RECOMMENDATION - APPROVE

This application is reported to the Development Management Committee (DMC) as Huntingdon Town Council's recommendation of refusal is contrary to the officer recommendation of approval.

1 DESCRIPTION OF SITE AND APPLICATION

1.1 This application relates to a parcel of land (approximately 415 Sq. m.) located adjacent to (east of) the Ermine Street/St Peters Road junction, approx. 350m northwest of High Street, Huntingdon. The proposal is for the erection of seven flats.

1.2 The edge of the public footpath defines the boundary to the west, although the site is currently enclosed along this boundary by HERAS temporary fencing. A blockwork wall provides the boundary to the northeast and a brick wall (which appears to have been the subject of some temporary repairs) defines the southeast boundary. Both are c. 1.8-2m in height.

1.3 The site contains a mixture of self-seeding grasses and rough shrubs, along with an informal footpath created by a pedestrian desire line which cuts the northwest corner.

1.4 The application site lies within the Huntingdon Conservation Area, approximately 23m to the north of 32-36 Ermine Street, a terrace of grade II listed buildings (: English Heritage List number: 1128633) from the Georgian period which are set back a short distance from the highway.

1.5 What is now the Ermine Street/St Peters Road junction is identified as a 'Historic Gateway' in the Huntingdonshire Landscape and Townscape Assessment 2007 (Figure 4 - Huntingdon Urban Structure). Figure 5 of the same identifies that the application site is positioned upon the boundary between the 'Historic Centre' and the 'Huntingdon Periphery Estates'.
1.6 Historic maps indicate a small school occupied the site in the 1900, which by the 1950's had modified into a workshop which formed part of the North End Garage. The empty plot is not considered to make a positive contribution to the Conservation Area and is a rather stark anomaly when seen in the context of the other nearby modern developments.

2. NATIONAL GUIDANCE

2.1 The National Planning Policy Framework (24th July 2018) (NPPF 2018) sets out the Government's planning policies for England and identifies three overarching objectives (economic, social and environmental) to be pursued in mutually supportive ways in order to contribute to the achievement of sustainable development.

2.2 Paragraphs 10 and 11 of the NPPF 2018 identify a presumption in favour of sustainable development.

2.3 NPPF 2018 replaced NPPF 2012 in July 2018. HDC submitted their Local Plan on 29 March 2018. Transitional arrangements are in place for Local Planning Authorities which submitted Local Plans for examination prior to the 29 January 2019 to ensure consistency. Accordingly, NPFF 2012 objectives and policies will continue to be relevant.


3. PLANNING POLICIES

3.1 Saved policies from the Huntingdonshire Local Plan (1995)
- H31: Residential Privacy and Amenity Standards
- H37: Housing and Environmental Pollution
- H38: Housing and Noise Pollution
- T19: Footpath Provision in New Development
- T20: Cycleway Provision in New Development
- En2: Character and Setting of Listed Buildings
- En5: Conservation Areas Character
- En6: Design Standards in Conservation Areas
- En9: Open Spaces, Trees and Street Scenes in Conservation Areas
- En20: Landscaping Schemes for New Development
- En25: General Design Criteria

3.2 Saved policies from the Huntingdonshire Local Plan Alterations (2002)
- HL5: Quality and Density of Development
- HL6: Housing Densities
- HL10: Housing Provision
3.3 Adopted Huntingdonshire Local Development Framework Core Strategy (2009)

- CS1: Sustainable Development in Huntingdonshire.
- CS3: The Settlement Hierarchy
- CS10: Contributions to Infrastructure Requirements

3.4 Huntingdonshire's Local Plan to 2036: Proposed Submission 2017 (as amended March 2018 for submission)

- LP1: Amount of Development
- LP2: Strategy for Development
- LP4: Contributing to Infrastructure Delivery
- LP6: Waste Water Management
- LP7: Spatial Planning Areas
- LP12: Design Context
- LP13: Design Implementation
- LP15: Amenity
- LP16: Surface Water
- LP17: Sustainable Travel
- LP18: Parking Provision and Vehicle Movement
- LP26: Housing Mix
- LP36: Heritage Assets and their Settings
- LP38: Air Quality

3.5 The LPA considers the Local Plan to 2036 to be a sound plan and it was submitted for examination on the 29th March 2018.

3.6 Footnote 22 of the NPPF 2018 states during the transitional period for emerging plans submitted for examination (set out in paragraph 214 of NPPF 2018), consistency should be tested against the previous Framework published in March 2012. The plan has therefore reached an advanced stage and is considered to be consistent with the policies set out within the NPPF 2012. The Local Plan examination hearings ended on 27 September 2018 and the Inspector's initial findings are that the plan can be made sound by main modifications.

3.7 Following the examination hearings held in July and September 2018, the wording of LP2 is to be changed. For LP2 “recognise” is to be added in relation to the intrinsic character and beauty of the countryside.

3.8 The Inspector has not required any main modifications to any of the other policies listed above that would have any material implications for this application.

3.9 The emerging Local Plan has now reached an advanced stage and in the light of the Inspector’s initial findings should be afforded more weight. Save for policy LP2 it is considered that significant (but not full) weight should now be afforded to the policies referred to within the Local Plan to 2036 (as amended March 2018 for submission). The Local Planning Authority has agreed to the required changes to LP2 but as the required changes to Policy LP2 has recently been subject to further consultation before adoption, it is considered that moderate rather than significant weight should be afforded to these policies as modified.
3.10 Supplementary Planning Documents:
- Huntingdonshire Design Guide Supplementary Planning Document 2017
- Huntingdonshire Landscape and Townscape Assessment 2007

4. PLANNING HISTORY

4.1 0600910FUL: Erection of six flats
Refused - 04.05.2006

4.2 0602825FUL: Erection of six flats
Approved - 28.11.2006

4.3 1000376FUL: Erection of six flats
Approved - 18.08.2010

4.4 1300548REP (Replacement of Planning Permission 1000376FUL for erection of six flats):
Approved - 31.05.2013

4.5 16/00826/FUL: Erection of six flats
Approved - 25.07.2016

5. CONSULTATIONS

5.1 Huntingdon Town Council (12 March 2018): "Recommend refuse. Members felt that this was too many properties to build on such a small site, and noted that the buildings were proposed to come right up to the path, potentially causing issues for both road and pedestrian traffic at a busy junction in the town. Members also noted that the path alongside the development was a cycleway, and the reduced visibility from building to the edge of the site could cause safety issues for cyclists and pedestrians".

5.2 Huntingdon Town Council (27 June 2018): "Recommend refuse. Members felt that the revised plans did not address the issues raised previously, so the previous comment still stood. Members felt the density of the proposed building was too much for the size of the site. Members also noted the development was not in keeping with the more traditional houses opposite. Members felt this plot of land could be better used to widen the junction of St Peter's Road and Ermine Street to improve the current congestion".

5.3 Cambridgeshire County Council Highways: "No objection to that proposed as it is indicated as a car free development similar to that proposed and approved previously. Please append the following condition[s]
- Prior to the first occupation of the development hereby permitted the off-site highway improvement works shall be completed to the written satisfaction of the Local Planning Authority.
- Temporary facilities shall be provided clear of the public highway for the parking, turning, loading and unloading of all vehicles visiting the site during the period of construction."
The applicant should be informed that they will need to enter a 278 agreement with the highway authority in order to undertake the works within the highway

Officer Comment: A revision to the proposed Site Layout to incorporate a 500mm extension to the footpath/cycle path has been identified by the Agent for the application. At the time of writing, the final version of this plan has not been submitted, an update will be provided in the Late Reps document.

5.4 Cambridgeshire County Council Archaeology: "The site has recently been evaluated against the condition imposed on earlier application 16/00826/FUL within the same bounds (report pending) and we have no further requirements for archaeological fieldwork in connection with this plot. However if you are minded to grant consent for the revised scheme then the archaeological condition should be upheld on the new application...."

5.5 Cambridgeshire Constabulary: "...no objections or other comments...

5.6 Huntingdon and Godmanchester Civic Society: "This is an application which has been made on at least previous occasions and has been rejected on those occasions. This is a clear over-development of this site. It is cramped at an extremely busy junction of two roads which narrow at this point. There is little room to allow for possible vehicle ownership and parking for the occupiers of the flats. We believe that the land would be best served as part of road improvements to allow better traffic flow to the north and northeast of Huntingdon".

5.7 HDC Environmental Health: No objection, subject to the imposition of conditions

5.8 HDC Operations: No objection

6. REPRESENTATIONS

6.1 At the time of writing, no representations have been received. However, it must be noted that a re-consolation with neighbouring properties was actioned 25.01.2018 to reflect the revised red line outline.

6.2 The revised red line creates an identical application site to the previously approved application (16/00826/FUL) and incorporates 46 addresses - 35 more than the initial consultation round.

6.3 Whilst no representations have been received at the time of writing, a full summary of all representations that are received will be included on the Late Reps document.

7. SUMMARY OF ISSUES

7.1 This report assesses the following principal, important and controversial issues:
• The principle of development;
• The design of the proposal in relation to the street scene and the character/appearance of the area as a whole;
• The impact upon heritage assets;
• Accessibility, parking and the impact upon highway safety; and
• The impact on the amenity of neighbours.

The principle of development:

7.2 Policy CS3 of the 2009 Core Strategy identifies Huntingdon as a 'Market Town' in which development schemes of all scales may be appropriate within the built-up area.

7.3 Policy LP7 of Huntingdonshire’s Local Plan to 2036: Consultation Draft 2017 identifies Huntingdon as a Spatial Planning Area, where a proposal for housing development will be supported where it is appropriately located within the built-up area.

7.4 The presumption in favour of sustainable development is clearly outlined within the NPPF, along with the objective of significantly boosting the supply of homes.

7.5 The previously approved applications for planning permission established the broader principle of residential development in this location as acceptable.

7.6 Subject to all other material considerations being addressed, the principle of the proposed development is considered to be acceptable.

The design of the proposal in relation to the street scene, heritage assets and the impact of the proposal on the character/appearance of the area as a whole:

7.7 The application site occupies a prominent position adjacent to an intersection of the highway which carries a significant amount of traffic to/from Huntingdon. The Ermine Street/St Peters Road junction is identified on 1900 OS maps and is recognised in the Huntingdonshire Landscape and Townscape SPD as a 'Historic Gateway'.

7.8 For visitors entering the town centre from the northwest travelling beneath the railway arch, the street scene is dominated by the side elevation of the three storey Ermine Court development, providing an abrupt introduction to residential development on the north side of Ermine Street.

7.9 It must be noted that HDC Conservation advised that the empty plot of land is not considered to make a positive contribution to the Conservation Area and following consultation with HDC Urban Design, revisions to the overall form of the building were submitted 06.06.2018.
7.10 HDC Urban Design raised no objection to the revised proposal as the amended layout positions the tallest 3-storey element of the building within the centre of the block, orientated to address the corner of the St Peters Road/Ermine Street junction, with shorter two storey ‘wings’ fronting St Peters Road (to the northwest) and Ermine Street (to the southwest).

7.11 With the impact of the Ermine Court development taken into account, the massing of the proposed development is considered to represent an appropriately balanced form, incorporating a scale which will not create an unacceptable interruption to the interpretation of the wider street scene.

7.12 Given the impact of the surrounding built form, the proposed development is not considered to result in a detrimental impact upon any important views into, out of or across this part of the Conservation Area.

7.13 Due to the aforementioned separation distance between the application site and 32-36 Ermine Street, coupled with the impact of the highway (and the movements associated with it), along with the massing of the existing built form in the vicinity, it is considered that the reader of the street scene is afforded a clear visual distinction between the two sites and that the impression of a spatial relationship between the application site and the listed buildings is minimal.

7.14 As such, the proposed development is not considered to create a detrimental impact on the setting or significance of the Grade II listed buildings.

7.15 Details relating to construction/finishing materials (roof covering, facing brick, cladding and render) along with the specifics of the proposed windows, rain water goods, soffits and barge boards, parapet coping, external stairs and flues/vents/extracts will be secured by condition to ensure an appropriate visual appearance which sits comfortably in the context of the immediate surroundings.

7.16 Further details of the proposed hard/soft landscaping, including boundary treatments will also be secured by condition.

7.17 In addition, conditions will be imposed to ensure that appropriate storage facilities for both refuse bins and cycles are provided within the site, along with a suitable lighting scheme.

7.18 Subject to the imposition of the conditions outlined above, the proposed development is considered to preserve the character/appearance of the Conservation Area.

7.19 The revisions to the proposed layout provides the living/dining spaces of Units 4, 5 and 6 with road-facing frontages (St Peters Road, the junction and Ermine Street respectively), which affords surveillance and activity towards the highway and footpath. This revision is considered to be a positive design feature which accords with the recommendations of section 3.3 of the Huntingdonshire Design Guide (2017).
A number of trees (two of which are subject to Tree Preservation Orders) are located on the adjacent site to the northeast, with canopies that spread over the boundary wall.

HDC Landscape advised that these trees must be protected by incorporating non-standard construction methods. Subject to the imposition of conditions to ensure that a Tree Survey and Arboricultural Impact Assessment are submitted prior to the commencement of development, the proposed development is considered to be acceptable in this regard.

**Accessibility, parking and the impact upon highway safety:**

The application site is considered to represent a highly sustainable location given the proximity of the available services/facilities in Huntingdon town centre, along with the range of public transport services and the walking and cycling routes in the vicinity.

The proposed development does not include any off-street parking. Due to the constraints of the site it is not possible to provide any off-street parking to serve the proposed development.

CCC Highways did not raise an objection to the proposed development with regard to the absence of off-street parking or a detrimental impact upon highway safety. A refusal of planning permission on the basis of a lack of specific allocated car parking for the proposed flats, in this location, would be unlikely to be upheld at appeal.

The revised site layout (which provides an additional 500mm width to the adjacent footpath) has been identified as an acceptable measure to mitigate the additional pressure on the highway arising from seven dwellings with no off-street car parking. A Grampian condition is considered to be justified to ensure that the works required to provide the additional capacity to meet the additional demands upon the highway network are completed prior to the first occupation of the proposed dwellings.

With the imposition of a condition to ensure the cycle storage is provided before the first occupation of the development and thereafter retained in perpetuity, coupled with the highly sustainable location of the application site, the proposed development is considered to comply with LP18 of the Draft Huntingdonshire Local Plan to 2036 and is acceptable in that regard.

**The impact on the amenity of neighbours:**

The proposed development incorporates a central three storey structure with a pair of two storey structures located on either side. All three of the elements incorporate a mono-pitch roof design, with the tallest of the three blocks reaching a maximum height of approximately 8.5m. This represents a reduction of approximately 1.8m when compared to the ridge height of the tallest structure approved under 16/00826/FUL (approx. 10.29m).
Existing neighbours:

7.28 The nearest neighbouring dwellings are located within the Ermine Court development to the southeast of the application site.

Overbearing/Overshadowing:

7.29 The proposed development would be positioned approximately 5.6m from the northwest elevation of Ermine Court. Due to the form and massing of the proposed building, the proposed development is not considered to result in unacceptable detrimental impact upon the amenity of the occupants of Ermine Court by way of being overbearing.

7.30 Whilst the development may result in a degree of direct afternoon sunlight being interrupted before reaching the northwest elevation of the section of Ermine Court and the rear amenity spaces of 11 and 12 Cherry Tree Close (to the east), this impact is not considered to be unacceptable to the extent that a reason for refusal on this point alone would be justified.

Overlooking:

7.31 Due to the layout of the existing built form in the vicinity of the application site, there are no residential units to the north or west which may be detrimentally impacted with regard to a loss of privacy/overlooking. Whilst residential units (32-36 Ermine Street) are located to the south of the application site, the orientation of these dwellings, coupled with the separation distance between the two sites and the impact of the intervening highway is such that the proposed development is not considered to create an unacceptable detrimental impact with regard to a loss of privacy/overlooking.

7.32 Two windows are proposed on the southeast elevation which would face onto the northwest elevation of Ermine Court at a distance of approximately 5.6m. However, both those windows are identified as 'High Level Windows', with one being proposed as having an obscure glazed finish. With details of these windows secured by condition, the arrangement of fenestration on the southeast elevation of the proposed building is considered to be acceptable.

7.33 The proposed development incorporates fenestration across all floors on the northeast/east elevations which face toward neighbouring dwellings. The windows which serve the stairway/circulation space at first and second floor levels (five in total) and the windows which serve the living area on the south/southwest elevation (six in total) are not considered to result in an unacceptable situation with regard to a loss of privacy/overlooking. Similarly, the windows at ground floor level are considered to be acceptable given the screening qualities provided by the existing boundary treatments.

7.34 At both 1st and 2nd floor level, two windows on the east elevation which face toward 11-12 Cherry Tree Close and serve habitable rooms (bedrooms) are proposed. The proposed Block Plan indicates a separation distance of approximately 13m between the proposed windows on the east elevation and the rear amenity space of 12 Cherry Tree Close.
This arrangement represents a close relationship between the windows on the east elevation of the proposed building and the rear amenity spaces of 11-12 Cherry Tree Close. However, this relationship is similar to that which exists between Ermine Court and the dwellings located on Cherry Tree Close.

Given the existing situation of mutual overlooking of the amenity spaces of the dwellings located on Cherry Tree Close, coupled with the existing relationship between the fenestration on the northeast elevation of Ermine Court and the Cherry Tree Close dwellings, the proposed arrangement of both fenestration and external stairways is, on balance, considered to be acceptable.

Future occupants:

The application site falls within the Huntingdon Air Quality Management Area.

HDC Environmental Health raised no objection to the proposed development with regard to air quality or noise subject to the imposition of a number of conditions.

Air quality:

Data from a diffusion-tube monitor installed at 1 St Peters Road identified the following raw concentration values of nitrogen dioxide:

- March: 33 µg/m³
- April: 35 µg/m³
- May: 30 µg/m³
- June: 25 µg/m³
- July: 34 µg/m³
- August: 32 µg/m³

HDC Environmental Health advised that the UK air quality objective is 40µg/m³ as an annual average. As such, concentrations of nitrogen dioxide within the application site are considered to be acceptable.

Noise

The application site is located on a busy junction of the Huntingdon road network and the proximity of the East Coast Main Line must also be taken into account.

No supporting information in the form of an Acoustic Assessment was submitted in support of the application. However, HDC Environmental Health advised that the same conditions which were imposed upon the previously approved application should be repeated, specifically:

- Windows with a line of sight to Ermine Street or the railway will have achieve a minimum sound reduction of 36dB(A).
- Habitable rooms with a line of sight to Ermine Street or the railway will have acoustic ventilation fitted to achieve a minimum sound reduction of 36dB(A) to enable adequate ventilation without the need for open windows.
- The roof structure of the flats will be designed to achieve a minimum sound reduction of 36dB(A).
With the imposition of the conditions outlined above, the proposed development is considered to be acceptable with regard to the residential amenity of potential future occupiers.

**Conclusion and Planning Balance:**

7.43 At the heart of the NPPF is a presumption in favour of sustainable development, that is, development which strikes a satisfactory balance between economic, environmental and social considerations.

7.44 Economic: The proposed development would contribute towards economic growth, including job creation during the construction phase and in the longer term through the additional population assisting the local economy through spending on services / facilities.

7.45 Environmental: The development is not considered to result in a detrimental impact upon the landscape and is considered to preserve the site, setting and significance of the listed buildings to the south and the character/appearance of the wider Conservation Area, subject to the imposition of conditions to ensure an appropriate palette of construction/finishing materials. Whilst the proposal does not provide any off-street parking, the sustainable location of the application site is noted and given considerable weight.

7.46 Social: The proposed development would increase the supply of market housing. Whilst the Council can demonstrate a five year supply of deliverable housing land, the provision of market housing on the application site would amount to a benefit in terms of providing a greater flexibility to the supply of housing.

8. **RECOMMENDATION** - **APPROVE subject to**

   conditions to include the following:

   o Time Limit
   o Development in accordance with plans
   o Full details of construction materials, including windows, rainwater goods, flue/vent extracts, soffits/bargeboards, roof treatment, external stairs and location of meter boxes
   o Hard/Soft Landscaping including boundary treatments
   o Bin/Cycle Store details
   o Bin/Cycle Store provided prior to first occupation
   o Existing and proposed levels
   o Tree survey and Arboricultural impact assessment
   o Sound reduction details: Windows, ventilation and roof design details
   o Detailed outdoor lighting scheme
   o Detailed programme of archaeological work
   o Details of fenestration on south east elevation

If you would like a translation of this document, a large text version or an audio version, please contact us on 01480 388388 and we will try to accommodate your needs.

**CONTACT OFFICER:**
Enquiries about this report to James Lloyd Senior Development Management Officer 01480 388389
PROPOSED DEVELOPMENT ON LAND AT JUNCTION OF ERMINE STREET AND ST PETERS ROAD, HUNTINGDON, CAMBS, 7 NO. FLATS

MR RAY WESTWOOD

PROPOSED BLOCK PLAN, LOCATION PLAN AND STREET SCENE

Suites 2, Clare Hall, St Ives Business Park, St Ives, Cambs, PE27 4WY

Email: enquiries@planningandarchitecture.co.uk
Web: www.planningandarchitecture.co.uk

St Ives Business Park, PARTNERS in PLANNING and ARCHITECTURE
### 18/00060/FUL
Mr R Westwood, c/o Agent, Mr David Mead, Partners in Planning and Architecture, Suite 2 Clare Hall, St Ives Business Park, Parsons Green, St Ives, Pe27 4WY

Erection of six flats and one two bedroom house. Land at junction of Ermine Street and St Peters Road, Huntingdon

**Recommend REFUSE.** Members felt that this was too many properties to build on such a small site, and noted that the buildings were proposed to come right up to the path, potentially causing issues for both road and pedestrian traffic at a busy junction in the town. Members also noted that the path alongside the development was a cycleway, and the reduced visibility from building to the edge of the site could cause safety issues for cyclists and pedestrians.

1. revised description and revised plans received. Erection of seven flats, Land at Junction of ermine Street and St Peters Road, Huntingdon.

**Recommend REFUSE.** Members felt that the revised plans did not address the issues raised previously, so the previous comment still stood. Members felt the density of the proposed building was too much for the size of the site. Members also noted the development was not in keeping with the more traditional houses opposite. Members felt this plot of land could be better used to widen the junction of St Peter’s Road and Ermine Street to improve the current congestion.

### 18/00420/FUL
Carol Rigden, Huntingdon Town Council, Huntingdon Town Hall, Market Hill, Huntingdon, PE29 3PJ

Standalone community building and associated car parking & landscaping, set within Coneygear Park. Coneygear Park, Coneygear Road, Huntingdon.

**DEEMED APPROVE.**

1. Amended proposed site layout plan submitted (WG521-006 Rev.G)
2. Amended and additional information received.
   - Noise Impact assessment received ref VA2264.180608.NIA
   - SUDS Design and FRA Statement Received
   - Drainage Plan received ref CDS_HUN_COM_05
   - Proposed Pedestrian Crossing Plan ref: WG521-010
   - Tree Survey and Arboricultural Impact Assessment received ref AIS V2
   - Appendix 5 - Tre Protection Plan received ref: TPP V2
   - Arboricultural Method Statement and Tree Protection Plan ref AMS V2
   - Arboricultural Monitoring Check List appendix MS 3

**DEEMED APPROVE**

**DEEMED APPROVE**
<table>
<thead>
<tr>
<th>Application Number</th>
<th>Applicant Details</th>
<th>Description</th>
<th>Planning Committee's Decision</th>
</tr>
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<tbody>
<tr>
<td>18/00754/HHFUL</td>
<td>Mr and Mrs Ali, 29 Maryland Avenue, Hartford, PE29 1PX</td>
<td>Two storey side extension, single storey rear extension, garage to front elevation and new porch.</td>
<td>Recommend APPROVE. As no concerns had been raised from neighboring properties, Members had no objections</td>
</tr>
<tr>
<td>18/00929/HHFUL</td>
<td>Mr Timor Kaya, 9 Jackson Walk, Huntingdon, PE28 2GE</td>
<td>Rear ground floor orangery/living room extension. 9 Jackson Walk, Sapley, Huntingdon, PE28 2GE</td>
<td>Recommend APPROVE. Members had no objections.</td>
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</table>