DEVELOPMENT MANAGEMENT COMMITTEE 23rd JANUARY 2022

Case No: 21/02060/FUL

Proposal: CHANGE OF USE OF GARAGE/ STORES (USE CLASS

C3) TO HOLIDAY LETS (USE CLASS C1)

Location: 18 POST STREET, GODMANCHESTER,

HUNTINGDONSHIRE PE29 2BA

Applicant: MR CHATOUPIS AND MS VANE PERCY

Grid Ref: 524392 270788

Date of Registration: 8 SEPTEMBER 2021

Parish: GODMANCHESTER

RECOMMENDATION - REFUSE

This application is referred to the Development Management Committee (DMC) because the Officer recommendation is contrary to the Parish Council recommendation.

1. DESCRIPTION OF SITE AND APPLICATION

Site and Surroundings

- 1.1 The application site is located within Godmanchester (Post Street) Conservation Area within the curtilage of the Grade II Listed Island Hall.
- 1.2 The application site is a building comprising a pitched roofed garage and a flat roofed store building abutting the front and southern flank boundaries of the site. It comprises three garages of differing sizes and the store on the western end of the building. The three storey dwelling on the site is Grade II listed and is set back in the plot with a large, gravelled parking and turning area to the front of it. The plot extends to the rear down to the River Great Ouse.
- 1.3 The surrounding area comprises detached and terraced dwellings, predominantly abutting the back edge of the pavement. A public car park is located a short distance to the south of the site.

Proposal

- 1.4 The application seeks planning permission for the change of use of the garages and store to 2 holiday lets (use class C1). The works would involve the insertion of full height glazed panels and doors in place of the existing garage and store doors and openings. The doors would only be located in the central opening in the garages and in the opening to the store; the remaining openings would comprise full height fixed glazed panels. The works would also involve the insertion of six rooflights in the rear roofslope of the building. Internally, the proposal would involve the provision of two en-suite bathrooms in the central element of the garages and the raising of the floor level by 150mm. The proposal would include parking within the red line.
- 1.5 There is an associated listed building consent 21/02573/LBC.
- 1.6 The adjacent building was granted planning permission to change to holiday let accommodation under 20/00645/FUL. However, the external and internal works to accommodate the use were granted under 84/00485/FUL.
- 1.7 Officers have scrutinised the plans and have familiarised themselves with the site and surrounding area.
- 1.8 The application is supported by the following documents;
 - Design, Access and Heritage Statement
 - Flood Risk Assessment
 - Flood Map
 - Flood Resilience Sheet
 - Proposed drawings

2. NATIONAL GUIDANCE

- 2.1 The National Planning Policy Framework (20th July 2021) (NPPF 2021) sets out the three objectives economic, social and environmental of the planning system to contribute to the achievement of sustainable development. The NPPF 2021 at paragraph 10 provides as follows: 'So that sustainable development is pursued in a positive way, at the heart of the Framework is a presumption in favour of sustainable development (paragraph 11).
- 2.2 The NPPF 2021 sets out the Government's planning policies for (amongst other things):
 - delivering a sufficient supply of homes;
 - building a strong, competitive economy;
 - achieving well-designed, beautiful and safe places;
 - conserving and enhancing the natural, built and historic environment

2.3 Planning Practice Guidance and the National Design Guide 2021 are also relevant and material considerations.

For full details visit the government website National Guidance

3. PLANNING POLICIES

- 3.1 Huntingdonshire's Local Plan to 2036 (Adopted 15th May 2019)
 - LP1: Amount of Development
 - LP2: Strategy for Development
 - LP4: Contributing to Infrastructure Delivery
 - LP5: Flood Risk
 - LP7: Spatial Planning Areas
 - LP11: Design Context
 - LP12: Design Implementation
 - LP14: Amenity
 - LP15: Surface Water
 - LP16: Sustainable Travel
 - LP17: Parking Provision and vehicle movement
 - LP25: Accessible and adaptable homes
 - LP30: Biodiversity and Geodiversity
 - LP31: Trees, Woodland Hedges and Hedgerows
 - LP34: Heritage Assets and their Settings
- 3.2 Supplementary Planning Documents (SPD) and Guidance:
 - Huntingdonshire Design Guide Supplementary Planning Document (2017):
 - Developer Contributions SPD (2011)
 - Huntingdonshire Landscape and Townscape Assessment (2007)
 - Cambridgeshire Flood and Water SPD 2017
 - Huntingdonshire Tree Guidance Note 3
 - Annual Monitoring Report Part 1 (Housing) 2019/2019 (October 2019)
 - Annual Monitoring Report Part 2 (Non- Housing) 2018/2019 (December 2019)
 - RECAP CCC Waste Management Design Guide (CCC SPD) 2012
 - Godmanchester (Post Street) Conservation Area Character Assessment (October 2002)
- 3.3 The National Design Guide (2021)
 - * C1 Understand and relate well to the site, its local and wider context
 - * I1 Respond to existing local character and identity
 - * I2 Well-designed, high quality and attractive
 - * B2 Appropriate building types and forms
 - *M3 Well-considered parking, servicing and utilities infrastructure for all users
 - * H1 Healthy, comfortable and safe internal and external environment

4. PLANNING HISTORY

- 4.1 84/00426/LBC Part demolition and alterations to the cottage and outbuildings Granted 8 February 1985
- 4.2 84/00485/FUL Alterations and conversion of the garage and outbuilding to tearoom Approved 13 September 1984
- 4.3 20/00645/FUL Change of use of from Tea Room (Use Class A3) at Island Hall to holiday let accommodation Approved 26 August 2020
- 4.4 20/00646/LBC Internal alterations and insertion of rooflights and escape window Approved 26 August 2020
- 4.5 21/02573/LBC Change of use of the garage and store to holiday lets Concurrent application

5. CONSULTATIONS

- 5.1 Godmanchester Town Council Approval.
- 5.2 Local Highway Authority Supports. The size of the holiday lets indicates that it's likely that they would only have one vehicle associated with each let. The additional vehicle movements would therefore be negligible. Also, the application form states that there are 8 parking spaces within the property so there should be no impact on the local on-street parking or the adjacent public car park. Therefore, no objections.
- 5.4 Conservation Officer Object.

Removal of both pairs of double doors and infilling all the apertures with glazing would remove much of the special interest for which the building was listed. There would also be harm to the grouping and therefore to the significance of Island Hall. It is likely there would be harm to the remaining features within the interior of the building but the level of harm cannot be determined due to lack of information on proposed internal alterations. The proposed changes to elevations and the rooflights would have an adverse impact on the character and appearance of the conservation area mitigated to a degree by the building's secluded location.

Under the Planning (LBs and CAs) Act 1990, the proposed scheme would fail to preserve the special interest of the Coach House (Grade II listed); the proposal would fail to preserve the setting of Island Hall (Grade II* listed) and would fail to preserve the character and appearance of the Godmanchester (Post Street) Conservation Area. The applications do not conform to the

- policies of the NPPF or the Local Plan. The applications should be refused consent and permission.
- 5.5 Environment Agency No comment
- 5.6 Emergency Planner Advisor (Received 5 October 2021)— As the proposed development lies within flood zone 2 and 3, I would need to see a full flood risk assessment (FRA) for the development which would need to include how non- residents who would be occupying the development would be informed of any potential flooding incident. The flood resilience details provide no information on any flood defence measures proposed for the development such as non- return valves on sewers, flood defences for openings such as doors and air vents, this information should also be incorporated into the FRA.
- 5.7 Historic England No comment.

6. REPRESENTATIONS

6.1 The application was advertised by means of a site notice and a press notice. 3 neighbouring properties were notified. No comments have been received.

7. ASSESSMENT

- 7.1 When determining planning applications, it is necessary to establish what weight should be given to each plan's policies in order to come to a decision. The following legislation, government policy and guidance outline how this should be done.
- 7.2 As set out within the Planning and Compulsory Purchase Act 2004 (Section 38(6)) and the Town and Country Planning Act 1990 (Section 70(2)) in dealing with planning applications the Local Planning Authority shall have regard to have provisions of the development plan, so far as material to the application, and to any other material considerations. This is reiterated within paragraph 47 of the NPPF (2021). The development plan is defined in Section 38(3)(b) of the 2004 Act as "the development plan documents (taken as a whole) that have been adopted or approved in that area".
- 7.3 In Huntingdonshire the Development Plan consists of:
 - Huntingdonshire's Local Plan to 2036 (2019)
 - Cambridgeshire & Peterborough Minerals and Waste Local Plan (2021)
 - Godmanchester Neighbourhood Plan (2017)
- 7.4 The statutory term 'material considerations' has been broadly construed to include any consideration relevant in the circumstances which bears on the use or development of the land:

Cala Homes (South) Ltd v Secretary of State for Communities and Local Government & Anor [2011] EWHC 97 (Admin); [2011] 1 P. & C.R. 22, per Lindblom J. Whilst accepting that the NPPF does not change the statutory status of the Development Plan, paragraph 2 confirms that it is a material consideration and significant weight is given to this in determining applications.

- 7.5 The main issues to consider as part of this application are:
 - Principle of Development
 - Design, Visual Amenity and impact on Heritage Assets
 - Residential Amenity
 - Parking Provision and Highway safety
 - Flood Risk
 - Biodiversity
 - Planning Obligations
 - Other Matters

Principle of Development

- 7.6 The site is within the built-up area of Godmanchester, part of the Huntingdon Spatial Planning Area in LP7 of Huntingdonshire's Local Plan to 2036, with good access to a range of sustainable travel modes. The site is in a sustainable location with good access to the nearby services including shops, bus route, a primary school, a doctors and nearby public parking.
- 7.7 The application seeks planning permission for the creation of 2 holiday let units (use class C1). The C1 use class covers hotels, guest houses and boarding houses. There isn't a set policy for a C1 use within a built up area either within the Local Plan or within the Godmanchester Neighbourhood Plan. Therefore, given the sustainable location of the proposal, officers consider the principle of development to be considered acceptable subject to the below considerations.

Design, Visual Amenity and impact on Heritage Assets

- 7.8 The proposal falls within Godmanchester (Post Street) Conservation Area and is also sited within the curtilage of the Grade II Listed Island Hall.
- 7.9 Section 72 of the Planning (LBCA) Act 1990 states that special attention shall be paid to the desirability of preserving or enhancing the character or appearance of a Conservation Area.
- 7.10 Section 66 of the Planning (LBCA) Act 1990 states that in considering whether to grant planning permission for development which affects a listed building or its setting, the local planning authority shall have special regard to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses.

- 7.11 The respective national policy guidance is set out in paragraphs 199-208 of the NPPF. Para. 199 of the NPPF states that when considering the impact of a proposal on the significance of a designated heritage asset, "great weight" should be given to the asset's conservation (meaning the more important the asset, the greater the weight should be). Para. 200 makes it clear that any harm to, or loss of significance of a heritage asset should require clear and convincing justification. Para. 202 of the NPPF states that where a proposal will lead to less than substantial harm to the significance of a designated heritage asset, such harm should be weighed against the public benefits of the proposal, including its optimum viable use. Para. 206 makes it clear that local planning authorities need to look for opportunities for new development within Conservation Areas, World Heritage Sites and within the setting of heritage assets to enhance or better reveal their significance. Proposals which make a positive contribution to the asset or better reveals its significance should be treated favourably.
- 7.12 Local Plan policy LP34 aligns with the statutory provisions and NPPF advice.
- 7.13 Policy LP11 of the Local Plan states that proposals will be supported where it is demonstrated that they positively respond to their context and draw inspiration from the key characteristics of their surroundings, including the natural, historic and built environment.
- 7.14 Policy LP12 of the Local Plan states that proposals will be supported where they contribute positively to the area's character and identity and where they successfully integrate with adjoining buildings, topography and landscape.
- 7.15 The proposal includes external alterations to the front elevation such as the removal of the coach doors and the replacement of the coach door and infill of other openings with double glazed doors. A line of six roof lights are proposed on the rear roof slope.
- 7.16 The Conservation Team have objected to the application on the grounds of the removal of both pairs of double doors would be the loss of a key element of special interest for a coach house. The proposal would also fail to preserve the character and appearance of the Conservation Area through the proposed domestic appearance of an ancillary building, due to the proposed works and glazing, having a particular function linked to an important building within the streetscape. It is considered that the harm is likely to be less than substantial because it is screened to a degree by the front wall of Island Hall.
- 7.17 The proposed removal of both pairs of double doors, and the infilling of the openings with glazed doors and the insertion of the rooflights on the rear roofslope would remove much of the special

interest of the building. The proposal would therefore adversely affect the character and special interest of the Coach House Grade II Listed Building, and harm the character and appearance of the Godmanchester (Post Street) Conservation Area. The level of harm would be less than substantial. The public benefits arising from the scheme, which would include investment in the repair of the building and in helping to secure future use for the building, do not outweigh the level of harm to the heritage assets identified. The proposal is therefore contrary Policies LP11, LP12 and LP34 parts) f, g, h, i and j of Huntingdonshire's Local Plan to 2036, the Huntingdonshire Design Guide SPD (2017), the National Design Guide and the NPPF (2021) in this regard paragraphs 199, 202 and 203 of the NPPF 2021.

- 7.18 It is unclear what internal alterations will need to be undertaken due to a lack of detailing in the application or whether conversion is possible.
- 7.19 Insufficient information has been submitted with the application to demonstrate that the building is capable of being converted without the need for structural works or significant internal works. It is not clear therefore whether the building can accommodate the proposals without any structural works, and depending upon how extensive these may be, whether they would be tantamount to rebuilding. The proposed development is therefore contrary to Policy LP34 of the Huntingdonshire Local Plan to 2036.

Residential Amenity

- 7.20 Policy LP14 states that a proposal will be supported where a high standard of amenity is maintained for all occupiers of neighbouring land and buildings.
- 7.21 Due to the scale and siting of the proposed development, the proposal is not considered to have an adverse impact upon residential amenity in accordance with Policy LP14 of the Huntingdonshire Local Plan to 2036. Parking is addressed in the below section.

Parking Provision and Highway Safety

Parking

- 7.22 Policy LP17 states that a proposal will be supported where it incorporates adequate parking for vehicles and cycles.
- 7.23 The submitted drawings and documents do not identify parking for the proposed holiday lets. The application form states there is 8 car parking spaces on the site. The adjacent approved Holiday Let under reference 20/00645/FUL allocated a parking space within the 8. To the south of the site there is a public car park, Post Street Car Park and there is also unrestricted on street car parking in the

immediate vicinity of the site. The Local Highway Authority has not raised any concerns about the impact of parking upon highway safety. Officers therefore consider that the parking for the proposal can either be accommodated within the site or within the local vicinity without increasing parking pressures on nearby streets to an unacceptable degree and would not be detrimental to the amenity of nearby residents. The proposal would be in accordance with Policy LP17 of the Huntingdonshire Local Plan to 2036

Highway Safety

- 7.24 The proposal would use the existing access arrangements for the site. The Local Highway Authority have been consulted as part of the application and raise no objection the proposal as the generated vehicle movements for the proposed development would be negligible.
- 7.25 Taking the above into account, the proposed development is considered to provide satisfactory parking and access and would comply with Policy LP17 of the Huntingdonshire Local Plan to 2036.

Flood Risk

- 7.26 The application site is within Flood Zone 2 and is therefore liable to flooding. The proposed development is considered 'minor development' and therefore is not subject to the Sequential or Exception Tests as detailed in the NPPF.
- 7.27 In accordance with Paragraph 164 of the National Planning Policy Framework, applications for some minor development and changes of use should not be subject to the sequential or exception tests but should still meet the requirements for site-specific flood risk assessments set out in footnote 50 of the NPPF. This states a site-specific flood risk assessment should be provided for all development in Flood Zones 2 and 3.
- 7.28 The application should however meet the requirements for site specific flood risk assessments. The site is located in Flood Zone 2. The Design, Access and Heritage Statement and the Flood Risk Assessment submitted with the application states that with the proposed raising of the floor by 150mm and the submitted flood resilience measures, it is not considered that any flooding of the garages or area of the site in the vicinity would occur in a 1 in 100 year plus climate change event. The Householder and Other Minor Extensions in Flood Zones 2 and 3 sheet submitted with the application indicates the floor levels within the proposed development will be set no lower than the existing levels and flood proofing of the proposed development will be incorporated where appropriate.

- 7.29 The applicant has submitted a Flood Risk Assessment that outlines the details of the flood resilience for the proposed development. This includes:
 - All electrical sockets will be located at least 600mm above floor level;
 - Either a waterproof render/plaster or a sacrificial section of plasterboard will be used for at least 600mm above floor level to minimize reconstruction costs in the event that water does enter the ground floor of the building during any flood event;
 - All ground floor walls will be constructed using materials which keep their shape in the event of a flood;
 - The use of the building will be restricted to holiday short let only and will not be for permanent residence;
 - A Flood Warning and Evacuation Plan will be implemented to ensure that occupants are not present in the holiday accommodation should a flood occur;
- 7.30 If the application were to be recommended for approval, the inclusion of a condition regarding the floor proofing/resilience and resistance measures alongside the inclusion of a condition for A Flood Warning and Evacuation Plan would have been recommended.
- 7.31 Subject to the above conditions, the proposed development would be in compliance with Policy LP5 of Huntingdonshire's Local Plan to 2036, Policy GMC16 of the Godmanchester Neighbourhood Plan 2017 2036, the Cambridgeshire Flood and Water Supplementary Planning Document (2017) and the National Planning Policy Framework (2021).

Biodiversity

- 7.32 Policy LP30 of Huntingdonshire's Local Plan to 2036 requires proposals to demonstrate that all potential adverse impacts on biodiversity and geodiversity have been investigated. Policy LP30 also requires development proposals to ensure no net loss in biodiversity and provide a net gain in biodiversity where possible.
- 7.33 The garages and store building the subject of this application are historic and there is at least one opening where bats could access the building. It is therefore considered a possibility that bats could be present in the buildings.
- 7.34 Insufficient information has been submitted with the application to demonstrate that the proposal would not result in harm to protected species or wildlife. The proposal is therefore contrary to policy LP30 of the Huntingdonshire's Local Plan to 2036, The Wildlife and Countryside Act (1981), the Habitats and Protected Species Regulations (2017) and the National Planning Policy Framework (2021).

Planning Obligations

7.35 Part H of the Developer Contributions Supplementary Planning Document (2011) and Policy LP4 of the Local Plan to 2036 require adequate provision to be made for refuse bins for new development. A Unilateral Undertaking securing funding for the provision of wheeled bins to serve the development was not submitted with the application. The proposal therefore fails to meet the requirements of Policy LP4 of the Local Plan to 2036 and the Developer Contributions SPD (2011).

Other Matters

- 7.36 The associated listed building consent 21/02573/LBC is also recommended for refusal as per refusal reason 1 and 2.
- 7.37 The applicant should note that unauthorised works have been undertaken at the site. Please refer to the Conservation comments on the file for more detail

Conclusion

- 7.38 Officers have considered the submitted information and have taken into account the potential public benefits of the scheme, but these do not override the fundamental issues with the proposal in respect of the harm to the significant of the heritage assets identified. Officers are also unable to assess whether the building is capable of conversion and unable to determine whether bats are present due to insufficient information with the application.
- 7.39 Having regard to all relevant material considerations, it is concluded that the proposal would not accord with local and national planning policy. Therefore, it is recommended that planning permission be refused.

8. RECOMMENDATION - REFUSAL for the following reasons:

1. The proposed removal of both pairs of double doors, and the infilling of the openings with glazed doors and the insertion of the rooflights on the rear roofslope would remove much of the special interest of the building. The proposal would therefore adversely affect the character and special interest of the Coach House Grade II Listed Building, and harm the character and appearance of the Godmanchester (Post Street) Conservation Area. The level of harm would be less than substantial. The public benefits arising from the scheme, which would include investment in the repair of the building and in helping to secure future use for the building, do not outweigh the level of harm to the heritage assets identified. The proposal is therefore contrary Policies LP11, LP12 and LP34 parts) f, g, h, i and j of Huntingdonshire's Local Plan to 2036, the Huntingdonshire

Design Guide SPD (2017), the National Design Guide and the NPPF (2021) in this regard paragraphs 199, 202 and 203 of the NPPF 2021.

- 2. Insufficient information has been submitted with the application to demonstrate that the building is capable of being converted without the need for structural works or significant internal works. It is not clear therefore whether the building can accommodate the proposals without any structural works, and depending upon how extensive these may be, whether they would be tantamount to rebuilding. The proposed development is therefore contrary to Policy LP34 of the Huntingdonshire Local Plan to 2036.
- 3. Insufficient information has been submitted with the application to demonstrate that the proposal would not result in harm to protected species or wildlife. The proposal is therefore contrary to policy LP30 of the Huntingdonshire's Local Plan to 2036, The Wildlife and Countryside Act (1981), the Habitats and Protected Species Regulations (2017) and the National Planning Policy Framework (2021).
- 4. Part H of the Developer Contributions Supplementary Planning Document (2011) and Policy LP4 of the Local Plan to 2036 require adequate provision to be made for refuse bins for new development. A Unilateral Undertaking securing funding for the provision of wheeled bins to serve the development was not submitted with the application. The proposal therefore fails to meet the requirements of Policy LP4 of the Local Plan to 2036 and the Developer Contributions SPD (2011).

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CONTACT OFFICER:

Enquiries about this report to **Lewis Tomlinson Senior Development**Management Officer – lewis.tomlinson@huntingdonshire.gov.uk

From: Deputy Clerk <deputy.clerk@gmccouncil.com>

Sent: 22 October 2021 09:49

To: Control, Development (Planning)

Cc: Town Clerk

Subject: Planning Decision

Good morning,

Please see below responses to planning applications for Godmanchester.

Planning Application 21/02060/FUL

Location 18 Post Street Godmanchester Huntingdon

Work requested Change of use from existing garages/stores (C3) to Holiday lets (C1)

Recommendation: Approval.

Planning Application 21/02132/HHFUL

Location 28 Silver Street Godmanchester Huntingdon

Work requested First floor side extension

Recommendation: Refuse.

Overdevelopment of plot. Balcony front and back not in keeping with street scene.

Planning Application 16/00906/FUL

Land at Former Site Of Huntingdon Marine And Leisure Ltd Bridge Place

Godmanchester

Work requested Proposed demolition of existing building and erection of a mixed-use

development (C3 and A3/A4) comprising 16 dwellings, café and moorings

Recommendation: Approval.

With the caveat that the items listed by GMCTC on the previous application have been adopted

Planning Application 21/02087/HHFUL

Location 2 Linden Grove Godmanchester Huntingdon Work requested Proposal: Rear single storey extension

Recommendation: Approval.

Planning Application 21/02121/CLED

Location Lower Debden Farm Silver Street Godmanchester

Work requested Change of use (and associated building works) to convert a range of

underused agricultural barns into two dwellinghouses with associated

access, parking / garaging and amenity space (Use Class C3).

Recommendation: Approval.

Planning Application 21/02055/FUL

Location 12 Post Street Godmanchester PE29 2BA

Work requested Like for like replacement of 2no. bay window joinery including windows and

cornice and like for like replacement of principal entrance door.

Recommendation: Approve.

Kind regards

Clair Whitlock | Deputy Town Clerk

Godmanchester Town Council | Town Hall | 1 Post Street | Godmanchester | PE29 2NB

deputy.clerk@gmccouncil.com

01480 388870

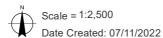
(Please note my days of work are Monday, Wednesday to Friday from 8.30am – 3.00pm)

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Development Management Committee



Application Ref:21/02060/FUL and 21/02573/LBC

Location: Godmanchester



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