

## SOUTH CAMBRIDGESHIRE DISTRICT COUNCIL

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**REPORT TO:** Planning Committee

6 August 2014

**AUTHOR/S:** Planning and New Communities Director

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<b>Application Number:</b>	S/0879/14/FL
<b>Parish:</b>	Papworth Everard
<b>Proposal:</b>	Erection of two bungalows, car ports and external landscaping
<b>Site address:</b>	MacFarlane Grieve House, Church Lane
<b>Applicant(s):</b>	Grant Tewkesbury, Papworth Trust
<b>Recommendation:</b>	Approval
<b>Key material considerations:</b>	The principle of the development, design, affordable housing and housing mix, residential amenity, parking, land contamination, drainage, open space and indoor community infrastructure contributions
<b>Committee Site Visit:</b>	None
<b>Departure Application:</b>	No
<b>Presenting Officer:</b>	Andrew Winter
<b>Application brought to Committee because:</b>	The recommendation of the Parish Council conflicts with that of Planning Officers
<b>Date by which decision due:</b>	9 June 2014

### Planning History

1. S/1848/94/F – Redevelopment to provide 32 flat units for the disabled (approved)
2. S/1988/01/F – Extension and alterations to car park (approved)
3. S/0820/12/FL – Refurbishment of existing buildings to create 24 self-contained flats and demolition of existing structures before erection of a new building housing 11 self-contained flats for assisted living (C2 Use) (approved)
4. S/2129/13/PD – Demolition of Block C and link corridors (prior approval not required)

5. S/0047/14/VC – Variation of condition 2 (approved drawings) and rewording of conditions 4, 5, 8, 9, 10, 15, 16 & 17 of planning approval S/0820/12 (pending decision)

6. **Planning Policies**

National Planning Policy Framework (2012)

Technical Guidance to the National Planning Policy Framework (2012)

7. **South Cambridgeshire LDF Core Strategy DPD, 2007**

ST/5 Minor Rural Centres

8. **Local Development Framework**

DP/1 Sustainable Development

DP/2 Design of New Development

DP/3 Development Criteria

DP/4 Infrastructure and New Development

DP/5 Cumulative Development

DP/7 Development Frameworks

HG/1 Housing Density

HG/2 Housing Mix

HG/3 Affordable Housing

NE/1 Energy Efficiency

NE/2 Renewable Energy

NE/9 Water and Drainage Infrastructure

NE/10 Foul Drainage

NE/15 Noise Pollution

CH/5 Conservation Areas

SF/10 Outdoor Play Space, Informal Open Space and New Developments

SF/11 Open Space Standards

TR/1 Planning For More Sustainable Travel

TR/2 Car and Cycle Parking Standards

TR/3 Mitigating Travel Impact

TR/4 Non-motorised Modes

9. **Supplementary Planning Documents**

District Design Guide SPD – adopted March 2010

Landscape in New Developments SPD – adopted March 2010

Trees and Development Sites SPD – adopted January 2009

Open Space in New Developments SPD – adopted January 2009

Affordable Housing SPD – adopted March 2010

10. **Draft Local Plan**

CC/4 Sustainable Design and Construction

H/7 Housing Density

H/8 Housing Mix

H/0 Affordable Housing

H/11 Residential Space Standards

HQ/1 Design Principles

S/3 Presumption in Favour of Sustainable Development

S/7 Development Frameworks

S/9 Minor Rural Centres  
SC/7 Outdoor Playspace, Informal Open Space, and New Developments  
SC/8 Open Space Standards  
TI/2 Planning for Sustainable Travel  
TI/3 Parking Provision

### Consultations

11. **Parish Council** – recommends refusal “The parish council objects to the proposals for the two new bungalows as their presence modifies the arrangement of the site previously approved (ref: S/0820/12/FL). The central area of the earlier approval consisting of parking and landscaping has been reconfigured, but there is no reference to this in the current application for the two bungalows, even though the bungalows are part of the previous application area and share the boundary (red line).
12. It appears that the approved development (which included an apartment block proposed for the south-eastern corner of the site) will now consist of two refurbished blocks containing 21 flats and the two bungalows. However, the 21 flats will now have only 13 parking spaces available to them and none of them is apparently designated for disabled use. This provision (0.62 spaces per dwelling) is inadequate as the parking needs to cater for residents, carers (who may visit more than once each day), visitors and delivery vehicles. The inclusion of a 'training kitchen' suggests other staff may be visiting the development.
13. The parking standard in the District is an average of 1.5 spaces, to a maximum of two spaces per dwelling (Local Development Framework: Development Control Policies DPD (2007): Policy TR/2 & Appendix 1). The flats will have one or two bedrooms intended for disabled use, but it should be recognised that the parking requirement may be greater than for similar flats provided for general residential use.
14. There is already great pressure on parking in the area, largely created by the proximity of Papworth Hospital where a total of 1,200 staff are employed. Church Lane and surrounding roads (e.g. Elm Way) are full of parked cars during the week. Thus, there must be provision within the MacFarlane Grieve site for **all** parking that the refurbishment and development will generate.
15. The applicant must be asked to provide a Transport Assessment to demonstrate the appropriate level of parking provision and, subject to the findings, provide additional parking within the development. This may require revision of the plans for the new bungalows.”
16. **Acting Environmental Health Manager** – Recommends that the existing land contamination site investigation is tailored to this specific application (along with specific plans) with specific testing in garden areas where required. A condition is therefore recommended to secure this investigation and any necessary remedial work.
17. **Environment Agency** – Flood risk from surface water drainage issues will need to be taken into account by the LPA. The site lies within a minor aquifer zone, however this proposal is not considered to be high risk. Therefore, the developer should address risks to controlled waters from contamination at the site, following the requirements of the National Planning Policy Framework and the Environment Agency's Guiding Principles for Land Contamination.

18. **Local Highway Authority** – Comments to follow.

### **Representations**

19. None

### **Planning Comments**

20. The main issues to consider in this instance are: the principle of the development, design, affordable housing and housing mix, residential amenity, parking, land contamination, drainage, open space and indoor community infrastructure contributions

### **Principle**

21. One of the core planning principles contained in the NPPF is that every effort should be made to identify and then meet the housing needs of an area, and respond positively to wider opportunities for growth. It states that housing proposals should be considered in the context of the presumption in favour of sustainable development.
22. The proposal falls within the village framework of Papworth Everard, where Policy ST/5 of the LDF Core Strategy 2007 allows for residential developments of up to an indicative maximum size of 30 dwellings. This proposed development would have been acceptable having regard to adopted LDF and emerging Local Plan policies, had policies ST/5 and DP/7 not become out of date as a consequence of the Council not currently being able to demonstrate a five-year supply of deliverable housing sites.
23. Housing density Policy HG/1 is applicable in this instance and seeks a minimum density of between 30-40 dwellings per hectare, unless there are local circumstances that require different treatment. The development amounts to a density of 31 dwellings per hectare and is considered to meet the objectives of this policy.

### **Design**

24. Papworth Trust has operated residential care and specialist extra facilities on this site and in the surrounding area for several years and states that it has a growing demand for bespoke accessible properties. These dwellings are expected to be replicated on other sites and provide wheelchair-friendly accommodation that are “affordable enough to be promoted to leading housing developers who would usually avoid the provision of single storey dwellings on new sites”, as set out in the submitted design and access statement.
25. The site is located within a predominantly residential area with a wide variety of building types and styles. The site slopes down from west to east within an overall difference of around 1.5m across approximately 25m of the site frontage onto Church Lane. The existing buildings on the site are two storey in height and the proposed scheme would be single storey, replacing a recently demolished and defunct single storey communal building.
26. The form and design of the dwellings would be simple and functional and their appearance would not be dissimilar to the existing bungalows found further up along the north side of Church Lane. Importantly, the dwellings would preserve the character of the area and would present active frontages to Church Lane and maintain a similar set back from the roadside as the existing main residential block on

site. The gable fronts of the new dwellings would reflect other nearby gable forms found in the area and the provisional materials would present a high quality appearance.

27. Consequently, the design of the development is considered to be compatible with the local area in accordance with Policies DP/2 and DP/3. As the proposal alters the previous layout of the site and includes the same red-line application site, a condition is recommended to secure appropriate revised landscaping details.

### **Affordable Housing and Housing Mix**

28. The adopted development plan requires the provision of 40% affordable housing on sites where there is a net gain of two or more dwellings. This scheme seeks permission for two residential units and does not propose any affordable dwellings, contrary to the requirements of adopted policy.
29. Paragraph 216 of the NPPF advises that from the day of publication, decision-takers may also give weight to relevant policies in emerging plans according to:
- the stage of preparation of the emerging plan (the more advanced the preparation, the greater the weight that may be given);
  - the extent to which there are unresolved objections to relevant policies (the less significant the unresolved objections, the greater the weight that may be given); and
  - the degree of consistency of the relevant policies in the emerging plan to the policies in this Framework (the closer the policies in the emerging plan to the policies in the Framework, the greater the weight that may be given).
30. The current development plan is proposed to be replaced by the emerging Local Plan, where draft policy H/9 relates to affordable housing and seeks to raise the threshold of affordable housing provision to sites of three or more dwellings.
31. The draft Local Plan has been approved by Full Council and is with the Planning Inspectorate for 'Examination in Public' and is therefore at an advanced stage in its preparation. In respect of unresolved objections four representations have been received on draft policy H/9, with three of these opposing the policy and the fourth supporting and offering comment. Notably all the representations consider the proposed threshold of three dwellings too low (and seek to raise this). No representations seek to maintain (or lower) the current threshold of two dwellings and as such there are no unresolved objections to this draft policy as far as it relates to this application.
32. Turning to the consistency of the relevant plans with the NPPF. Although no detailed advice is provided on the threshold of affordable housing provision within the NPPF, it advises local planning authorities to approach decision-taking in a positive way to foster the delivery of sustainable development, and look for solutions and to approve applications for sustainable development where possible.
33. For these reasons officers are of the view that sufficient weight can be attributed to draft policy H/9 of the emerging Local Plan that approval of the application without affordable housing contributions would be acceptable in planning terms, assisting the delivery of small housing sites that would otherwise not come forward in the short term.

34. In terms of housing mix, the units are designed to meet local housing need and the specific needs of wheelchair users. Therefore, there is no objection to the matching size of the units, and in design terms this aspect of the proposal would help to create a sense of visual cohesion to the dwellings.

### **Residential Amenity**

35. The proposal is considered to be sufficiently divorced from neighbouring properties to avoid any adverse impact upon residential amenity in accordance with Policy DP/3.

### **Parking**

36. The concerns of the Parish Council are noted in relation to on-site parking provision and existing pressures on parking, particularly along Church Lane.

37. The previously approved development (S/0820/12/F) resulted in a total of 35 self-contained flats on the site and the parking provision was 15 spaces giving a ratio of **0.43 spaces per flat**. Historically there were 9 (informal) parking spaces on site to cater for 32 flats giving a ratio of **0.28 spaces per flat**. As noted in the committee report for application S/0820/12/FL:

“The developer has also stated that due to the nature of the development car ownership should be low. The developer continues to state that it is unlikely that all the staff will be on the site and that cycling is strongly encouraged (six bicycle spaces provided)...It is considered that other uses falling within a C2 Use Class may have a significantly different requirement on parking provision. It is, therefore, considered reasonable to limit the use of the proposed development to what has been applied for... The proposed development significantly improves the parking provision on site, which should lessen the pressure of on street parking along Church Lane.”

38. The approved flats were thus conditioned for a specific Class C2 use as supported independent living accommodation and the applicant is not applying to change this use.
39. The current proposals (S/0047/14/VC) to refurbish the existing residential Blocks A and B to provide 28 flats with 13 spaces gives a ratio of **0.46 spaces per flat** when taken as stand-alone. The bungalow site has two dwellings with a total of four parking spaces giving a ratio of **2 spaces per dwelling** when taken as stand-alone. Combining the figures means that the site as a whole will potentially have up to 28 flats and 2 bungalows - so a total of 30 dwellings with 17 parking spaces giving a ratio of **0.57 spaces per dwelling**.
40. Thus, the parking provision in this application and combined with application S/0047/14/VC for 28 flats is improved from that approved in application S/0820/12/FL. The request for the applicant to provide a transport assessment is therefore not considered necessary in the circumstances. Designated disabled parking bays for Blocks A and B will need to be agreed in application S/0047/14/VC.
41. In conclusion, despite the concerns of the Parish Council, the parking provision on the site is improved both in terms of the existing site and that approved by committee in application S/0820/12/FL. Therefore, there is no strong evidence to suggest that the

development would exacerbate on-street parking or cause adverse harm to highway safety.

### **Land Contamination**

42. The comments of the acting environmental health manager regarding land contamination are acknowledged and the recommended condition agreed.

### **Drainage**

43. The site falls within Flood Zone 1 or land assessed as having less than 1 in 1,000 annual probability of river flooding. In accordance with the advice set out in the NPPF technical guidance, developers and local authorities should seek opportunities to reduce the overall level of flood risk in the area and beyond through the layout and form of the development, and the appropriate application of sustainable drainage systems. The developer has submitted a surface water and foul water drainage strategy. This is agreed in principle but the final details will need to be secured via condition.

### **Open Space and Indoor Community Infrastructure**

44. The new development would not put extra demand on community infrastructure or community open space in Papworth Everard, as it represents a net reduction in the total number of residential units on the site from 32 units to between 26-30 with the refurbishment of Blocks A and B. If this scheme of two dwellings were approved and implemented then the previously approved Block C (S/0820/12/FL) with its 11 new units of accommodation could not be built out; therefore, the application does result in any net increase in occupants and does not attract any need for contributions in this instance.

### **Conclusion**

45. Any adverse impacts of the development are not considered to significantly and demonstrably outweigh the benefits when assessed against the material considerations set out in this report, and the proposed development remains acceptable.

### **Recommendation**

46. Approval, subject to the following conditions:
1. The development hereby permitted shall be begun before the expiration of 3 years from the date of this permission. (Reason - To ensure that consideration of any future application for development in the area will not be prejudiced by permissions for development, which have not been acted upon.)
  2. The development hereby permitted shall be carried out in accordance with the following approved plans: A1001 Rev PA1, DR-A-0080 Rev P4, DR-A-1013 Rev P1, DR-A-1014 Rev P1 and DR-A-1015 Rev P1.  
(Reason - To facilitate any future application to the Local Planning Authority under Section 73 of the Town and Country Planning Act 1990.)
  3. No development shall take place until details of the materials to be used in the construction of the external surfaces of the buildings hereby permitted 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 Policy DP/2 of the adopted Local Development Framework 2007.)

4. No development shall take place until full details of both hard and soft landscape works for the red-line application site have been submitted to and approved in writing by the Local Planning Authority. These details shall include the proposed treatment of all boundaries and 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 and to protect the amenity of existing and future residents in accordance with Policies DP/2, DP/3 and NE/6 of the adopted Local Development Framework 2007.)

5. 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, 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. (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. Prior to the commencement of any development, a scheme for the provision and implementation of surface water drainage shall be submitted to and approved in writing by the Local Planning Authority. The scheme shall be constructed and completed in accordance with the approved plans prior to the occupation of any part of the development or in accordance with the implementation programme agreed in writing with the Local Planning Authority.  
(Reason - To ensure a satisfactory method of surface water drainage and to prevent the increased risk of flooding in accordance with Policies DP/1 and NE/11 of the adopted Local Development Framework 2007.)

7. Prior to the commencement of any development, a scheme for the provision and implementation of foul water drainage shall be submitted to and approved in writing by the Local Planning Authority. The scheme shall be constructed and completed in accordance with the approved plans prior to the occupation of any part of the development or in accordance with the implementation programme agreed in writing with the Local Planning Authority.  
(Reason - To reduce the risk of pollution to the water environment and to ensure a satisfactory method of foul water drainage in accordance with Policy NE/10 of the adopted Local Development Framework 2007.)

8. No development approved by this permission shall be commenced until:

- (i) The application site has been subject to a detailed scheme for the investigation and recording of contamination and remediation objectives have been determined through risk assessment and agreed in writing by the Local Planning Authority.



- (ii) Detailed proposals for the removal, containment or otherwise rendering harmless any contamination (the Remediation method statement) have been submitted to and approved in writing by the Local Planning Authority.
- (iii) The works specified in the remediation method statement have been completed, and a validation report submitted to and approved in writing by the Local Planning Authority, in accordance with the approved scheme.
- (jv) If, during remediation works, any contamination is identified that has not been considered in the remediation method statement, then remediation proposals for this contamination should be agreed in writing by the Local Planning Authority.

(Reason - The land adjoins a former industrial site and 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 DP/1 of the adopted Local Development Framework 2007.)

9. The proposed parking and turning areas shall be provided before the dwellings hereby permitted are occupied and thereafter retained as such.  
(Reason - In the interests of highway safety in accordance with Policy DP/3 of the adopted Local Development Framework 2007.)

10. The carports, hereby permitted, shall not be used as additional living accommodation and no trade or business shall be carried on therefrom.  
(Reason - To ensure the continued provision of off-street parking space in the interests of highway safety and to safeguard the amenities of adjoining occupiers in accordance with Policy DP/3 of the adopted Local Development Framework 2007.)

11. No development shall take place until details of the following have been submitted to and approved in writing by the Local Planning Authority: i) A method statement relating to the process of demolition with regard to effects on the public highway ii) Contractors' access arrangements for vehicles, plant and personnel; iii) Contractors' site storage area(s) and compounds(s); iv) Parking for contractors' vehicles and contractors' personnel vehicles; and v) Control of debris, mud and dust during both demolition and construction. Development shall not be carried out other than in accordance with the approved details.  
(Reason - In the interests of residential amenity and highway safety in accordance with Policies DP/3 and DP/6 of the adopted Local Development Framework 2007.)

12. During the period of demolition and construction no power operated machinery shall be operated on the premises before 8 a.m. on weekdays and 8 a.m. on Saturdays nor after 6 p.m. on weekdays and 1 p.m. on Saturdays (nor at any time on Sundays or Bank Holidays), unless otherwise previously agreed in writing by 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 adopted Local Development Framework 2007.)

## **Background Papers**

Where [the Local Authorities \(Executive Arrangements\) \(Meetings and Access to Information\) \(England\) Regulations 2012](#) require documents to be open to inspection by members of the public, they must be available for inspection: -

- (a) at all reasonable hours at the offices of South Cambridgeshire District Council;
- (b) on the Council's website; and
- (c) in the case of documents to be available for inspection pursuant to regulation 15, on payment of a reasonable fee required by the Council by the person seeking to inspect the documents at the offices of South Cambridgeshire District Council.

The following list contains links to the documents on the Council's website and / or an indication as to where hard copies can be inspected.

- South Cambridgeshire Local Development Framework Core Strategy (adopted January 2007)
- Planning File Ref S/0820/12

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