

SOUTH CAMBRIDGESHIRE DISTRICT COUNCIL

REPORT TO: Planning Committee

14 January 2015

AUTHOR/S: Planning and New Communities Director

Application Number:	S/2399/14/FL
Parish(es):	Great Shelford
Proposal:	Erection of 3 dwellings and associated works and infrastructure following the demolition of the existing dwelling
Site address:	31 Granta Terrace, Great Shelford, Cambridge, Cambridgeshire CB22 5DJ
Applicant(s):	Guster Group
Recommendation:	Delegated authority for officers to approve subject to conditions and completion of a S106 legal agreement securing contributions towards public open space, community facilities, waste receptacles and monitoring and legal fees.
Key material considerations:	Principle of development; Character and Appearance of the surrounding area; Residential Amenity; Affordable Housing Contributions; Highway Safety and Other Considerations
Committee Site Visit:	Yes
Departure Application:	No
Presenting Officer:	David Thompson
Application brought to Committee because:	The officer recommendation is contrary to the views of the Parish Council
Date by which decision due:	28 November 2014

Planning History

1. S/1605/14/FL– Erection of Four Dwellinghouses and Associated Works & Infrastructure Following Demolition of Existing Dwelling– refused.

Planning Policies

2. *National*

National Planning Policy Framework
National Planning Policy Guidance

South Cambridgeshire LDF Core Strategy DPD, 2007

ST/4 Rural Centres

Adopted Local Development Framework, Development Control Policies

DP/1 Sustainable Development
DP/2 Design of New Development
DP/3 Development Criteria
DP/4 Infrastructure and new developments
HG/1 Housing Density
HG/2 Housing Mix
HG/3 Affordable Housing
NE/1 Energy efficiency
NE/6 Biodiversity
NE/9 Water and Drainage Infrastructure
NE/10 Foul Drainage
NE/15 Noise Pollution
SF/10 – Outdoor Play Space, Informal Open Space and New Developments
SF/11 – Open Space Standards
TR/2 - Car and Cycle Parking Standards

Draft Local Plan

HQ/1 Design Principles
H/7 Housing Density
H/8 Housing Mix
H/9 Affordable Housing
H/11 Residential Space Standards for Market Housing
NH/4 Biodiversity
TI/2 Planning for Sustainable Transport
TI/3 Parking Provision
SC/6 Indoor Community Facilities
SC/7 Outdoor Play Space
S/8 Rural Centres

Supplementary Planning Document(s)

District Design Guide SPD – adopted 2010

Consultation with Council Services and Statutory consultees

3. **Great Shelford Parish Council** - Recommend refusal.
Object to the application on the following grounds:
 - The proposal does not overcome the concerns about the previous scheme for 4 dwellings in relation to the impact of additional traffic on the terrace, the design of the properties or the layout of the scheme.

- The site is constrained in terms of the space available to park and manoeuvre cars
 - The Parish Council request that a site visit is made if the application goes to planning committee
4. **Local Highway Authority** – no objections subject to conditions securing adequate pedestrian visibility splays, the management of traffic during construction, details of the construction of the driveway
 5. **Environmental Health** – no objection subject to compliance with the mitigation measures listed in the noise report submitted with the application. Mechanically assisted ventilation should be installed in bedrooms as detailed within the report. Condition also required restricting the hours of construction work.

Representations from members of the public

6. 17 letters of objection have been received which raise the following concerns:
 - Over-development of the site, the density is too high
 - This section of Granta Terrace is narrow, limited capacity for on street parking and vehicle turning (will involve using space owned by properties on London Road (which back onto the opposite side of the terrace)
 - Additional dwellings will result in additional traffic congestion
 - Parking spaces for the dwellings are too small
 - The additional traffic will add to the pressure caused by other residential development in the area and will be a hazard to highway safety on the main part of Granta Terrace and London Road
 - Refuse vehicles would have difficulty in accessing the site
 - Construction traffic will not be able to safely access the site due to narrow width of the road
 - Water pressure in the area is low, the proposal will make this worse and add pressure on drainage capacity
 - The dwellings would be taller than the existing properties on the terrace and would therefore be out of character with the surrounding area
 - Dormer windows on the front elevations of the properties will be out of character with the existing terrace
 - The first floor windows in the side elevation of the property at plot 1 will overlook the garden of no. 30
 - Flood risk will increase in the area
 - The scheme makes no provision for affordable housing

Requirements under Section 106 of the Town and Country Planning Act 1990

7. Under the provisions of policy DP/4 of the current LDF and policies SC/6 and SC/7 of the emerging Local Plan, the applicant would be required to make financial contributions to towards the supply of off-site open space and infrastructure provision.
8. On 28 November 2014 the National Planning Policy Guidance was updated and now states that on schemes of less than 10 dwellings (such as this), 'tariff based'

and affordable housing contributions can no longer be sought. The Authority is currently seeking legal advice on whether the change in guidance also reflects a change in planning policy.

9. As such, if Members are minded to approve the applications, officers seek delegated powers to either approve subject to conditions and the prior completion of a Section 106 Agreement or, if the legal advice is that these contributions can no longer be requested, approval with conditions only.

Comments from the planning officer

10. The application site is located at the western end of the cul-de-sac section of Granta Terrace in Great Shelford. The site is currently occupied by a prefabricated bungalow. A terrace of properties extends to the east of the site and the Cambridge to London Railway line runs adjacent to the west.
11. The applicant seeks full planning permission for the erection of 3 dwellings on the site following the demolition of the existing bungalow. This application is a resubmission following the refusal of planning application S/1605/14/FL.
12. The site lies within the village framework as defined by the Local Development Framework (LDF) inset map for Great Shelford, which is identified as a 'Rural Centre' in the LDF Core Strategy.

Principle

13. Great Shelford and Stapleford is classified as a rural centre within the adopted Core Strategy and in accordance with policy ST/4, the principle of the erection of additional dwellings within the development framework is acceptable in principle.

Affordable Housing Contribution

14. Planning applications are required to be determined in accordance with the development plan, unless material considerations indicate otherwise. 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.
15. 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:
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17.
 - 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).
18. 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.

19. The draft Local Plan has been approved by council for submission to 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.
20. 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.
21. 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, given that the proposal would result in a net increase of only 2 dwellings.

Density and housing mix

22. The proposed development meets the 40 dwellings per hectare density suggested in policy DP/1 of the LDF for sites that have access to a good range of services and facilities. Given that Great Shelford is classified as a rural centre, the proposed density is considered to be acceptable in this location.
23. In terms of the mix, the existing property to be demolished has 4 bedrooms and so the net impact of the development would be to add 1x3 bed property and 1x4 bed property on the site. Under the provisions of policy HG/2, proposals are required to include a minimum of 40% 1 or 2 bed properties. The proposal does not meet the requirements of that policy.
24. However, policy H/8 of the emerging Local Plan is less prescriptive and states that the mix of properties within developments of less than 10 dwellings should take account of local circumstances. Because of the highly sustainable location of the site and the range of services provided within the rural centre which includes Great Shelford, it is considered that the principle of the inclusion of 3 family sized properties is acceptable on this site.

Residential amenity

25. An objection has been received stating that the development would result in an unreasonable impact on the residential amenity of 30 Granta Terrace (to the east of the site). The proposed dwelling at unit 1 would have a window at first floor level in the gable elevation but this would serve a bathroom and it would be reasonable to require this to be obscurely glazed (to be secured by condition).
26. This would prevent any direct overlooking into the property to the east. The windows in the rear elevations of bedrooms 2 and 3 would be at an oblique angle to the rear garden neighbouring property and would not allow any direct overlooking into habitable room windows. The overlooking of the rear garden area would not be unreasonable and is similar to the relationships that already exist

between the properties on the terrace due to the relatively high density of development.

27. The front elevations of the proposed dwellings would be set a significant distance from the rear elevations of the properties on London road to the north and so would not result in any adverse impact on the amenity of those properties. Overlooking into the rear gardens of those dwellings would be mitigated by the intervening highway.
28. In terms of the impact on the residential amenity of the individual properties within the development, the rear extensions of plots 1 and 2 would be mirrored so there would be no impact in terms of overlooking or overshadowing on either of those properties. In relation to plot 3, it is considered that the separation distance between the extension to plot 2 (projecting 4 metres from the rear of the main property) and the bedroom window at first floor level of plot 3 would be sufficient to avoid unreasonable overshadowing.
29. At ground floor level, the two storey extension to plot 2 would cause some overshadowing to the eastern most part of the 3 panel French windows on the rear elevation of plot 3. However, the window in the western elevation serving the same room would provide additional light into the living room (there is a gap in the relatively tall tree planting on the western boundary of the site at this point) and so, on balance, it is considered that there would not be harm to the amenity of plot 3.
30. Having reduced the size of the scheme from 4 dwellings in the refused application to 3, it is considered that the private amenity space to serve the western most property (plot 3) would be more usable. Whilst plot 3 would be relatively narrow, this is not uncharacteristic of the properties on Granta Terrace, reflecting the density of development.

Character of the surrounding area

31. Objections have been raised in relation to the fact that the proposed dwellings would be taller than those that form the long terrace within the street. The difference in height and the width of the proposed properties in relation to the properties to the east is acknowledged and the applicant was encouraged to consider dwellings of the same height at the pre-application advice stage.
32. The ridge height of the proposed terrace of properties would be 1.5 metres higher than the properties in the existing terrace to the east of the application site. However, the eaves height of the proposed 4 bed units would be 5 metres, equal to the height of the existing terrace, with the 3 bed unit at the western end set slightly lower. Given that the proposal is to redevelop a detached site at the end of the terrace, it is considered that the visual impact of the difference in the ridge heights on the streetscene would not have an overbearing impact on the character of the area, due to the continuity of the eaves height.
33. The existing property is a prefabricated bungalow which does not share the character of the brick built properties in the terraced row that dominates the existing streetscene. The use of dormer windows on the front elevation and the size of the footprint of the dwellings are clearly different from the predominant character of Granta Terrace. However, when taking into account the detached location of the site and the nature of the existing property at no. 31, it is

considered that the development would not be of a scale or design that would result in harm to the character of the streetscene as a whole.

34. The design of the proposed scheme would ensure that development on this site would continue to be distinct from the character of the adjacent terrace. However the proposal would be a terraced form of two storey development and would contribute more positively to the character of the area than the existing development.

Highway safety

35. The previous application for four dwellings was refused for 2 reasons, the first being the lack of on-site parking provision in that scheme. In that scheme, only one space per dwelling was proposed and officers expressed concerns that the development would result in an increase in parking on the street and this would have compromised the safe use of the highway
36. A number of the objection letters received refer to the inadequacy of the car parking arrangements for the proposed dwellings in this revised application. The proposal makes provision for 2 spaces per dwelling for on-site parking. The recessed nature of the ground floor entrances to the properties ensures that the driveways would be 5.3 metres in length and each space would be 2.4 metres in width. This exceeds the minimum standards in terms of sizes for parking spaces (2.4 metres by 5 metres).
37. It is acknowledged that the terrace is narrow in width and that turning space is restricted. However, this situation would not be made materially worse by the proposal, because adequate parking would be provided on-site. Land within the ownership of 31 Granta Terrace extends to the western end of the cul-de-sac section. Therefore vehicles cannot currently turn within the confines of the highway, this relies on using the space in front of the garages that mark the rear boundaries of the properties on London Road to the north. Cars associated with the proposed development would face the same constraint but, whilst the number of cars using the road is likely to increase, this would not make the situation worse for existing residents because private driveways are being provided for each of the properties.
38. Objectors have referred to the plans showing cars which are small in length. The fact is that the driveway length as a whole would be usable because the height of the first floor level overhang in excess of 2 metres above the ground level of the highway. The Highway Authority has not raised an objection to the scheme although it is the case that this section of Granta Terrace does not form part of the adopted highway.
39. It is therefore considered that the proposed could not reasonably be refused on highway safety grounds and that the revised scheme has addressed the first reason for refusal of the previous application. Details relating to the securing of adequate pedestrian visibility splays and the construction of the driveways can be secured by condition.

Noise

40. A noise impact assessment has been submitted with the application to address the potential impacts of residential development extending to the western boundary of the site which is adjacent to a operational railway line. The assessment indicates that due to the separation distance to be retained (17

metres) that the noise levels experienced would be below those considered to be harmful to the amenity of residents of any of the properties.

41. The report includes mitigation measures relating to the specification of the glazing to be inserted in the openings on the western elevation of plot 3. The Environmental Health Officer (EHO) considers that the installation of mechanical ventilation within the bedrooms is necessary as part of the mitigation measures. This shall be secured by condition along with the other mitigation measures listed in the noise report.

Drainage and flood risk

42. Concerns in relation to the impact on flood risk and water pressure/drainage have been raised in the objections received. The applicant has stated that a soakaway would be installed on the site to alleviate the potential increase in surface water on the site caused by the increase in footprint of the proposal in relation to the existing single dwelling on the site. The scheme would dispose of foul sewage through connecting to the existing mains sewer via the drain already located on the site. The EHO has raised no objections to the scheme in this regard. The impact of development on water pressure specifically is not a material planning consideration.
43. The application site is within flood zone 1 and is therefore not considered to be at a high risk of flooding and so the applicant is not required to submit a flood risk assessment. Details of the location of the proposed soakaway can be secured by condition to ensure that any potential impact is adequately mitigated.

Other matters

44. Concerns have been raised by objectors about the impact of construction traffic on the safe use of the highway. The constraints of the highway are acknowledged but the impact on amenity or highway safety during the construction phase would be temporary and as a result would not be a reasonable ground on which to refuse planning permission. A condition relating to the management of vehicles and the storage of materials during the construction of the development (as recommended by the Highway Authority) can be attached to the planning permission to ensure that conflict with the adopted highway is avoided. The hours of construction can also be conditioned to avoid an impact on the residential amenity of neighbouring properties.
45. The restrictive nature of the access for refuse vehicles applies to the existing properties on Granta Terrace as much as it would if the proposed development was built and the proposed scheme does not make this situation materially worse. Refuse stores are included within the footprint of each of the three properties. A condition requiring details of the external doors to these areas to be agreed will avoid a reduction in usable length of the proposed driveways.

Conclusion

46. The proposed redevelopment of this site with 3 dwellings is considered to be acceptable in principle, given the location within the development framework. Whilst a significant number of objections have been received relating to the constrained nature of this part of Granta Terrace, it is considered that this revised scheme now provides adequate on-site parking to ensure that the development would not result in harm to highway safety, over and above the existing situation.
47. The fact that this site is detached from the existing terrace of properties ensures that there is scope for properties of a different height and scale to occupy this site

without having an adverse impact on the streetscene. The proposed scheme would continue the eaves height of the existing two story properties on the terrace and as such the overall massing and scale of the development is not considered to be detrimental to the character of the streetscene.

48. The proposal would not result in harm to the residential amenity of neighbouring properties. Conditions can be attached to ensure that an increased risk of flooding and the noise generated by the adjacent railway are adequately mitigated.

49. Recommendation

Delegated authority for officers to approve subject to prior completion of a S106 legal agreement securing contributions towards public open space, community facilities, waste receptacles and monitoring and legal fees (if the conclusion of legal advice is that this is still required), 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 approved plans.
(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 and approved.
(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 demolition, site clearance or building operations shall commence until tree protection measures have been put in place. Replacement of damaged/dying trees required.
(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.)
5. No development shall commence until scaled elevations plans and details of the construction materials of the cycle storage units to be installed each of the 3 plots as part of the development hereby approved have been submitted to and approved in writing by the Local Planning Authority. The development shall be carried out in accordance with the approved details and retained as such thereafter.
(Reason - To ensure the appearance of the development is satisfactory in accordance with Policy DP/2 of the adopted Local Development Framework 2007.)
6. Access and parking provision to be laid out as indicated on the approved plans prior to the first occupation of either of the dwellings.
(Reason - To ensure that the appearance of the site does not detract from the character of the area in accordance with Policy DP/2 of the adopted Local Development Framework 2007.)

7. 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 the occupation of any of the dwellings, in accordance with the approved details and shall thereafter be retained.
(Reason - To ensure that the appearance of the site does not detract from the character of the area in accordance with Policy DP/2 of the adopted Local Development Framework 2007.)
8. Visibility splays shall be provided on both sides of the access and shall be maintained free from any obstruction over a height of 600mm within an area of 2m x 2m.
(Reason - In the interest of highway safety in accordance with Policy DP/3 of the adopted Local Development Framework 2007.)
9. Details of the materials to be used to surface the new access and measures to ensure that surface water does not drain onto the highway shall be submitted and approved before development commences
(Reason - In the interest of highway safety in accordance with Policy DP/3 of the adopted Local Development Framework 2007.)
10. A method statement relating to the management of traffic during the construction process shall be submitted and approved.
(Reason - In the interest of highway safety in accordance with Policy DP/3 of the adopted Local Development Framework 2007.)
11. 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.
(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.)
12. Prior to the commencement of any development, a scheme for the provision and implementation of surface water drainage (including details of the proposed soakaway) 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
(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.)
13. The proposed first floor window in the eastern side elevation of the proposed dwelling at plot 1 of the development hereby permitted shall be fitted and permanently glazed with obscure glass.
(Reason - To prevent overlooking of the adjoining properties in accordance with policy DP/3 of the adopted Local Development Framework 2007.)
14. The development shall be carried out in complete accordance with the mitigation measures listed in the noise impact assessment submitted with the planning application, including the specification of the glass in the windows on the western elevation of plot 3 and the use of mechanical ventilation in the bedrooms of that property.

(Reason – To ensure that the noise generated by the adjacent railway line does not result in harm to the residential amenity of the occupants of the development, 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 or elsewhere at which copies can be inspected.

- Nation Planning Policy Framework
<https://www.gov.uk/government/publications/national-planning-policy-framework--2>
- Local Development Framework, Development Control Policies, Adopted July 2007
<http://www.scambs.gov.uk/content/local-development-framework>
- South Cambridgeshire Local Plan, Proposed Submission July 2013
<http://www.scambs.gov.uk/localplan>

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