurant car park further from Hauxton Road thereby retaining a green frontage between the restaurant and the proposed dwelling.
28. I consider that the new dwelling is modest in scale, sensitive in design, is in keeping with the local character and will not have an adverse impact on the street scene. I consider that the proposal will enhance the character and appearance of the Conservation Area outweighing the loss to the Conservation Area of this undeveloped gap. I am mindful of the Conservation Manager's comments and I do not therefore consider that the Conservation Area or setting of the Listed Buildings in the locality will be adversely affected. The Inspector in 2006 did not consider that that proposal would harm the setting of adjacent Listed Buildings.

***Impact on amenity of occupiers of the new dwelling resulting from the use of the restaurant car park***

29. I consider that the design and siting of the proposed dwelling and the arrangement of the ground floor openings would be acceptable. The proposal would not cause adverse impact on the amenity of occupiers of the new dwelling from the use of the



restaurant car park. The proposal is acceptable in terms of the living conditions of the occupiers of the new dwelling subject to the imposition of conditions on the boundary wall between the restaurant car park and the garden of the new dwelling, and the hard surface for the car park.

30. Finally the applicant does not object to a financial contribution to open space being secured by way of a planning condition.

### **Recommendation**

31. Approval as amended by letter dated 2<sup>nd</sup> December 2008 and drawings number 07006-12A, 10B and 11B date stamped 3<sup>rd</sup> December 2008 and subject to the following conditions:
1. Standard Condition 1 – Full planning permission, time limit (3 years) (Reason 1).
  2. No development shall take place until details and samples of the clay pantiles for the roof, gault clay brick for the plinth and stack, lime render and painted timber windows to the 1.5 storey element and stained timber to the single storey element have been submitted to and approved in writing by the Local Planning Authority. Development shall be carried out in accordance with the approved details. (Reason – To ensure the appearance of the development is satisfactory in accordance with Policies DP/2 and CH/5 of the adopted Local Development Framework 2007.)
  3. No development shall take place until details of the flashing and junction for the dormer windows have been submitted to and approved in writing by the Local Planning Authority. Development shall be carried out in accordance with the approved details. (Reason – To ensure the appearance of the development is satisfactory in accordance with Policies DP/2 and CH/5 of the adopted Local Development Framework 2007.)
  4. SC5 - Landscaping Scheme (Rc5) - No development shall take place until full details of both hard and soft landscape works have been submitted to and approved in writing by the Local Planning Authority. These details shall include indications of all existing trees and hedgerows on the land and details of any to be retained, together with measures for their protection in the course of development. The details shall also include specification of all proposed trees, hedges and shrub planting, which shall include details of species, density and size of stock.  
(Reason - To ensure the development is satisfactorily assimilated into the area and enhances biodiversity in accordance with Policies DP/2 and NE/6 of the adopted Local Development Framework 2007.)
  5. SC6 – Landscaping implementation (Rc6) - All hard and soft landscape works shall be carried out in accordance with the approved details. The works shall be carried out prior to the occupation of any part of the development or in accordance with a programme agreed in writing with the Local Planning Authority. If within a period of five years from the date of the planting of any tree that tree, or any tree planted in replacement for it, is removed, uprooted or destroyed or dies, another tree 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.

(Reason - To ensure the development is satisfactorily assimilated into the area and enhances biodiversity in accordance with Policies DP/2 and NE/6 of the adopted Local Development Framework 2007.)

6. SC12– Boundary details - No development shall take place until there has been submitted to and approved in writing by the Local Planning Authority a plan indicating the positions, design, materials and type of boundary treatment to be erected. The boundary treatment [for each dwelling] shall be completed before that/the dwelling is occupied in accordance with the approved details and shall thereafter be retained.

(Reason – To ensure the appearance of the development is satisfactory in accordance with Policies DP/2 and CH/5 of the Local Development Framework 2007 and to minimise noise disturbance to the occupiers of the new dwelling from the restaurant car park in accordance with Policy NE/15 of the Local Development Framework 2007.)

7. SC14 – Details of materials to be used for hard surfaced areas within the restaurant car park, driveways and car parking areas of the dwelling.  
(Reason – To ensure the appearance of the development is satisfactory in accordance with Policies DP/2 and CH/5 of the Local Development Framework 2007 and to minimise noise disturbance to the occupiers of the new dwelling from the restaurant car park in accordance with Policy NE/15 of the Local Development Framework 2007.)

8. SC7 –Trees - In this condition "retained tree" means an existing tree which is to be retained in accordance with the approved plans and particulars; and paragraphs (a) and (b) below shall have effect until the expiration of 5 years from [the date of the first occupation of the dwellings hereby approved].

(a) No retained tree shall be cut down, uprooted or destroyed, nor shall any retained tree be topped or lopped other than in accordance with the approved plans and particulars, without the written approval of the Local Planning Authority. Any topping or lopping approved shall be carried out in accordance with the relevant British Standard.

(b) If any retained tree is removed, uprooted or destroyed or dies, another tree shall be planted at the same place and that tree shall be of such size and species, and shall be planted at such time, as may be specified in writing by the Local Planning Authority.

(c) The erection of fencing for the protection of any retained tree shall be undertaken in accordance with the approved plans and particulars before any equipment, machinery or materials are brought on to the site for the purposes of the development, and shall be maintained until all equipment, machinery and surplus materials have been removed from the site. Nothing shall be stored or placed in any area fenced in accordance with this condition and the ground levels within those areas shall not be altered, nor shall any excavation be made, without the written consent of the Local Planning Authority.

(Reason - To protect trees which are to be retained in order to enhance the development, biodiversity and the visual amenities of the area in accordance with Policies DP/1 and NE/6 of the adopted Local Development Framework 2007.)

9. SC8 – Tree Protection - No demolition, site clearance or building operations shall commence until tree protection comprising weldmesh secured to standard scaffold poles driven into the ground to a height not less than 2.3 metres shall have been erected around trees to be retained on site at a distance agreed with the Local Planning Authority following BS 5837. Such

fencing shall be maintained to the satisfaction of the Local Planning Authority during the course of development operations. Any tree(s) removed without consent or dying or being severely damaged or becoming seriously diseased during the period of development operations shall be replaced in the next planting season with tree(s) of such size and species as shall have been previously agreed in writing with the Local Planning Authority.  
(Reason - To protect trees which are to be retained in order to enhance the development, biodiversity and the visual amenities of the area in accordance with Policies DP/1 and NE/6 of the adopted Local Development Framework 2007.)

10. During the period of construction and demolition, no power operated machinery shall be operated on the premises before 0800 hours on weekdays and 0800 hours on Saturdays nor after 1800 hours on weekdays and 1300 hours on Saturdays (nor at any time on Sundays or Bank Holidays) unless otherwise previously agreed in writing with the Local Planning Authority in accordance with any agreed noise restrictions. (Reason – To minimise noise disturbance to adjoining residents in accordance with Policy NE/15 of the Local Development Framework 2007.)
11. SC30 – Permitted Development – Windows – in the northwest/ side elevation of the dwelling at and above first floor. (Reason – To safeguard the privacy of adjoining occupiers at No 2 Hauxton Road in accordance with Policy DP/3 of Local Development Framework 2007.)
12. The permanent spaces to be reserved on the site of the restaurant at No 1 Church Street for turning and parking as shown on the drawing number 07006-12A shall be provided before commencement of the development of the dwelling, hereby permitted, and thereafter maintained. (Reason – to minimise interference with the free flow and safety of traffic on the adjoining public highways.)
13. SC63 -Grampian Condition - No development shall begin until details of a scheme for the provision of open space infrastructure to meet the needs of the development in accordance with adopted Local Development Framework Policy SF/10 have been submitted to and approved in writing by the Local Planning Authority. The scheme shall include a timetable for the provision to be made and shall be carried out in accordance with the approved details. (Reason - To ensure that the development contributes towards open space in accordance with the above-mentioned Policy SF/10 and Policy DP/4 of the adopted Local Development Framework 2007.)

### **Informatives**

1. Should driven pile foundations be proposed, before development commences, a statement of the method for construction of these foundations shall be submitted to and approved in writing by the District Council's Environmental Health Officer so that noise and vibrations can be controlled.
2. During construction there shall be no bonfires or burning of waste on site except with the prior permission of the Environmental Health Officer in accordance with best practice and existing waste management legislation.

3. The granting of a planning permission does not constitute a permission or licence to a developer to carry out any works within, or disturbance of, or interference with, the Public Highway, and that a separate permission must be sought from the Highway Authority for such works.
4. The applicant's attention is drawn to officer's comment regarding noise disturbance to the occupiers of the new dwelling. The boundary treatment in relation to condition No.6 includes the boundary between the new dwelling and the restaurant car park and it should comprise a 2m high brick wall, and the chosen materials to be used for hard surfaced areas within the restaurant car park should reduce reflected noise.

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

- Planning Policy Guidance 15: Planning and the Historic Environment
- South Cambridgeshire Local Development Framework (LDF) Development Control Policies, adopted July 2007
- South Cambridgeshire Local Development Framework (LDF) Core Strategy, adopted January 2007
- Planning Files Ref.: S/0398/92/O, S/1241/92/O, S/1209/05/F and S/1733/08/F

**Contact Officer:** Emily Ip – Planning Officer  
Telephone: (01954) 713250