

PLANNING COMMITTEE**Date: 2nd October 2013**

Application Number	13/1129/FUL	Agenda Item	
Date Received	1st August 2013	Officer	Miss Catherine Linford
Target Date	31st October 2013		
Ward	Cherry Hinton		
Site	40 - 64 Colville Road And 1 - 9 Augers Road Cambridge Cambridgeshire CB1 9EH		
Proposal	The demolition of 18 one bedroom bungalows. Erection of 16 Affordable Older Persons Flats, 3 Affordable dwellings (2 Houses and 1 FOG) and 14 Private Dwellings (6 Flats and 8 Houses). Associated car parking and private and shared amenity space. No change of use. This is a part of the Cambridge City Council Affordable Housing Framework		
Applicant	Mr 950 Capability Green Luton Bedfordshire LU1 3LU		

SUMMARY	<p>The development accords with the Development Plan for the following reasons:</p> <ol style="list-style-type: none">1. The proposed development respects the character of the surrounding area;2. The residential amenity of neighbouring properties is not significantly impacted upon; and3. Car parking, cycle parking and refuse storage is successfully integrated into the scheme.
RECOMMENDATION	APPROVAL

1.0 SITE DESCRIPTION/AREA CONTEXT

- 1.1 The application site is a City Council owned parcel of land, situated between Colville Road, Augers Road and Fishers Lane. The site is an 'L-shaped' plot situated on the northern side of Colville Road. It is relatively flat and has an area of approximately 0.5 hectares. The site is currently occupied by 18 bungalows, arranged in staggered blocks which face onto Colville Road and Augers Road.
- 1.2 There are a small number of trees on the site, and these are mostly concentrated in the north east and south east corners. In addition to trees within the boundaries of the site there are trees within the verges of Colville Road and Augers Road.
- 1.3 There is no vehicular access into the site and no parking. Residents gain pedestrian access to the bungalows from Colville Road and Augers Road. There are a series of footpaths between the blocks of bungalows, which allow residents access to their rear gardens and the communal green space behind the bungalows.
- 1.4 The site is not within a Conservation Area.

2.0 THE PROPOSAL

- 2.1 Full planning permission is sought for the redevelopment of the site for housing, following the demolition of all buildings on the site. The proposed development comprises part affordable housing (flats for the over 55s, houses with no age stipulation, and a flat over garage unit (FOG) with no age stipulation), which will be maintained by the City Council, and part private housing (flats and houses) to be sold by the developer.
- 2.2 This is part of the City Council's new Council House building programme. Changes in the regulations mean that the Council can develop new housing, without having to hand the site over to a housing association to develop and manage, as has been the case in the past. The Council has been successful in securing grant funding from the Homes and Communities Agency (HCA). Allocated grant funding from the HCA will be spread across a number of sites and provide 146 new homes by the end of March 2015 (The 146 Programme). This scheme,

along with 9 others has been granted Executive Councillor Approval to proceed.

2.3 The following dwellings will be provided:

Affordable housing

2 x 1-bed flats (for the over 55s)
14 x 2-bed flats (for the over 55s)
1 x 2-bed FOG (no age stipulation)
2 x 3-bed houses (no age stipulation)

Private housing

1 x 1-bed flat
5 x 2-bed flats
8 x 3-bed houses

2.4 Currently, the site is car free and two accesses are proposed onto the site, one on Colville Road and one on Augers Road. It is proposed that the site is developed as follows:

Block A – affordable flats for the over 55s

2.5 This block would stand at the north-western end of the site, with a car parking area (10 spaces) at the front accessed from Colville Road. The proposed building would be 'U shaped' in floorplan. The front of the building and the north-western 'wing' would be three-storeys in height and the south-eastern 'wing' would be single storey. There would be a communal garden area at the rear of the building, between the two 'wings'.

Block B – private flats

2.6 This block would stand adjacent to Block A to the southeast, set further forward with a car parking area (6 spaces) to the rear accessed from Augers Road, on the opposite side of a communal garden area. The proposed building would be almost rectangular in floorplan and would be three-storeys in height, with a single storey cycle store on the south-eastern end.

Private houses

- 2.7 The private houses would be arranged in semi-detached pairs. Attached to the cycle store of Block B, there would be a pair of two-storey semi-detached houses, with car ports (providing two tandem parking spaces for each dwelling) accessed from Colville Road. Turning the corner onto Augers Road, there would be two pairs of two-storey semi-detached houses, with car ports (providing two tandem parking spaces for each dwelling) accessed from Augers Road. There would be one pair of houses on each side of the access road. Turning the corner onto Fishers Lane, there would be a pair of two-storey, semi-detached houses with two tandem parking spaces for each dwelling alongside the house, accessed from Fishers Lane.

Affordable houses and FOG

- 2.8 These dwellings would be situated along the Augers Road access road. A pair of two-storey, semi-detached houses would be situated on the north-eastern side of the access road backing onto the proposed houses on Fisher Lane and adjacent to the common boundary with the flats at 60-70 Fishers Lane. A FOG would be situated opposite these houses, on the south-western side of the access road, backing onto the proposed houses on Colville Road. Below the FOG there would be three car parking spaces, one for the FOG and one for each of the affordable houses.
- 2.9 The application is accompanied by the following supporting information:
1. Design and Access and Planning Statement
 2. Flood Risk Assessment and Drainage Strategy Report
 3. Ecology Report (Extended Phase 1 Habitat Survey)
 4. Engineering Assessment including Ground Conditions
 5. Public Art Delivery Plan
 6. Code Assessment
 7. 10% Planning or Zero Carbon Technology Report
 8. Sustainability Checklist
 9. Site Waste Management Plan
 10. Transport Statement
 11. Arboricultural Survey

3.0 SITE HISTORY

None.

4.0 PUBLICITY

- 4.1 Advertisement: Yes
Adjoining Owners: Yes
Site Notice Displayed: Yes

5.0 POLICY

- 5.1 See Appendix 1 for full details of Central Government Guidance, Cambridge Local Plan 2006 policies, Supplementary Planning Documents and Material Considerations.

- 5.2 Relevant Development Plan policies

PLAN		POLICY NUMBER
Cambridge Local Plan 2006		3/1 3/4 3/7 3/10 3/11 3/12
		4/4
		5/1 5/4 5/12
		8/2 8/6 8/10
		10/1

- 5.3 Relevant Central Government Guidance, Supplementary Planning Documents and Material Considerations

Central Government Guidance	National Planning Policy Framework March 2012 Circular 11/95 Community Infrastructure Levy Regulations 2010
Supplementary Planning Documents	Sustainable Design and Construction Affordable Housing

	Planning Obligation Strategy
Material Considerations	<u>Central Government:</u> Letter from Secretary of State for Communities and Local Government (27 May 2010) Written Ministerial Statement: Planning for Growth (23 March 2011)
	<u>Citywide:</u> Cycle Parking Guide for New Residential Developments

6.0 CONSULTATIONS

Cambridgeshire County Council (Engineering)

Application as submitted

- 6.1 The access to Block A is being shown as being 4.7m in width. This is insufficient to enable two domestic cars to pass each other with ease. There is adequate space to increase the width of the access to 5m without impacting on the design. Conditions are recommended.

Application as amended

- 6.2 The applicant has submitted an amended site plan showing the access to Block A as 5m in width.

Head of Environmental Services

- 6.2 No objection. Conditions are recommended relating to construction hours, dust, noise assessment and mitigation (from the British Legion as they can apply for Temporary Event Licences), and waste storage.

Urban Design and Conservation Team

- 6.3 The Urban Design and Conservation Team supports the application, subject to the introduction of a screening panel on the southern side of the terrace area associated with the FOG; the introduction of a lower boundary fence along the southern and western boundaries of the over 55s block; and details of the proposed porch/entrance canopies.

Senior Sustainability Officer (Design and Construction)

- 6.4 The general approach to sustainable design and construction and renewable energy provision is supported, further information is requested, notably in relation to the location of the photovoltaic panels and the achievement of some of the Code credits.

Head of Streets and Open Spaces (Landscape Team)

- 6.5 No objection, subject to minor changes to the landscaping. A condition is recommended requiring a hard and soft landscaping scheme.

Cambridgeshire County Council (Archaeology)

- 6.6 The site should be subject to a programme of archaeological investigation.
- 6.7 The above responses are a summary of the comments that have been received. Full details of the consultation responses can be inspected on the application file.

7.0 REPRESENTATIONS

- 7.1 The owners/occupiers of the following addresses have made representations:
- ☐ 2 Augers Road
 - ☐ 50 Fishers Lane
 - ☐ 52 Fishers Lane
 - ☐ 4 Wenvoe Close

7.3 The representations can be summarised as follows:

Design

- ☐ Out of character – the Colville Estate has no other kerbside three-storey flats
- ☐ Loss of green space
- ☐ Block A looks like a ‘prison bloc’ or like an inner city block built in the 1960s/1970s

Residential Amenity

- ☐ Loss of light
- ☐ Dust, noise and parking during construction
- ☐ Concern about when materials will be delivered
- ☐ Air quality reduced by additional cars
- ☐ Additional traffic
- ☐ Bus service has been lost
- ☐ Overlooking

Other

- ☐ The lack of evidence of suitability of Block for older tenants. Second and third floor flats are not suitable or wanted, and people cannot afford to rent a two-bed flat
- ☐ The Council will not be able to fill the flats and in the future there will be a request to remove the age restriction
- ☐ Piecemeal development process – the Council intends to redevelop the 3 storey flats at the end of Colville Road and the British Legion site

7.4 The above representations are a summary of the comments that have been received. Full details of the representations can be inspected on the application file.

8.0 ASSESSMENT

From the consultation responses and representations received and from my inspection of the site and the surroundings, I consider that the main issues are:

1. Principle of development
2. Affordable Housing
3. Context of site, design and external spaces
4. Public Art
5. Renewable energy and sustainability

6. Disabled access
7. Residential amenity
8. Refuse arrangements
9. Car and cycle parking
10. Third party representations
11. Planning Obligation Strategy

Principle of Development

- 8.1 Policy 5/1 of the Cambridge Local Plan (2006) states that proposals for housing developments on windfall sites will be permitted subject to the existing use and compatibility with adjoining land uses. The site is currently in residential use and is in a predominantly residential area. Therefore, I am satisfied that the proposals comply with policy 5/1 of the Local Plan.
- 8.2 Policy 5/4 states that the redevelopment of existing dwellings will not be permitted unless it can be demonstrated that;
 - a) The property is unfit for human habitation and cannot be rehabilitated;
 - b) It is a subsidiary part of a non-residential property without any practical means of separate access being provided;
 - c) It is a Listed Building which can best be preserved through change of use;
 - d) It is necessary for the provision of community facilities for which there is a need in Cambridge; or
 - e) The lost accommodation is replaced by at least an equivalent amount of new residential floorspace. Such provision will be made on site unless otherwise agreed.
- 8.3 Until recently, the site was used as housing, managed by the City Council. The site currently accommodates 18 one-bed bungalows. The proposed development is for three one-bed flats, 19 two-bed flats, one two-bed FOG, and 10 three-bed houses – 33 dwellings in total. This is an increase in the number of dwellings on the site and, therefore, I am satisfied that the proposal complies with part e) of policy 5/4 of the Local Plan.
- 8.4 In my opinion, the principle of the development is acceptable and in accordance with policies 5/1 and 5/4 of the Cambridge Local Plan (2006).

Affordable Housing

- 8.5 Following a change in the rules about how Council's fund their own housing, Cambridge City Council have recently established a new Council House Building Programme. These changes mean that the Council can develop new housing, without having to hand the site over to a housing association to develop and manage, as has been the case in the past. The Council has been successful in securing grant funding from the Homes and Communities Agency (HCA). Allocated grant funding from the HCA will be spread across a number of sites and provide 146 new homes by the end of March 2015 (The 146 Programme). This scheme, along with 9 others has been granted Executive Councillor Approval to proceed.
- 8.6 It is proposed that 19 of the 33 residential units are affordable. This equates to 58% and as such more than meets the requirements for affordable housing provision as set out in the Local Plan, which is to provide at least 40%. The mix of affordable units comprises two one-bed flats and 14 two-bed flats, for people over 55 years old; and 1 two-bed FOG and 2 3-bed houses.
- 8.7 In my opinion the proposal is compliant with Cambridge Local Plan (2006) policies 5/5 and 10/1 and the Affordable Housing SPD (2008)

Context of site, design and external spaces

Site layout

- 8.8 The site layout results in clearly defined public and private space with the buildings around the perimeter of the site along Colville Road, Augers Road, and Fishers Lane clearly addressing the streets. Within the site, the two dwellings proposed along the access road (plots 31 and 32) and the FOG secure the rear boundaries of the gardens of plots 23 and 24, and 29 and 30, creating a secure development.

Scale and massing of Blocks A and B

- 8.9 Block A has been designed so that it addresses the corner identified at the western edge of the site with an active frontage

to the west and south. To reduce the overall bulk of the building, it has been split into two so that it is 'read' as two separate blocks linked by a lightweight deck. The building would be accessed from the centre, which would take residents onto a deck that would run along the rear of the building leading to an individual front door for each flat. The building would be three storeys in height with the exception of the northeast 'wing' which would be single storey, with a green roof. The building has been reduced in height at this point, to respond to concerns that a taller building would significantly impact upon the occupiers of 50 and 52 Fishers Lane.

- 8.10 Block B adjacent to this would be simpler in design with a central stair core and a flat on each side. A single storey cycle store would be positioned to the side of this block, linking it to the houses stepping down the height of the built form and reinforcing the built frontage along Colville Road. This building has been stepped forward to maximise amenity space at the rear.
- 8.11 The housing to the north and west of the site is generally two-storeys in height and consists of semi-detached and terrace houses, and flats. Immediately opposite, on the other side of Colville Road is Colville County Primary School, which is also two-storeys in height. To the west of the site, there is a car parking and behind this are three-storey blocks of flats.
- 8.12 It has been suggested that the height and scale of Blocks A and B is out of character with its surroundings as the Colville Estate is predominantly two-storey in height. The City Council owned blocks of flats behind the car park are three storeys in height, and although they are not positioned in the same way as Block A would be, they do have a presence in the street. Block A would be set back from the road in much the same way as the School opposite, and it is my view, and that of the Urban Design and Conservation Team, that this is an appropriate way to develop this end of the site.

Proposed houses

- 8.13 The proposed houses around the perimeter of site on Colville Road, Augers Road and Fishers Lane are two storeys in height and are not dissimilar in scale or design to the existing houses

on Augers Road. In my opinion they are visually acceptable and will integrate well with the neighbouring houses.

- 8.14 The submitted elevations indicate windows on the end gables of Plots 25-28 on the corners of the site with Colville Road, Augers Road and Fisher's Lane. Plots 26 and 27 include kitchen and living room windows fronting the internal access road. This approach is supported as it improves surveillance of the site entrance.

FOG unit

- 8.15 The FOG unit is a significant benefit to the scheme as it secures the rear boundary of plots 23 and 24. The submitted floor plans indicate that the FOG includes a 1.8m deep x 5.6m wide west facing terrace overlooking the shared amenity space associated with Block B. This approach is supported as it provides a generous private amenity space for this unit. In order to prevent overlooking of plot 23 to the south, screening panels will be required on the southern side of the terrace. Details of this can be secured by condition (3).

Materials and elevation treatment

- 8.16 The proposal takes a simple approach to the treatment for the elevations and materials and includes red facing brick, slim line PVC-u window frames and timber infill panels which is supported in design terms. I recommend a condition requiring details of all materials (4).
- 8.17 The facing brick proposed for both the flat blocks and houses, responds to the prevailing brick colour of existing semi-detached and terrace houses on Colville Road and Augers Road. Buff brick is proposed within recessed circulation cores (Block B) and at the back of the balconies (Block A). This approach is supported as it helps to break up the elevations.
- 8.18 Two courses of projecting brickwork are used between floors to emphasise the horizontal form of units and help break up and articulate the elevations.
- 8.19 On Block A it is proposed that 'hit and miss' brickwork is used on the external walls of the refuse store and scooter room and also within upper parts of the gable wall facing Colville Road.

This approach is supported as it adds interest and helps break up the expanse of brickwork in these locations.

- 8.20 Both the flat blocks and houses include flat-roofed entrances canopies above each front door. Further details of the design of these canopies are required and this can be secured by condition (5).
- 8.21 Deep reveal depths, of at least one brick depth, should be provided for window and door recesses to improve the articulation of elevations. This can be secured by condition (6).

Property thresholds

- 8.22 All houses now include 1.5m threshold spaces to the front of units to help soften the scheme. Planted areas along the southern garden boundary of Plot 27 and northern garden boundary of Plot 26 (located either side of the internal access road) have helped to soften the entrance into the site.
- 8.23 The submitted drawings indicate 2m high railings and brick pillars as boundary treatment for Block A along the southern (Colville Road frontage) and western boundaries of the site. A lower fence, such as 1.1m high railings, as proposed in front of Block B would appear less dominant and form a consistent approach to the boundary of treatment along Colville Road. I recommend that details of these boundaries are required by condition (7).
- 8.24 1.8m high brick walls are proposed for the garden boundaries of Plots 23 and 25-28. This approach which forms a robust boundary treatment. The submitted Design and Access Statement indicates 'hit and miss' brick walls for the side garden boundaries of Plots 26 and 27 which face the internal road. This is acceptable.
- 8.25 In my opinion the proposal is compliant with Cambridge Local Plan (2006) policies 3/4, 3/7, 3/11, and 3/12.

Landscaping and loss of green space

- 8.26 Currently, the site includes a large amount of green space at the rear. As this is not visible from the street, it is my opinion that its loss would not have a detrimental impact on the character or

appearance of the area, especially as the proposed scheme includes open space.

- 8.27 The proposed scheme has large areas of landscaping, and to ensure that these remain of a high quality it is important that they are low maintenance. The Landscape Team are generally supportive of the scheme, but recommend amendments to the submitted landscape plan.
- 8.28 There are narrow areas of land between the fence and the building on the east and west ends of Block A, and behind the cycle store of Block B. The landscape plan indicates that these areas would be lawn, which would be difficult to mow. It is, therefore, recommended that either the fence is relocated to create more generous areas of lawn or the area is planted with low maintenance shrubs or gravelled.
- 8.29 It is recommended that the proposed tree on the northeast corner of the site (T1 – *Betula utilis jacquemontii*) is replaced with a larger tree, and that two further trees are added; one along the access road, adjacent to plot 26, and another adjacent to the car park area for Block B. These trees are shown on the site plan but not on the submitted landscape plan.
- 8.30 These amendments can be secured through a condition requiring a hard and soft landscape plan (8)

Public Art

- 8.31 All major developments are required to provide Public Art either on site, if appropriate, or as a commuted sum. It has been decided by the Housing Team and applicant that the Council Housing project would benefit from a strategic approach to Public Art across all of the sites.
- 8.32 An artist has been commissioned to develop a project entitled 'Thresholds' where the artist will explore the idea of 'home' and what 'home' represents by marking the thresholds of 'home'.
- 8.33 This concept has been agreed by the City Council's Public Art Officer. The details of the scheme will be agreed through the S106 agreement.

- 8.34 In my opinion the proposal is compliant with Cambridgeshire and Peterborough Structure Plan (2003) policies P6/1 and 9/8 and Cambridge Local Plan (2006) policies 3/7 and 10/1 and the Public Art SPD 2010

Renewable energy and sustainability

- 8.35 Policy 8/16 of the Cambridge Local Plan (2006) explains that all major developments are required to provide at least 10% of the development's total predicted energy requirements on site, from renewable energy sources. Photovoltaics have been chosen as the most appropriate technology, which is fully supported. Two options for the photovoltaic system are put forward, one which would see panels utilised for all plots and one which would see panels used on the affordable units only (Block A and plots 31, 32 and 33). Under both options, the levels of carbon saving achieved would exceed the minimum requirements of Policy 8/16 of the Local Plan. Details showing the exact positions of the panels has not been submitted, and it is recommended that these details are required by condition (9 and 10) to ensure that the requirements are met.
- 8.36 There is no longer a bus service between the site and Cherry Hinton High Street and concern has been raised that older residents will find it difficult to access local services. This is regrettable, but is not under the control of the City Council.
- 8.37 In my opinion the applicants have suitably addressed the issue of sustainability and renewable energy and the proposal is in accordance with Cambridge Local Plan (2006) policy 8/16 and the Sustainable Design and Construction SPD 2007.

Residential Amenity

Impact on amenity of neighbouring occupiers

Block A

- 8.38 Block A has the greatest potential to result in adverse impacts on neighbour amenity. The building would stand to the southwest of the British Legion on Fishers Lane, and 50-58 Fishers Lane, and would be set back 12.8m from the road. The building would be 'U-shaped' in plan, with two 'wings' at the rear.

- 8.39 The 'wing' on the northeastern side of the building would be three-storeys and would stand behind the British Legion car park. This part of the building would stand 4m from the common boundary. In my opinion, this 'wing' would not have a significant detrimental impact on neighbours as it would not be directly adjacent to any other buildings. This wing would stand to the southwest of the British Legion car park and would not, in my opinion dominate, enclose or overshadow the British Legion building or the doctor's surgery to an unacceptable degree.
- 8.40 The wing on the northeastern side of the building would be single storey and (at its closest point) would stand 2m from the common boundary with 50 and 52 Fishers Lane. These neighbouring properties do not have large gardens, with No. 50 standing (at its closest point) 5.2m from the common boundary; and No. 52 standing (at its closest point) 7.4m from the common boundary. The proposed building would stand to the southwest of these neighbouring properties.
- 8.41 The common boundary between the site and 52 Fishers Lane is heavily planted on both sides. The proposed building would be single storey at this point, with a flat green roof, and it is my opinion that it would not be overly dominant when seen from 50 or 52 Fishers Lane.
- 8.42 The three-storey element of the building would stand 11m from the common boundary with 50 and 52 Fishers Lane. The access deck would run along the back of the building. The submitted plans show that the balustrading along the edge of the deck would be perforated metal, allowing views through it. The deck would be used for access, and would not be used as amenity space as balconies would be provided at the front of the building. In my opinion, this would mean that any overlooking from the deck would be minimal and not significant enough to warrant refusal of the application. However, in order to reduce the perceived overlooking I recommend a condition requiring full details of screening (11).

Block B

- 8.43 Block B would stand adjacent to Block A on Colville Road but further forward, and would be set back 3m from the road. This building would be rectangular in floorplan and three-storeys in

height, with a communal garden directly behind the building and a car parking area beyond this. The car parking area would abut the common boundary with the flats at 60-70 Fishers Lane. The car parking spaces would not be hard up against the common boundary and the common boundary is heavily planted. It is my opinion that the proposed car park would not disturb these neighbours to a significant degree. The proposed building would stand 23m from the common boundary and, therefore, would not enclose, dominate or overshadow these neighbours. Windows and balconies are proposed on the rear of the building but, due to the separation distance between the proposed building and the neighbouring properties on Fishers Lane, it is my opinion that any overlooking would not be significantly detrimental.

Private houses

- 8.44 The private houses would stand around the perimeter of the site, on Colville Road, Augers Road and Fishers Lane frontages. Their impact on existing, neighbouring residential properties would, in my view, not be significant. Plots 23 and 24 would stand opposite the School; plots 25 and 26, and 27 and 28 would stand opposite other houses on Augers Road; and plots 29 and 30 would stand opposite houses on Arran Close.
- 8.45 Plot 30 would stand adjacent to the common boundary with the flats at 60-70 Fishers Lane adjacent to the parking area at the front, with the tandem car parking spaces for plot 30 providing a buffer between the proposed house and the boundary. Due to the orientation of the buildings, the proposed house would cast shadow over the car parking area in the late afternoon, but it is my view that the impact of this would be minimal and not at a level significant enough to warrant refusal of the application. Plot 30 would have windows on the rear elevation, but these windows would only allow oblique views across to the flats at 60-70 Fishers Lane. In my view, this form of overlooking, is acceptable in an urban area.

Affordable houses and FOG

- 8.46 These dwellings would be situated along the Augers Way access road. The proposed two-storey houses (plots 31 and 32) would stand on the northeastern side of the access road, adjacent to the common boundary with the flats at 60-70

Fishers Lane The proposed houses would stand to the southeast of these neighbouring properties 1.8m from the common boundary.

- 8.47 Plot 31 would stand adjacent to the common boundary with the flats at 60-70 Fishers Lane. The neighbouring building is 'T-shaped', and the proposed house would stand adjacent to the rear section of the neighbouring plot, which appears to be used as amenity space. Due to the orientation of the buildings, the proposed house would cast shadow over the amenity space in the late afternoon, but it is my view that the impact of this would be minimal and not at a level significant enough to warrant refusal of the application. Plot 31 would have windows on the rear elevation, but these windows would only allow oblique views across to the flats at 60-70 Fishers Lane. In my view, this form of overlooking, is acceptable in an urban area.

Noise and disturbance during construction

- 8.48 The site is close to other residential properties and opposite a School. I, therefore, recommend that a Demolition and Construction Environmental Management Plan is required by condition (2), which will contain details including demolition and construction hours, delivery hours (to avoid school dropping off and picking up times), contractor working arrangements (including parking), noise and dust suppression.
- 8.49 In my opinion the proposal adequately respects the residential amenity of its neighbours and the constraints of the site and I consider that it is compliant with Cambridge Local Plan (2006) policies 3/4 and 3/7.

Air quality

- 8.50 Environmental Health have not raised any concerns regarding air quality. The additional traffic produced by the development would not be excessive and considering that the site is not within an Air Quality Management Zone it is my opinion that the development would not have a significant detrimental impact on air quality in the area.

Amenity for future occupiers of the site

- 8.51 The British legion community hall at 58 Fishers Lane is at the rear of the site and in relatively close proximity to the application site. Twelve temporary event notices can be applied for under the Licensing Act 2003 to allow licensable activities at the site such as the sale of alcohol and the provision of regulated entertainment which can continue beyond 11pm. These activities have the potential to impact upon the proposed development site. It is recommended an assessment is undertaken to establish the potential impact of regulated entertainment at the community hall on the proposed development site, as further noise mitigation may be required in addition to the proposed 1.8m high close boarded fence at the site boundary. This can be secured by condition (12).
- 8.52 In my opinion the proposal provides a high-quality living environment and an appropriate standard of residential amenity for future occupiers, and I consider that in this respect it is compliant with Cambridge Local Plan (2006) policies 3/7 and 3/12.

Refuse Arrangements

- 8.53 The bin stores for Blocks A and B would be located within the buildings. The submitted plans show that it is intended that the refuse collection vehicle would stop at the entrance gate to the car park of Block A to allow the bins to be collected from this building; and that the refuse collection vehicle would then enter the site, using the Augers Road entrance, to collect the bins from Block A and the affordable houses and FOG within the site.
- 8.54 The Refuse Team have explained that it would not be possible for the refuse collection vehicle to stop at the entrance to the car park of Block A as the space allowed is too short (the space is 10m in length and the refuse collection vehicle is 11.5m in length). Cars can currently freely park on both Colville Road and Augers Road and the reversing manoeuvre of the refuse collection vehicle may not be possible with parked cars nearby inhibiting the swing/ turning circle of the vehicle. This would make collecting waste problematic as it would mean that the refuse collection would have to stop in the road and would also mean that the refuse collectors would need to walk further. Due

to the proximity of the School, Colville Road and Augers Road are heavily used and parked along at school dropping off and picking up times. These roads have no parking restrictions and the Local Planning Authority cannot impose them. When it was occupied, refuse would have been collected from the site with the refuse collection vehicles stopping in the road. In my opinion, although it may well be problematic, waste can be collected from the site and it would therefore be unreasonable to refuse planning permission on these grounds. However, in order for the site to work, this needs to be resolved. Further details on this issue will be reported on the Amendment Sheet .

- 8.55 The submitted plans do not show the suitable bin sized Block B. The store may also be too small, and it may be difficult to manoeuvre bins into and out of the store. The Refuse Team are of the opinion that this is resolveable, and I, therefore, recommend that details of this bin store are required by condition (13).
- 8.56 In my opinion the proposal is compliant with Cambridge Local Plan (2006) policy 3/12.

Car and Cycle Parking

Car Parking

- 8.57 Appendix C (Car Parking Standards) of the Cambridge Local Plan (2006) states that no more than one car parking space should be provided for a dwelling with up to two bedrooms, and no more than two parking spaces should be provided for a dwelling with three or more bedrooms
- 8.58 It is proposed that a car park is provided for Block A, with 10 spaces for the 16 flats; a car parking is provided for Block B, with six parking spaces for the six flats; each private house has two parking spaces; and each affordable house and the FOG has one parking space. The parking spaces proposed for Block B and the houses meet the standards, whereas the number of parking spaces proposed for Block A is below the standards. Concern has been raised about the lack of car parking spaces proposed. Considering the site's location, very close to Cherry Hinton High Street and the Local Centre, and because Cherry Hinton is linked to the City Centre and onward public transport

routes it is my opinion that it would be unreasonable to refuse planning permission for this reason.

Cycle Parking

- 8.59 Block A would have two covered cycle parking areas at the rear of the site, on the deck, adjacent to the staircases. The number of cycle parking spaces proposed (16) is below those stated in Appendix D (Cycle Parking Standards) of the Cambridge Local Plan, but the Housing Team consider this provision to be appropriate, as it matches the provision at other similar sites in the City. Even so, it is my opinion that full compliance with the standards should be sought. There is sufficient space on site for additional cycle storage and I therefore recommend a condition requiring details of cycle storage (14). A scooter store is also proposed within the building, adjacent to the entrance.
- 8.60 A secure cycle store would be provided adjacent to Block B, with access to Colville Road and the car park to the rear. Twelve cycle parking spaces are proposed in this store which meets the requirements of Appendix D.
- 8.61 Each house would have a secure cycle shed in the rear garden, and the FOG would have a cycle store within the building. This approach is acceptable in principle. Details of these stores have not been submitted and I therefore recommend that these details are required by condition (14).
- 8.62 In my opinion the proposal is compliant with Cambridge Local Plan (2006) policies 8/6 and 8/10.

Third Party Representations

The lack of evidence of suitability of Block for older tenants. Second and third floor flats are not suitable or wanted, and people cannot afford to rent a two-bed flat

- 8.63 This is not a planning issue. However, a response has been requested from the Housing Team, which will be reported on the Amendment Sheet.

The Council will not be able to fill the flats and in the future there will be a request to remove the age restriction

- 8.64 This will be a clause in the S106 agreement. If the Housing Team wishes to accommodate residents under 55 years old in the flats in the future, they will need to seek to vary the S106 agreement. The impact of this would then be assessed. No changes to the building would be required in order to accommodate those under 55 years old, but the local planning authority would seek additional S106 contributions, such as education contributions.

Piecemeal development process – the Council intends to redevelop the 3 storey flats at the end of Colville Road and the British Legion site

- 8.65 The proposal would not prejudice the development of these neighbouring sites in the future. The application should be assessed on its own merits.

Planning Obligations

- 8.66 The Community Infrastructure Levy Regulations 2010 have introduced the requirement for all local authorities to make an assessment of any planning obligation in relation to three tests. If the planning obligation does not pass the tests then it is unlawful. The tests are that the planning obligation must be:

- (a) necessary to make the development acceptable in planning terms;
- (b) directly related to the development; and
- (c) fairly and reasonably related in scale and kind to the development.

In bringing forward my recommendations in relation to the Planning Obligation for this development I have considered these requirements. The Planning Obligation Strategy (2010) provides a framework for expenditure of financial contributions collected through planning obligations. The Affordable Housing Supplementary Planning Document 2008 provides guidance in terms of the provision of affordable housing and the Public Art Supplementary Planning Document 2010 addresses requirements in relation to public art (amend/delete as applicable). The applicants have indicated their willingness to enter into a S106 planning obligation in accordance with the requirements of the Strategy and relevant Supplementary

Planning Documents. The proposed development triggers the requirement for the following community infrastructure:

Open Space

- 8.67 The Planning Obligation Strategy requires that all new residential developments contribute to the provision or improvement of public open space, either through provision on site as part of the development or through a financial contribution for use across the city. The proposed development requires a contribution to be made towards open space, comprising outdoor sports facilities, indoor sports facilities, informal open space and provision for children and teenagers. The total contribution sought has been calculated as follows.
- 8.68 The application proposes the erection of 10 three-bedroom houses, 20 two-bedroom flats (including the FOG) and 3 one-bedroom flats. 18 residential units would be removed, so the net total of additional residential units is 15. A house or flat is assumed to accommodate one person for each bedroom, but one-bedroom flats are assumed to accommodate 1.5 people. Contributions towards provision for children and teenagers are not required from one-bedroom units. The totals required for the new buildings are calculated as follows:

Outdoor sports facilities					
Existing total bedrooms	New total bedrooms	Net additional bedrooms	Assumed net additional persons	£ per person	Total £
18	73	55	55	238	13,090

Indoor sports facilities					
Existing total bedrooms	New total bedrooms	Net additional bedrooms	Assumed net additional persons	£ per person	Total £
18	73	55	55	269	14,795

Informal open space					
Existing total bedrooms	New total bedrooms	Net additional bedrooms	Assumed net additional persons	£ per person	Total £
18	73	55	55	242	13,310

Provision for children and teenagers					
Existing total bedrooms	New total bedrooms	Net additional bedrooms not in 1-bed units (and not over 55s)	Assumed net additional persons not in 1-bed units	£ per person	Total £
18	73	42	42	316	13,272

8.69 Subject to the completion of a S106 planning obligation to secure the requirements of the Planning Obligation Strategy (2010) and the Cambridge City Council Open Space Standards Guidance for Interpretation and Implementation (2010), I am satisfied that the proposal accords with Cambridgeshire and Peterborough Structure Plan (2003) policies P6/1 and P9/8, Cambridge Local Plan (2006) policies 3/8 and 10/1 and the Planning Obligation Strategy 2010 and the Cambridge City Council Open Space Standards Guidance for Interpretation and Implementation (2010)

Community Development

8.70 The Planning Obligation Strategy (2010) requires that all new residential developments contribute to community development facilities, programmes and projects. This contribution is £1256 for each unit of one or two bedrooms and £1882 for each larger unit. The total contribution sought has been calculated as follows:

Community facilities			
Type of unit	£per unit	Number of such units	Total £
1 bed	1256		

2-bed	1256	5 additional	6280
3-bed	1882	10 additional	18,820
4-bed	1882		
Total			25,100

- 8.71 Subject to the completion of a S106 planning obligation to secure the requirements of the Planning Obligation Strategy (2010), I am satisfied that the proposal accords with Cambridgeshire and Peterborough Structure Plan (2003) policies P6/1 and P9/8, Cambridge Local Plan (2006) policies 5/14 and 10/1 and the Planning Obligation Strategy 2010.

Waste

- 8.72 The Planning Obligation Strategy (2010) requires that all new residential developments contribute to the provision of household waste and recycling receptacles on a per dwelling basis. As the type of waste and recycling containers provided by the City Council for houses are different from those for flats, this contribution is £75 for each house and £150 for each flat. The total contribution sought has been calculated as follows:

Waste and recycling containers			
Type of unit	£per unit	Number of such units	Total £
House	75		
Flat	150	15 additional	2250
Total			2250

- 8.73 Subject to the completion of a S106 planning obligation to secure the requirements of the Planning Obligation Strategy (2010), I am satisfied that the proposal accords with Cambridgeshire and Peterborough Structure Plan (2003) policies P6/1 and P9/8, Cambridge Local Plan (2006) policies 3/7, 3/12 and 10/1 and the Planning Obligation Strategy 2010.

Household Recycling Centres

- 8.74 A network of Household Recycling Centres is operational across the Cambridgeshire and Peterborough area. Continued development will put pressure on the existing facilities and require expansion of the network. Financial contributions are required in accordance with the Cambridgeshire and

Peterborough Waste Partnership (RECAP): Waste Management Design Guide Supplementary Planning Document (February 2012). These contributions vary according to the nature and scale of the proposed development and are based on any additional costs for the relevant local authority arising out of the need for additional or improved infrastructure, which is related to the proposed development.

- 8.75 The adoption of the Waste Management Design Guide SPD requires a contribution to be made in relation to all new development where four or more new residential units are created. Policy CS16 of the adopted Minerals and Waste Core Strategy requires new development to contribute towards Household Recycling Centres (HRCs) consistent with the RECAP Waste Management Design Guide SPD.
- 8.76 For new development in Cambridge the relevant HRC is located at Milton. The following table sets out how the contribution per new dwelling has been calculated for the Milton HRC.

Notes for Milton	Infrastructure/households	Source
4 sites at £5.5 million	£22 million	Cost per site sourced from Mouchel Parkman indicative costs 2009
Total catchment (households)	115,793	WMT Recycling Centre catchment tables CCC mid 2009 dwelling figures
New households	24,273	CCC housing trajectory to 2025 as of December 2010
<u>Infrastructure costs</u>		
Total number of households in catchment	x New households in catchment	
	x 24,273	= £4,611,730

<u>£22 million</u> 115,793
Total Developer Contribution per household = £190

The net gain is 15 therefore the necessary contribution towards HRC is £2850.

- 8.77 Subject to the completion of a S106 planning obligation to secure the requirements of the Cambridgeshire and Peterborough Waste Partnership (RECAP): Waste Management Design Guide Supplementary Planning Document (February 2012), I am satisfied that the proposal accords with the Cambridgeshire and Peterborough Minerals and Waste Development Plan (Core Strategy Development Plan Document July 2011) policy CS16.

Education

- 8.78 Upon adoption of the Planning Obligation Strategy (2010) the Council resolved that the Education section in the 2004 Planning Obligations Strategy continues to apply until it is replaced by a revised section that will form part of the Planning Obligations Strategy 2010. It forms an annex to the Planning Obligations Strategy (2010) and is a formal part of that document. Commuted payments are required towards education facilities where four or more additional residential units are created and where it has been established that there is insufficient capacity to meet demands for educational facilities.
- 8.79 In this case, 15 additional residential units are created and the County Council have confirmed that there is insufficient capacity to meet demand for pre-school education, primary education, secondary education, and lifelong learning. Contributions are not required for pre-school education, primary education and secondary education for one-bedroom units. Contributions are therefore required on the following basis.

Pre-school education					
Type of unit	Persons per unit		£per unit	Number of such units	Total £
1 bed	1.5		0		
2+-beds	2		810	16	12,960
Total					12,960

Primary education					
Type of unit	Persons per unit		£per unit	Number of such units	Total £
1 bed	1.5		0		
2+-beds	2		1350	16	21,600
Total					21,600

Secondary education					
Type of unit	Persons per unit		£per unit	Number of such units	Total £
1 bed	1.5		0		
2+-beds	2		1520	16	24,320
Total					24,320

Life-long learning					
Type of unit	Persons per unit		£per unit	Number of such units	Total £
1 bed	1.5		160		
2+-beds	2		160	15	2400
Total					2400

8.80 Subject to the completion of a S106 planning obligation to secure the requirements of the Planning Obligation Strategy 2010, I am satisfied that the proposal accords with Cambridgeshire and Peterborough Structure Plan (2003)

policies P6/1 and P9/8, Cambridge Local Plan (2006) policies 5/14 and 10/1 and the Planning Obligation Strategy 2010.

Public Art

- 8.81 The development is required to make provision for public art and officers have recommended as set out in paragraphs 8.30 to 8.33 above that in this case provision for public art should be made on site
- 8.82 Subject to the completion of a S106 planning obligation to secure this infrastructure provision, I am satisfied that the proposal accords with Cambridgeshire and Peterborough Structure Plan (2003) policies P6/1 and 9/8, Cambridge Local Plan (2006) policies 3/7 and 10/1 and the Public Art SPD 2010.

Monitoring

- 8.83 The Planning Obligation Strategy (2010) requires that all new residential developments contribute to the costs of monitoring the implementation of planning obligations. The costs are calculated according to the heads of terms in the agreement. The contribution sought will be calculated as £150 per financial head of term and £300 per non-financial head of term. Contributions are therefore required on that basis.

Planning Obligations Conclusion

- 8.84 It is my view that the planning obligation is necessary, directly related to the development and fairly and reasonably in scale and kind to the development and therefore the Planning Obligation passes the tests set by the Community Infrastructure Levy Regulations 2010.

9.0 CONCLUSION

- 9.1 The proposed scheme will provide much needed Council housing alongside private housing. In my opinion, the proposal respects the character of the surrounding area and would have a minimal impact on neighbouring residents. The application is, therefore, recommended for approval, subject to conditions and the completion of a S106 agreement.

10.0 RECOMMENDATION

FOR RECOMMENDATIONS OF APPROVAL

1. APPROVE subject to the satisfactory completion of the s106 agreement by 31 January 2014 and subject to the following conditions and reasons for approval:

1. The development hereby permitted shall be begun before the expiration of three years from the date of this permission.

Reason: In accordance with the requirements of section 51 of the Planning and Compulsory Purchase Act 2004.

2. Prior to the commencement of development, including demolition, a site wide Demolition and Construction Environmental Management Plan (DCEMP) shall be submitted to and approved in writing by the local planning authority. The DCEMP shall include the consideration of the following aspects of demolition and construction:

- a) Contractors' access arrangements for vehicles, plant and personnel including the location of construction traffic routes to, from and within the site, details of their signing, monitoring and enforcement measures.

- b) Demolition and construction hours.

- c) Delivery times for demolition and construction purposes.

- d) Noise method, monitoring and recording statements in accordance with the provisions of BS 5228-1: 2009.

- e) Maximum noise levels

- f) Vibration method, monitoring and recording statements in accordance with the provisions of BS 5228-2: 2009.

- g) Maximum vibration levels

- h) Dust management and wheel washing measures in accordance with the provisions of London Best Practice Guidance: The control of dust and emissions from construction and demolition.

- i) Prohibition of the burning of waste on site during demolition/construction.

- j) Site lighting.

- k) Drainage control measures.

- l) Screening and hoarding details.

- m) Access and protection arrangements around the site for pedestrians, cyclists and other road users.

- n) Procedures for interference with public highways, including permanent and temporary realignment, diversions and road closures.
- o) External safety and information signing and notices.
- p) Consideration of sensitive receptors.
- q) Prior notice and agreement procedures for works outside agreed limits.
- r) Complaints procedures, including complaints response procedures.
- s) Membership of the Considerate Contractors Scheme.

Works shall be carried out in accordance with the approved DCEMP.

Reason: To minimise the impact on neighbouring properties in terms of noise and disturbance (Cambridge Local Plan 2006, policy 4/13)

3. Prior to occupation, full details of the screen to the terrace of the FOG (plot 33) shall be submitted to and approved in writing by the local planning authority. The development shall be implemented in accordance with the approved details.

Reason: In the interests of residential amenity (Cambridge Local Plan 2006, policy 3/7)

4. No development shall take place until samples of the materials to be used in the construction of the external surfaces of the development 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 that the appearance of the external surfaces is appropriate. (Cambridge Local Plan 2006 policies 3/4, 3/12 and 3/14)

5. Prior to installation, full details of all entrance canopies shall be submitted to and approved in writing by the local planning authority. The development shall be implemented in accordance with the approved details.

Reason: To ensure the appearance is acceptable. (Cambridge Local Plan 2006, policy 3/12)

6. The depth of the reveal for all external windows and doors shall be no less than 75mm.

Reason: To ensure the appearance of the building is acceptable. (Cambridge Local Plan 2006, policy 3/12)

7. No development shall take place until there has been submitted to and approved by the local planning authority in writing a plan indicating the positions, design, materials and type of boundary treatment to be erected. The boundary treatment shall be completed in accordance with a timetable agreed in writing with the local planning authority. Development shall be carried out in accordance with the approved details.

Reason: To ensure an appropriate boundary treatment is implemented. (Cambridge Local Plan 2006 policies 3/4, 3/11 and 3/12)

8. No development shall take place until full details of both hard and soft landscape works have been submitted to and approved in writing by the local planning authority and these works shall be carried out as approved. These details shall include proposed finished levels or contours; means of enclosure; car parking layouts, other vehicle and pedestrian access and circulation areas; hard surfacing materials; minor artefacts and structures (eg furniture, play equipment, refuse or other storage units, signs, lighting); proposed and existing functional services above and below ground (eg drainage, power, communications cables, pipelines indicating lines, manholes, supports); retained historic landscape features and proposals for restoration, where relevant. Soft Landscape works shall include planting plans; written specifications (including cultivation and other operations associated with plant and grass establishment); schedules of plants, noting species, plant sizes and proposed numbers/densities where appropriate and an implementation programme.

Reason: In the interests of visual amenity and to ensure that suitable hard and soft landscape is provided as part of the development. (Cambridge Local Plan 2006 policies 3/4, 3/11 and 3/12)

9. Prior to installation, full details of the positioning of the proposed solar panels shall be submitted to and approved in writing by the local planning authority. The development shall be implemented in accordance with the approved details.

Reason: To ensure they are visually acceptable and efficient. (Cambridge Local Plan 2006, policies 3/7 and 4/13)

10. The proposed on-site renewable energy technologies shall be fully installed and operational prior to the occupation of any approved buildings and shall thereafter be maintained in accordance with a maintenance programme, which shall be submitted to and approved in writing by the local planning authority prior to the commencement of development. The renewable energy technologies shall remain fully operational in accordance with the approved maintenance programme, unless otherwise agreed in writing by the local planning authority.

Reason: In the interests of reducing carbon dioxide emissions (Cambridge Local Plan 2006 policy 8/16).

11. Prior to the occupation, full details of a screening system for the deck on Block A shall be submitted to and approved in writing by the local planning authority. The development shall be implemented in accordance with the approved details.

Reason: In the interests of residential amenity. (Cambridge Local Plan 2006, policy 3/7)

12. Part A

Prior to the commencement of development works a noise report that considers the impact of entertainment noise upon the proposed development shall be submitted in writing for consideration by the local planning authority.

Part B

Following the submission of the noise report and prior to the commencement of refurbishment/development works, a noise insulation scheme detailing the acoustic noise insulation performance specification of the external building envelope of the residential units (having regard to the building fabric, glazing and ventilation) and/or boundary treatment for protecting the residential units from noise from the neighbouring entertainment use shall be submitted to and approved in writing by the local planning authority. The scheme shall achieve the internal noise levels recommended in British Standard 8233:1999 Sound Insulation and noise reduction for buildings-Code of Practice. These levels shall be achieved with ventilation meeting both the background and summer cooling requirements.

The scheme as approved shall be fully implemented before the use hereby permitted is commenced and prior to occupation of the residential units and shall not be altered.

Reason: In the interests of residential amenity. (Cambridge Local Plan 2006, policy 4/13)

13. Prior to the commencement of development, with the exception of below ground works, full details of the on-site storage facilities for waste including waste for recycling shall be submitted to and approved in writing by the Local Planning Authority. Such details shall identify the specific positions of where wheelie bins, recycling boxes or any other means of storage will be stationed and the arrangements for the disposal of waste. The approved facilities shall be provided prior to the commencement of the use hereby permitted and shall be retained thereafter unless alternative arrangements are agreed in writing by the Local Planning Authority.

Reason; To protect the amenities of nearby residents/occupiers and in the interests of visual amenity. (East of England Plan 2008 policy ENV7 and Cambridge Local Plan 2006 policies 3/4 and 4/13)

14. No development shall commence until details of facilities for the covered, secured parking of bicycles for use in connection with the development hereby permitted shall be submitted to and approved by the local planning authority in writing. The approved facilities shall be provided in accordance with the approved details before use of the development commences.

Reason: To ensure appropriate provision for the secure storage of bicycles. (Cambridge Local Plan 2006 policy 8/6)

15. No development shall take place within the site until the applicant, or their agent or successors in title, has secured the implementation of a programme of archaeological work in accordance with a written scheme of investigation which has been submitted by the applicant and approved in writing by the local planning authority.

Reason: To ensure that an appropriate archaeological investigation of the site has been implemented before development commences. (Cambridge Local Plan 2006 policy 4/9)

2. Unless prior agreement has been obtained from the Head of Planning, in consultation with the Chair and Spokesperson of this Committee to extend the period for completion of the Planning Obligation required in connection with this development, if the Obligation has not been completed by 31 January 2014, or if Committee determine that the application be refused against officer recommendation of approval, it is recommended that the application be refused for the following reason(s):

The proposed development does not make appropriate provision for public open space, community development facilities, education and life-long learning facilities, public art, waste facilities, waste management and monitoring in accordance with Cambridge Local Plan 2006 policies 3/7, 3/8, 3/12, 5/5, 5/14, 8/3 and 10/1, the Public Art Supplementary Planning Document 2010, the Open Space Standards Guidance for Interpretation and Implementation 2010, and Cambridgeshire and Peterborough Waste Partnership (RECAP): Waste Management Design Guide Supplementary Planning Document 2012

3. In the event that the application is refused, and an Appeal is lodged against the decision to refuse this application, delegated authority is sought to allow officers to negotiate and complete the Planning Obligation required in connection with this development