

## SOUTH CAMBRIDGESHIRE DISTRICT COUNCIL

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**REPORT TO:** Development and Conservation Control  
Committee

6<sup>th</sup> October 2004

**AUTHOR/S:** Director of Development Services

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**S/1419/04/F - Teversham  
Erection of Eleven Flats Following Demolition of  
Two Houses and Conversion of Existing House into 2 Flats,  
at 750 - 754 Newmarket Road, Cambridge  
for Messrs A & H Reed**

**Recommendation: Delegated Approval**

### Site and Proposal

1. The site has an area of 0.195 hectares and is located on the south side of Newmarket Road, which is A-classified. The site is adjoined on two sides by the Marshall airport to the east and north and residential properties to the west. It comprises of three semi-detached dwellings and their associated garden areas. These date from the post-war period and are part of a run of identical houses fronting Newmarket Road. Planning permission has recently been granted for re-development of the adjacent Marshall land, including demolition of no.756 and the training centre to allow the erection of a new office building (ref: S/1896/2003/F).
2. This full planning application, received on the 7<sup>th</sup> July 2004 proposes the demolition of nos. 752 and 754, which is a pair of semi-detached houses. No. 750 will be retained and converted into a pair of flats. The split will be vertical to ensure that living accommodation is not adjacent to neighbouring bedrooms. A small single storey rear extension is required to enable this. The site will then be re-developed to provide a three-storey block of flats with eleven 2-bedroom units. The net increase in dwellings will therefore be ten dwellings, however thirteen units in total are proposed, at a density of 67 dwellings per hectare. The applicant has agreed to five dwellings being secured for affordable housing. The site will be accessed at a single point off Newmarket Road, leading to a car park and turning area. The flats are to be sited at 90° to the road, with a landscaped amenity area between the flats and boundary with no. 748, including semi-mature tree planting to screen the development from houses beyond and to prevent overlooking of rear gardens.
3. The application was amended on the 13<sup>th</sup> September 2004 and detailed corrected elevations for the block of flats. On the 20<sup>th</sup> September 2004 a plan detailing a variation to the car parking layout, so that two spaces in the former front garden of no. 750 are re-sited. On 23<sup>rd</sup> September 2004 amended plans showing the vertical split of no. 750 with a small single storey rear extension and a location plan with the red line area extended to include no. 750 (formerly shown as outlined in blue) were submitted.

### Planning History

4. A previous application (Ref: **S/0281/04/F**) for a very similar scheme was refused earlier this year. Although the principle of re-development was not objected to, the application was refused on the basis that the block of flats would result in

overlooking, loss of privacy, and would be overbearing and dominating in the outlook from the rear of no. 750.

### **Planning Policy**

5. **Policy SE4 'Group and Infill Villages'** of the South Cambridgeshire Local Plan 2004 ("Local Plan") defines Teversham as a Group Village in which residential re-development of up to eight dwellings will be permitted within the framework providing the development meets with the criteria of this and other policies included within the Local Plan. Development of up to fifteen dwellings may exceptionally be permitted where best use of a brownfield site is possible. A mix of dwelling sizes, type and affordability should be provided.
6. **Policy HG7** of the Local Plan sets out the Council's approach to securing affordable housing provision within new developments. Teversham has a population of less than 3000 and therefore up to a fifty percent provision is required if there is a known housing need.
7. **Policy HG10** of the Local Plan requires developments to include a mix of housing types and sizes, with the design and layout being informed by the wider area.
8. **Policy HG12** of the Local Plan identifies requirements for extensions to houses, such as not harming the amenities of neighbours.
9. Other policies of the Local Plan that are of relevance to this application include:
  - **TP1** 'Planning More Sustainable Travel'
  - **CS3** 'Foul And Surface Water Drainage'
  - **CS4** 'Ground Water Protection'
  - **CS10** 'Education'
  - **CS13** 'Community Safety'
  - **EN5** 'The Landscaping Of New Development'
10. **Policy P1/1 'Approach to Development'** of the Cambridgeshire and Peterborough Structure Plan 2003 ("Structure Plan") affords high priority to developments involving the use of previously developed land, within existing settlements where travel distances by car can be minimised.
11. **Policy P1/3 'Sustainable Design in Built Development'** of the Structure Plan states that a high standard of design and sustainability should be adopted for all new forms of development.
12. **Policy P5/3 'Density'** of the Structure Plan requires previously developed land to be re-used efficiently. A guideline of 40 dwellings per hectare is identified for sites close to a good range of services, facilities and public transport. Densities of less than 30 dwellings per hectare will not be acceptable. The highest density possible that is compatible with local character should be applied.
13. **Policy P5/4 'Meeting Locally Identified Housing Needs'** sets out the requirement for Local Authorities to make provision to meet locally assessed housing need.

### **Consultations**

14. **Teversham Parish Council** recommended refusal as it is concerned that there is inadequate car parking, insufficient landscaping and no details of its future

maintenance, no site for waste disposal bins, lack of social housing provision, and the wooden cladding proposed is likely to deteriorate quickly and become unsightly.

15. **Chief Environmental Health Officer** – suggested conditions to limit noise disturbance during development.
16. **Environment Agency** – applicant must demonstrate that sufficient capacity is available in existing systems.
17. **Trees and Landscape Officer** – Walnut and other trees that are to be retained should be protected during development, no objection to the proposed planting and additional boundary trees, full landscaping conditions required if approved.
18. **Housing Development Officer** – The latest housing needs survey from January 2003 shows a high level of need at the lower end of the unit size range and for one-bedroom flats. A 50% requirement is justified.
19. **Defence Estates** – No safeguarding objections.
20. **Local Highways Authority** – The layout is satisfactory, conditions are recommended.
21. **County Archaeology** – The site lies in an area of some archaeological potential, it is possible significant deposits remain on site. A programme of investigation is recommended in order to confirm the presence or absence, date, character and significance of any deposits through a negative condition.

### **Representations**

22. Four letters of objection have been received from Bidwells (on behalf of Marshall), and occupiers of nos. 738, 746 and 748 Newmarket Road. The concerns raised included:
  - Siting of the building too close to the boundary with the Marshall site.
  - Impact on future residential occupants from commercial activities at Marshall.
  - Frontage re-development, with car parking at the rear would be less obtrusive.
  - Impact on existing residents from overlooking and loss of privacy.
  - Additional cars accessing Newmarket Road adding to congestion, and likely increase in car parking on verges for easier access onto the road resulting in blocked views.
  - Removal of trees would increase overlooking.
  - Measures to encourage use of public transport should be in place before further development is allowed.
  - Potential noise disturbance to the neighbouring house from the conversion into two flats of no. 750.
  - Unsuitable location for affordable accommodation due to a lack of infrastructure.

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

23. The key issues to consider in respect of this application are the impact on the amenities of neighbouring dwellings, the impact of the Marshall site on the amenities of the dwellings proposed, provision of affordable housing, landscaping proposals and highways matters. Other issues of drainage, bin storage, materials and archaeology could be addressed with suitable conditions.

### ***Amenities of neighbouring dwellings***

24. The scheme that has now been submitted, together with subsequent amendments, have addressed the previous reason for refusal by re-siting the closest set of windows to the north (facing Newmarket Road), converting no. 750 into flats and adding semi-mature tree planting along the boundary with no. 748. The combination of these measures will reduce the impact of overlooking by removing the windows closest to the most private sections of the rear gardens, with a separation distance of at least 17 metres. The additional trees will obscure views of the gardens and landscaping conditions should be worded to include maintenance and replacement of trees beyond the usual five-year period through a management scheme. The conversion of no. 750 overcomes concerns regarding loss of privacy to its garden area, as in the revised scheme the garden is incorporated into the general amenity area of the site overall. The flats have been laid out to allow living rooms to adjoin the neighbouring living rooms, and similarly for the bedrooms.

### ***Impact of the Marshall site on the amenities of future occupants***

25. The proposed flats will not be unduly impacted by the development of the Marshall site. A training building and a small office currently occupies the area close to the flats. These are likely to be replaced with phase two of an office development at the rear of the training building and will result in an access road and car parking being close to the site. A landscaped strip adjacent to the boundary with the site will sufficiently separate the two developments. If this development does not take place the proposed flats would be a minimum of seven metres away from the sidewall of the training building, with a treed boundary separating the two buildings. This is sufficient to ensure that future residential amenities are not significantly harmed.

### ***Affordable housing***

26. A fifty percent affordable housing contribution has been agreed to by the applicants and is to be secured through a Section 106 if this application is approved. The agent has verbally confirmed that several Registered Social Landlords (RSLs) have been approached, with regard to this development. The Housing Development team requires confirmation of which RSL is on board, whether funding through the Housing Corporation has been secured, tenure type, and details of whether the layout and type of units provided meet scheme development standards set by the Housing Corporation before a S.106 agreement can be entered into.

### ***Landscaping***

27. Some details of landscaping to the boundary with no. 746 have been provided. Existing trees are to be retained and the Landscaping Officer is satisfied that conditions can be placed to ensure a suitable scheme is achieved. This could include groups of trees in the eastern part of the site to provide screening to houses beyond.

### ***Highways***

28. It is accepted that Newmarket Road is a very busy main road. However the Local Highways Authority has not raised concerns and is satisfied that conditions will ensure highway safety is not jeopardised.

### ***Recommendation***

29. In light of the above considerations and consultation responses I am satisfied that the scheme put forward accords with policy and therefore request that delegated powers of approval be given subject to the finalisation of affordable housing requirements, a S.106 Agreement securing the affordable housing provision and the conditions listed

below. If the affordable housing issues cannot be resolved within one calendar month from the Committee being held, the application should be refused on grounds of failure to provide an affordable housing contribution.

(Delegated) Approval as amended by letters and plans dated 13/9/04, 20/9/04 and 22/9/04

1. Standard Condition A – Time limited permission (Reason A).
2. This permission does not include the details of materials listed on the approved drawing 03:947/03B. (Reason: Insufficient information has been provided for the Local Planning Authority to properly assess the impact of the finished appearance of the development.
3. Sc5:
  - a – Details of materials for external walls and roofs (Rc5aii)
  - b – Surface water drainage (Rc5b)
  - c – Foul water drainage (RC5c)
  - d – Refuse bin storage (Rc5d)
  - f – Materials for hard surfaced areas (Rc5f)
  - h – Underground works for the provision of infrastructure
  - add – Cycle parking facilities (Reason: To encourage travel by methods other than by car, as required by policy TP1 of the South Cambridgeshire Local Plan, 2004).
3. Sc12 – Height limit, worded ‘11.5 metres’ (Rc12b).
4. Sc51 – Landscaping (Rc51).
5. Sc52 – Implementation of landscaping (Rc52).
6. Sc57 – Landscaping (protection of existing trees) (Rc57).
7. Sc60 – Details of boundary treatment, worded ‘all site boundaries’ (Rc60).
8. A landscape management plan, including long-term design objectives, management responsibilities and maintenance schedules for all landscape and amenity areas shall be submitted to and approved in writing by the Local Planning Authority prior to the occupation of the dwellings on the site. The landscape management plan shall be carried out as approved. (RC To provide long term management of the landscaped areas.)
9. Sc26 – “During the period of construction” Power operated machinery, worded ‘before 8 am on weekdays and 8 am on Saturdays nor after 6pm on weekdays and 1pm on Saturdays (nor at any time on Sundays or Bank Holidays) (Rc26);
10. B9 – Access road, worded ‘width of 5.5 metres’ (delete ‘for the distance of...’).
11. B10 – Access road
12. C3 – Parking, turning, loading and unloading:
  - a – turning
  - b – parking
13. D5 – Visibility, worded ‘2.0 metres x 2.0 metres’
14. A common turning area shall be provided within the site to enable vehicles to enter and leave the site in forward gear. Such area shall be provided prior to the occupation of any of the flats and thereafter shall be maintained. (RC10-14 RC10 Safety)
15. Sc66 – Archaeology worded ‘application site’ (Rc66).
16. The block of flats, hereby permitted, shall not be occupied until the remaining house at no. 750 has been converted into two flats and the amenity land has been laid out in accordance with the approved details. (Reason: To ensure that the house does not continue to be occupied as a single dwelling, as it would suffer a loss of residential amenity through overlooking and loss of privacy of its private garden area).

## Informatives

1. Should driven pile foundations be proposed, then before works commence, a statement of the method for construction of these foundations shall be submitted and agreed by the District Environmental Health Officer so that noise and vibration can be controlled.
2. During construction and demolition there shall be no bonfires or burning of waste except with the prior permission of the Environmental Health Officer in accordance with best practice and existing waste management legislation.

## Reasons for Approval

1. The approved development is considered generally to accord with the Development Plan and particularly the following policies:  
**Cambridgeshire and Peterborough Structure Plan 2003:**  
P1/1 'Approach to Development', P1/3 'Sustainable Design in Built Development', P5/3 – Density and P5/4 'Meeting Locally Identified Housing Needs'.  
**South Cambridgeshire Local Plan 2004:**  
SE4 'Group and Infill Villages', HG7 'Affordable Housing on Sites Within Village Frameworks', HG10 'Housing Mix and Design', HG12 'Extensions and Alterations to Dwellings Within Frameworks', TP1 'Planning More Sustainable Travel', CS3 'Foul And Surface Water Drainage', CS4 'Ground Water Protection', CS10 'Education', CS13 'Community Safety', and EN5 'The Landscaping Of New Development'.
2. The proposal conditionally approved is not considered to be significantly detrimental to the following material planning considerations which have been raised during the consultation exercise:
  - Residential Amenities
  - Provision of Affordable Housing
  - Landscaping
  - Highways Matters
  - Drainage
  - Bin Storage
  - Materials
  - Archaeology
3. All other material planning considerations have been taken into account. None is of such significance as to outweigh the reason for the decision to approve the planning application.

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

- South Cambridgeshire Local Plan 2004
- Cambridgeshire and Peterborough Structure Plan 2003
- Planning files Ref: S/1896/2003/F, S/0281/04/F, and S/1419/04/F

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