

## SOUTH CAMBRIDGESHIRE DISTRICT COUNCIL

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**REPORT TO:** Development and Conservation Control Committee 2<sup>nd</sup> November 2005  
**AUTHOR/S:** Director of Development Services

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**S/1669/05/F - Teversham**  
**Erection of Eighteen Flats Following Demolition of Two Houses Including Part Conversion  
and Extension at 750-754 Newmarket Road  
for A & H Reed**

**Recommendation: Delegated Approval**  
**Date for Determination: 30<sup>th</sup> November 2005 (Major Application)**

### 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 Marshall airport to the east and to the south 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 redevelopment 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 31<sup>st</sup> August 2005 proposes the demolition of nos. 752 and 754, which are 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 facilitate this. The site will then be re-developed to provide two blocks of flats. The first will be to the frontage with four 1-bedroom units, while the second is set back towards the rear of the site, forming an I-shape building containing a further 12 units with 2 bedrooms. The total number of units provided will be 18 dwellings. The net increase following demolition will be fifteen dwellings. The site will be developed at a density of 92 dwellings per hectare (dph). The applicant has agreed to fifty percent of these dwellings being secured for affordable housing. The site will be accessed at a single point off Newmarket Road, leading to car parks and turning area. A landscaped amenity area is proposed 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.

### Planning History

3. Planning application ref. **S/0281/04/F** for erection of eleven flats following demolition of two houses 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; however, the principle of re-development was not objected to.
4. Members agreed to delegate the decision of approval for a planning application seeking the erection of eleven flats following demolition of two houses and conversion of the remaining house into two maisonette flats (ref. **S/1419/04/F**) at its meeting on 3<sup>rd</sup> November 2004 (item 14), following an inspection of the site, in order for a section 106 to be secured. If issues relating to affordable housing were not secured by 3<sup>rd</sup> December 2004 the

application was to be refused. Officers were satisfied at that time that affordable housing could be achieved and a Section 106 has subsequently been drafted, however the final wording is to be agreed and a decision to issue the approval is pending. An update on this application will be reported verbally to Members at Committee.

5. A planning application (ref. **S/0722/05/F**) for a similar scheme to that now being considered was withdrawn. This was also for 18 flats and included the conversion of the remaining house into two maisonette flats.

### **Planning Policy**

6. **Policy SE4 ‘Group and Infill Villages’** of the South Cambridgeshire Local Plan 2004 (“Local Plan”) defines Teversham as a Group Village in which residential redevelopment 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.
7. **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.
8. **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.
9. **Policy HG12** of the Local Plan identifies requirements for extensions to houses, such as not harming the amenities of neighbours. 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** – Approves, commenting:
  - a) There should be a 50% provision for social housing.
  - b) A larger amenity area shall be provided.
  - c) A play area should be provided or the Developer should be asked to contribute towards provision of play areas elsewhere in the Parish.
15. **Environment Agency** – The site is less than 1 hectare and falls within zone 1 (outside a flood zone) of the flood risk matrix. There are no other Agency related issues. Informatives are suggested.
16. **Local Highways Authority** – The layout must be amended to provide:
  - a) A minimum of 6.0 metres to the rear of parking spaces to enable vehicle to enter and exit the space.
  - b) Pedestrian visibility should be provided each side of the access.
  - c) The access should be a simple crossing of the footway. Tactile paving, if that is what the boxes on the plan denote, are therefore not necessary.

An ECATP (Eastern Corridor Area Transport Plan) contribution of £2,083.00 is required in respect of this development.
17. **MOD Safeguarding – Cambridge Airport** – no safeguarding objections to this proposal, provided that the overall height of the proposed development including superstructures (i.e. chimneys, TV aerials, etc.) is no higher than 40 metres above Ordnance Datum.
18. **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.
19. **Cambridgeshire Fire and Rescue** – additional water supplies for fire fighting are not required. Access and facilities should be provided in accordance with the Building Regulations Approved Document B5, Section 17.
20. **Cambridgeshire Constabulary** – comments on the proposals cover:
  - a) Lack of natural surveillance of car parking spaces.
  - b) Dwelling frontages should be open and avoid recesses in excess of 600mm so that the frontages are open to view.
  - c) Access control is recommended in order to facilitate meter readings outside of dwellings.
  - d) The exposed side elevation to no. 750 would benefit from an area of clearly identifiable defensible space to guard against the danger/damage of graffiti and potential future dispute arising over the use of the space immediately adjacent to the dwellings.
  - e) Clear symbolic and physical barriers are required to denote those areas of garden to the rear and side of the flats that are private.
  - f) Parking, access and footpaths leading to block B should be provided with column mounted white down lighting to BS 5489: 1996 Code of Practice for Outdoor Lighting.
21. **Landscape Design Officer** – landscaping proposals are acceptable assuming the layout remains unchanged.

22. **Housing Development Manager** – had no comments to make from an affordable housing perspective. The affordable housing will be operated by Guinness Trust, as with the smaller scheme, and the units are suitable for shared-ownership use.
23. **Chief Environmental Health Officer** – comments awaited and will be reported verbally to Committee.
24. **Building Inspector** – The distance from a fire service vehicle to each flat entrance should not exceed 45m. The layout does not indicate a turning head for a service vehicle, therefore the 45m is measured from a point 20m into the site from Newmarket Road. Space requirements for communal bin storage should be determined in consultation with the waste collection authority.
25. **General Works Manager** – makes the following comments:
- a) Block A - There does not seem to be a refuse store for this block. If a store is provided it should be sized to take 1 x 1100 litre bin plus 3 x 240 litre bins. If not each flat will have their own black 240-litre bin and share 4 x 240 litre bins for green waste and recycling. These will have to be stored in the open space to the rear of the block of flats.
  - b) Blocks B and C - The refuse store shown should be sized to accommodate 5 x 1100 litre bins for recycling and refuse (for these 12 flats). If all 16 flats are to share the store it should be sized to take a minimum of 7 x 1100 litre bins. The refuse store is too far from Newmarket Road for collections to take place from the road, therefore, the RCV will have to reverse into the parking area in order to make collections from the store. Consequently the access to the parking area from Newmarket Road should have 6 metre radii on both sides. If the positions of the trees on the verge is accurate they may need to be kept trimmed to be clear of the turn into the parking area. The width of the access (shown at 5 metres) is adequate. The parking area should be constructed to take 26 tonne vehicles.
  - c) Maisonettes - Each maisonette shall have their own wheeled bins to be kept in the garden to the rear or at the front.

### **Representations**

26. Three letters of objection have been received from Bidwells (on behalf of Marshall), and occupiers of nos. 738 and 746 Newmarket Road. The concerns raised include:
- a) The proximity to the boundary of the flats is aggravated by some of the units having living rooms and bedrooms very close to it. The distance between the flats and the common boundary of Marshall's is 5 metres. Within the Marshall site there is a three-storey office building, which comes within three metres of the common boundary.
  - b) Whilst Marshall endeavour to limit noise and disturbance, there may be occasions when some disturbance is inevitable. The proximity is bound to aggravate that possibility.
  - c) Given the nature of the applicant's ownership in this vicinity it ought to be possible to layout the site in a way which achieves greater separation to achieve the order of twelve metres distance from the common boundary.
  - d) High volumes of traffic on Newmarket Road will make access from the site difficult. It dangerous for cars to exit on to the road as the speed limit of 40 miles per hour is regularly exceeded.
  - e) Flats built opposite do not have access onto Newmarket Road due to the issue of traffic.
  - f) The development will result in more cars parking on the verge, which restricts visibility for cars exiting properties on Newmarket Road.

g) Overlooking of rear gardens and subsequent loss of privacy.

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

27. The key planning issues are affordable housing contribution, size of amenity area, highways, archaeology, crime prevention, proximity to Marshall's, public art contribution, and overlooking of neighbouring residential properties.

#### ***Affordable housing***

28. A contribution of fifty percent of the net increase in dwellings for affordable occupation is to be secured through a section 106. A housing association is on board.

#### ***Amenity Area***

29. The area for amenity space has been reduced, however the provision is reasonable bearing in mind the units are all one and two bedrooms. The number of units proposed does not reach the policy threshold (21 dwellings or more - Policy RTI of the Local Plan) at which a contribution would be sought.

#### ***Highways***

30. Subject to amendments addressing concerns raised by the Local Highways Authority access and car parking arrangements are acceptable.
31. A contribution towards the ECATP was not sought in respect of application reference S/1419/04/F (see Para 4 above) as the request came after the decision to determine the application. This application will increase the traffic levels from the site due to the additional number of dwellings and therefore it is reasonable to now seek a contribution.

#### ***Archaeology***

32. A condition is recommended to ensure investigation of the site is carried out.

#### ***Crime prevention***

33. Amendments to the layout and elevations are required to address issues raised by the Architectural Liaison Officer.

#### ***Proximity to Marshall's***

34. There will be a distance of between 20 and 22 metres between the flats and office building at Marshall's. It is proposed to have landscaping to the boundary on both sides. These proposals are very similar in their relationship to that which was previously accepted under application S/1419/04/F.

#### ***Overlooking***

35. The front to back distance is 22 metres at the closest point, however this is at an angle so any views will be acute. The majority of flats will have approximately 30 metres separation. In addition, significant semi-mature landscaping is proposed to the boundary with adjoining residential properties to reduce the perceived threat of overlooking.

#### ***Public Art Contribution***

36. The Conservation Manager has confirmed that any decision notice approving the application should include a condition to provide a Public Art contribution in accordance with the Council's recently agreed policy and that this should also be referred to as one of the heads of terms in a section 106 legal agreement. The actual amount will be a sum negotiated by the Arts Officer appropriate to the delivery of an artwork on an agreed site. The key is to ensure that the developer first appoints an artist to develop an idea.

### **Recommendation**

37. Delegated powers are sought to approve the application subject to:
- a) No objections being received from the Chief Environmental Health Officer.
  - b) Appropriate amendments to address issues raised during consultations relating to highways, crime prevention, access for fire vehicles, and refuse collections.
  - c) Securing a section 106 legal agreement including contributions towards affordable housing, the Eastern Corridor Area Transport Plan, and public art. This can be required by condition.
  - d) The following conditions:
    1. Standard Condition A – Time limited permission (Reason A) - 3 years
    2. This permission does not include the details of materials listed on the approved drawing 04:947/22B. (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 hardsurfaced areas (Rc5f)
      - h – Underground works for the provision of infrastructure (RC To safeguard trees on the site.)
      - i – 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).
    4. Sc12 – Height limit, worded 'No part of Block A shall exceed 8 metres above existing ground level and no part of Block B shall exceed 10 metres above existing ground level' (Rc12b).
    5. Sc51 – Landscaping (Rc51).
    6. Sc52 – Implementation of landscaping (Rc52).
    7. Sc57 – Landscaping (protection of existing trees) (Rc57).
    8. Sc60 – Details of boundary treatment, worded 'all site boundaries' (Rc60).
    9. 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 secure the long term management and maintenance of landscaped areas.)
    10. Sc26 – 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);
    11. B9 – Access road, worded '5.0 metres for a distance of 10.0 metres'.
    12. B10 – Access road
    13. C3 – Parking, turning, loading and unloading
    14. D5a– Visibility, worded '2.0 metres x 2.0 metres'

15. 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. (RC 11-15 - RC10 Safety)
16. Sc66 – Archaeology worded ‘application site’ (Rc66).
17. Prior to development commencing on site a scheme of column mounted white down lighting (to BS 5489: 1996 Code of Practice for Outdoor Lighting) to all areas of parking, access and footpaths leading to block B shall be submitted to and approved in writing by the Local Planning Authority. Works shall be carried out in accordance with the agreed scheme prior to the occupation of any dwellings on site. (Reason: In the interests of crime prevention and safety).
18. No development of the site shall take place until a scheme of ecological enhancement has been submitted to and approved in writing by the local planning authority. The scheme shall include full details of specific measures to be provided in order to enhance the site’s biodiversity, and those features to be retained and managed both in the course of development and in the future. The approved scheme shall be fully implemented before any of the dwellings are occupied (Reason: To protect and enhance biodiversity (supported by South Cambridgeshire Local Plan, 2004 policy EN12).
19. 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 private garden area).
20. Condition requiring completion of S106 Agreement before any development commences.

### **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.
3. Before any existing property is demolished, a Demolition Notice will be required from the Environmental Health Department establishing the way in which the property will be dismantled, including any asbestos present, the removal of waste, minimisation of dust, capping of drains and establishing hours of working operation, to ensure the protection of the residential environment of the area.
4. Environment Agency informatives, as set out in its letter of 5<sup>th</sup> October 2005.

### **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', TP7 'Cambridge Airport Public Safety Zone', 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 is not considered to be significantly detrimental to the following material planning considerations which have been raised during the consultation exercise:
- Residential Amenities
  - Affordable Housing
  - Landscaping
  - Highways
  - Drainage
  - Flood risk
  - Bin Storage
  - Materials
  - Archaeology
  - Public Art

**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/1669/04/F, S/0281/04/F, S/1419/04/F and S/0722/05/F

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