

# DEVELOPMENT MANAGEMENT COMMITTEE 19<sup>th</sup> FEBRUARY 2024

**Case No: 23/01615/FUL**

**Proposal: Conversion of dwelling to create 2 x 2 bedroom dwellings with associated first floor extension works.**

**Location: 13 Needingworth Road, St Ives, PE27 5JP.**

**Applicant: Mr Michael Smith**

**Grid Ref: (E) 531729 (N) 271502**

**Date of Registration: 4<sup>th</sup> September 2023**

**Parish: St Ives**

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## RECOMMENDATION - REFUSE

**This application is referred to the Development Management Committee (DMC) in accordance with the Scheme of Delegation as the site is within the St Ives Conservation Area and results in the provision of a dwelling and the Officer recommendation of refusal is contrary to that of the Town Council.**

### 1. DESCRIPTION OF SITE AND APPLICATION

- 1.1 13 Needingworth Road is a single storey detached dwellinghouse located in St Ives and within the St Ives Conservation Area (CA). There is a Grade II Listed Building located further along Needingworth Road to the north-east of the site, though it is not located in its immediate vicinity. The site is located within Flood Zone 3 as per the most recent Environment Agency Flood Risk Maps and Data.
- 1.2 This application seeks planning permission to add a first floor extension to the bungalow and then convert the resulting property into 2 independent two-bedroom (4 person) dwellings each with accommodation at both ground and first floor level.
- 1.3 The submitted floor plans show each dwelling unit highlighted in yellow or blue to show the extent of each. The ground floor finished floor level of both dwellings would remain as per the existing. The existing floor level has been confirmed as 6.39m above ordnance datum(AOD)

- 1.4 It should be noted that given the location within the Conservation Area the dwelling does not benefit from permitted development rights to add an additional storey.

## **2. NATIONAL GUIDANCE**

- 2.1 The National Planning Policy Framework (December 2023) (NPPF 2023) sets out the three objectives – economic, social and environmental – of the planning system to contribute to the achievement of sustainable development. The NPPF 2023 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 National Planning Policy Framework (December 2023) (NPPF 2023) 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
  - LP6: Waste Water Management
  - 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: Housing Mix
  - LP30: Biodiversity and Geodiversity
  - LP34: Heritage Assets and their Settings
- 3.2 Supplementary Planning Documents (SPD) and Guidance:

- Huntingdonshire Design Guide Supplementary Planning Document 2017
- Huntingdonshire Landscape and Townscape SPD (2022)
- Huntingdonshire Strategic Flood Risk Assessment (2017)
- Cambridgeshire Flood and Water SPD 2017
- LDF Developer Contributions SPD (2011)
- Annual Monitoring Review regarding housing land supply (2020)
- Cambridgeshire and Peterborough Minerals and Waste Local Plan (2021)

#### The National Design Guide (2021)

- C1 - Understand and relate well to the site, its local and wider context
- C2 – Value heritage, local history and culture
- 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
- N3 - Support rich and varied biodiversity
- H1 - Healthy, comfortable and safe internal and external environment

Local For full details visit the government website [Local policies](#)

## 4. PLANNING HISTORY

- 4.1 7900628OUT – Erection of dwelling – land adjacent to 11 Needingworth Road (Permission)
- 4.2 7901177REM – Erection of a bungalow land adjacent Westfield (Details Approved)

## 5. CONSULTATIONS

- 5.1 St Ives Town Council recommend approval: “Members supported the proposed conversion stating it was a clever use of the space. There is a reasonable sized plot which can accommodate the proposed changes, and Members were pleased with the appearance and layout. Members also supported the applications priority of maintaining the mature trees on the plot. Positive feedback on the entire proposal which was well presented and through.”
- 5.2 Cambridgeshire County Council Highways Team – Defer for revised plans – further details in the proceeding sections of this report.

- 5.3 HDC Conservation Team – Objection but can be overcome, further details in the proceeding sections of this report.
- 5.4 HDC Environmental Health – No objections.
- 5.5 HDC Arboricultural Officer – No objections.
- 5.6 Environment Agency – No objections.

## **6. REPRESENTATIONS**

- 6.1 None received at the time of determination.

## **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 the 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 (2023). 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 a number of adopted neighbourhood plans, however, there is not an adopted neighbourhood plan in place for St Ives. Therefore, whilst the adopted Cambridgeshire & Peterborough Minerals and Waste Local Plan (2021) is considered relevant as part of the development plan, in this case no neighbourhood plans are given weight in the determination of this application.
- 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 in the determination of this application are:

- The principle of development (including flood risk)
- Design and visual amenity
- Impact on heritage assets
- Residential amenity
- Highway safety and parking provision
- Biodiversity
- Impact on trees

#### **Other matters**

- Contamination
- Accessible and adaptable homes
- Water efficiency
- Developer contributions

#### **The principle of the development including Flood Risk**

7.6 The site is located within the built-up area of St Ives which is identified as a Spatial Planning Area by Policy LP7 of the Huntingdonshire Local Plan to 2036. Policy LP7 states that a proposal for housing development (class 'C3') will be supported where it is appropriately located within a built-up area of an identified Spatial Planning Area settlement. Therefore, in this instance it is considered that the development could be acceptable in principle, subject to any other material planning considerations such as (in this case) flood risk which is covered in the below section.

#### **Flood Risk**

7.7 As established in the preceding sections of this report, the application site is in Flood Zone 3 (the zone at highest risk of flooding). Paragraph 165 of the NPPF 2023 states that inappropriate development in areas at risk of flooding should be avoided by directing development away from areas at highest risk. Meanwhile, Paragraph 004 of the Flood Risk and Coastal Change Planning Practice Guidance (PPG) states that Local Planning Authorities should apply the Sequential Test and if necessary the Exception Test to ensure that flood risk is minimised and appropriately addressed. Where these tests have not been met these development should not be allowed.

7.8 Paragraph 168 of the NPPF (2023) expands upon this and states that the aim of the sequential test is to steer new development to areas with the lowest risk of flooding from any source. Development should not be allocated or permitted if there are reasonably available sites appropriate for the proposed development in areas with a lower risk of flooding. The strategic

flood risk assessment will provide the basis for applying this test. The sequential approach should be used in areas known to be at risk now or in the future from any form of flooding.

- 7.9 The application of the sequential test for planning applications is also addressed at a local level within Policy LP5 of the Local Plan which states:

*“A proposal will only be supported where all forms of flood risk, including breaches of flood defences or other defence failures, have been addressed, as detailed in the National Planning Practice Guidance and with reference to the Cambridgeshire Flood and Water Supplementary Planning Document (SPD), such that:*

- a. the sequential approach and sequential test are applied and passed, having regard to actual and residual flood risk and including consideration of the impact of climate change.”*

- 7.10 Section 4 of the Cambridgeshire Flood and Water SPD (2017) states that the geographical area over which the sequential test is to be applied is usually over the entire Local Planning Authority area and may only be reduced in discussion with the Local Planning Authority (LPA) because of the functional requirements and objectives of the proposed development (e.g. catchment area for a school, community facilities, a shop, a public house, appropriate land use areas and regeneration zones etc.) and because there is an identified local need for that type of development.

- 7.11 Section 4.2.2 of the SPD specifically states that “all developments should be located in Flood Zone 1 unless there are no reasonably available sites. Only then should Flood Zone 2 be considered. Flood Zone 3 should only be considered if there are no reasonably available sites in Flood Zones 1 and 2”. Meanwhile section 4.2.2 states that “Applications for sites in Flood Zones 2 and 3 where there is no Sequential Test information submitted will be deemed to have failed the Sequential Test”.

- 7.12 In this case, the application is accompanied by a Flood Risk Assessment ref 3094-FRA Rev A- Number 13-Aug 2023. The FRA correctly states that the site is within Flood Zone 3 and that the development is classed as ‘more vulnerable’ as per the classification within the NPPF (2023). It goes on to advise that the site is in an area benefitting from flood defences and therefore concludes that more vulnerable development is acceptable in this location. However, it does not apply the Sequential Test stating that as a change of use, and so it is exempt from both the Sequential and Exception Test.

7.13 With regard to the above, Officers acknowledge that Paragraph 174 of the NPPF (2023) states that applications for some minor development and changes of use should not be subject to the sequential or exception tests, and, as detailed above the FRA believed this to be the case. However, Paragraph 051 of the PPG defines the below as minor development:

- minor non-residential extensions (industrial/commercial/leisure etc): extensions with a floorspace not in excess of 250 square metres.
- alterations: development that does not increase the size of buildings, e.g. alterations to external appearance.
- householder development: for example, sheds, garages, games rooms etc. within the curtilage of the existing dwelling, in addition to physical extensions to the existing dwelling itself.

The PPG clearly states that “this definition excludes any proposed development that would create a separate dwelling within the curtilage of the existing dwelling (e.g. subdivision of houses into flats) or any other development with a purpose not incidental to the enjoyment of the dwelling.” Therefore, the proposed development does not fall within the definition of a minor development. This proposal is for an extension to the house and then to change the enlarged property from 1 into 2 dwellings, therefore the proposal is not just for the change of use of the existing house into 2, and so does not meet the definition of a change of use. Officers are not in agreement with the submitted FRA that a Sequential test is not required in line with Para 174 of the NPPF.

7.14 As is required for development of this nature in Flood Zone 3 the Environment Agency (EA) have been consulted. They initially objected to the development stating that the submitted FRA was not acceptable as it did not meet the requirements for site specific flood risk assessments. They particularly highlighted that the FRA failed to provide a finished floor level and did not propose to raise the floor level (of the existing dwelling and resulting 2 dwellings) above the flood depth to provide an allowance for climate change. The submitted FRA made the case that this proposal offered a betterment in terms of flooding for the existing bungalow, by the provision of first floor bedroom accommodation and space for safe refuge. And whilst this is acknowledged and is of benefit of to the existing bungalow, the ground floor of this existing property would still be at risk of flooding, and in addition this proposal is adding an additional dwelling, whose ground floor would also be at risk of flooding. If the existing property wanted to reduce its current risk of flooding it could add a dormer or first floor extension in isolation to achieve this, without adding a new property, which results in 2 properties being at risk of flooding rather than one. A note was also included with regard to the Local Planning Authority’s requirement to determine whether there are other sites available

at a lower flood risk as required by the Sequential test in the NPPF.

- 7.15 Following the above, whilst the LPA have not accepted a revised FRA the agent has contacted the EA directly and has provided some further clarity on the finished floor levels (of the existing bungalow and the proposed 2 dwellings) 6.39 AOD concluding that these are almost at the level requested for a 1 in 100 year climate change level of 6.5AOD. The agent has also provided some justification as to why these changes would be challenging to incorporate. Having reviewed this submission the EA have withdrawn their objection but recommend that in the event that Members choose to approve the application that the flood resilience measures proposed in the FRA are incorporated and these matters can be dealt with by condition. As per section 7.14 above, it is the Local Authority's responsibility to determine whether a Sequential test is required and is passed, not the Environment Agency.
- 7.16 Whilst Officers acknowledge the above, it remains that as per the PPG the Sequential Test should have been applied to the development as it is not considered to be solely for a change of use, it is for an extension to a dwelling and then the conversion of resulting building into 2 dwellings, so an intensification of the existing C3 use by provision of 2 dwellings, not a subdivision of an existing dwelling into 2 dwellings. The proposal results in the provision of a further dwelling in Flood Zone 3, where both it and the existing dwelling are at risk of flooding, regardless of its other merits and flood mitigation. As per the advice above, it is therefore considered to be contrary to the NPPF (2023) Policy LP5 of the Local Plan to 2036 and the Government Flood Risk and Coastal Change Planning Practice Guidance (PPG). It is considered that had the Sequential Test had been applied it would have likely failed as there are other areas within the Local Authority area in Flood Zone 1 where one single dwelling could be accommodated.
- 7.17 In the interests of transparency it must be made clear that the agent has provided examples of a number of other developments approved in the St Ives area where it has been deemed that the Sequential Test need not be applied. There is a variance to the developments but all related to a change of use to all or part of an existing building. On some occasions there were some elements of extensions at ground floor. However, this application is considered to differ in the respect that it is not solely a change of use or subdivision of an existing building. Were this an existing dwelling, which was capable of being sub-divided then Officers would accept that it could be considered as a change of use, whereby a sequential test would not be required. In this case, the provision of two dwellings on this site will only be possible with the addition of an approx. 81m<sup>2</sup> first floor addition.

The result will be an additional dwelling (a more vulnerable use) in Flood Zone 3.

- 7.18 Further to the above, the agent has also provided details of an appeal APP/P1133/W/21/3277468 between Miss M L Woollett and Teignbridge District Council in relation to 1a Somerset Place, Teignmouth, Devon. The appeal related to a refused application (20/02154/FUL) for the change of use, alterations and extension to form a three bedroom dwelling above a commercial unit. This involved the addition of a second and third floor extension and Officers considered that the Sequential Test should be applied. The Inspector did not agree with this determination treating the application as a change of use. It should however be noted that in that case there was a change of use element involved (the ground floor shop and storage changing to a garage and bin storage area). The first floor already existed as did the main sections of the second and third floor. There was an extension at second and third floor levels (which supported the change of use) but the development did include some element of change of use. In this case, whilst it is acknowledged that the subdivision of an **existing building** for Class C3 use would be considered a change of use, in this case there is no change of use. The existing dwelling is Class C3 (the submitted statement confirms it will be retaining the existing use) and the additional accommodation can only be achieved by extending the property.
- 7.19 Officers have considered a separate appeal (APP/X1165/W/21/3282199) between Mr Graham Kenny and Torbay Council where the proposal related in the conversion of a house into two separate dwellings. The appeal site was located within Flood Zone 3. The Inspector concluded that the proposal did not result in a change of use and therefore did not benefit from the exceptions in relation to flooding as detailed in Paragraph 174 of the NPPF (2023) and its associated footnote (60). Further, it was considered that the proposed scheme would not fall within the definition of minor development as per the PPG.
- 7.20 The above matters are included for completeness and to identify that there are varying decisions in relation to assessing flood risk both at LPA and Inspectorate level. Officers accept that in the event of a refusal any application could result in an appeal but in this case the wording of the Local Plan to 2036 and PPG is clear and it remains that the development proposed would be contrary to these Policies as the Sequential Test has not been applied to the development.
- 7.21 In terms of surface water, Officers do not consider that the increase in floor space (over the existing footprint and excluding the existing single storey projection) would result in increased surface water. The permeable surfacing in the garden is retained and attention to this in the parking to the front has been

considered. The access from Needingworth Road shall also require adequate drainage to prevent surface water pooling on the highway and can be managed by way of condition.

- 7.22 Overall, having regard to the above assessment the provision of an additional single market dwelling in Flood Zone 3 is considered unacceptable in principle and should be refused.

### **Design and Visual Amenity**

- 7.23 Needingworth Road is an extensive road in St Ives hosting a mix of both commercial and residential development (though residential is the key theme). There is a clear variance in the age, scale, and design of the buildings forming the streetscene and there are a number of other developments leading from it. In the immediate vicinity of number 13 there is a mix of traditional and modern development and no prevailing theme. To the south are a pair of traditional dwellings and an integrated garage located directly on the Needingworth Road frontage whilst to the north-east, number 15 is a large, double fronted traditional building being used as a Nursery. In between the two is a two storey building which is set well back in its plot, more modern in appearance and which appears to be an ancillary building serving the Nursery. To the south is Olivers Lodge Hotel, again an imposing and traditional building but with a modern extension to the side which is prominent in the streetscene.
- 7.24 Number 13 appears to be a late 1970's / early 1980's bungalow of brick and tile construction with a flat roof projection housing a garage, utility area, W.C and storage which extends forward of the principle elevation. It is not linear with the adjacent developments and has a gravel driveway beyond a wall which most certainly pre-dates the property.
- 7.25 In order to facilitate the development a first floor pitched roof extension will be added across the existing footprint. The single storey flat roof projection shall be retained and the overall height whilst increased will not differ significantly from the existing bungalow. Given the location and the scale and design of adjacent developments it is not considered that the increase in scale alone will result in a harmful or incongruous addition to the streetscene.
- 7.26 However, notwithstanding the above, Officers do have concerns regarding the proposed use of cladding at first floor level. Whilst it is acknowledged that the application of such material may be favourable in comparison to a poorly matched brick this is not a characteristic of the area and would appear a 'jarring' and unsympathetic to the surrounding buildings and streetscene. It is considered that a carefully selected brick (which could be dealt with by way of condition in the event that Members choose to approve or a successful appeal), would be preferable. As this

could be dealt with by way of condition it is not solely a reason for refusal in this instance. Remaining materials are detailed to match the existing and are therefore considered acceptable.

- 7.27 In terms of outside space, the development appears to retain the existing wall and access (though this is discussed in more detail in the proceeding sections of this report) and utilise a mixture of hard and soft landscaping with parking provided by way of a permeable grass grid system (to allow for drainage). The rear/sides are laid to garden with a shared and two private garden spaces provided separated by typical boundary treatments. This is not dissimilar to the existing arrangement in terms of appearance.
- 7.28 Overall, having regard to the above assessment and subject to a condition relating to external materials to deal with the cladding, the development is considered acceptable in terms of design and visual amenity and would integrate well into the locality. It therefore accords with Policies LP11 and LP12 of the Local Plan to 2036 in this regard.

### **Impact on Heritage Assets**

- 7.29 As detailed in the preceding section of this report, the application site lies within the St Ives CA and there is a Grade II Listed Building (Sacred Heart Church) approx. 77 metres north-east. Subsequently a Planning, Design, Access and Heritage Statement has been provided and HDC's Conservation Team have been consulted.
- 7.30 It should be noted at this stage that 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. 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. Meanwhile, Paragraph 199 of the NPPF set out that "When considering the impact of a proposed development on the significance of a designated heritage asset, great weight should be given to the asset's conservation (and the more important the asset, the greater the weight should be). This is irrespective of whether any potential harm amounts to substantial harm, total loss or less than substantial harm to its significance." Paragraph 200 states that "Any harm to, or loss of, the significance of a designated heritage asset (from its alteration or destruction, or from development within its setting), should require clear and convincing justification."

- 7.31 Huntingdonshire Local Plan Policy LP34 aligns with the statutory provisions and NPPF advice.
- 7.32 Having reviewed the submission Conservation Officers are satisfied that given the separation to the Sacred Heart Church that there will be no unacceptable impacts on the Listed Building or its setting. They go on to state that: “The space around the existing bungalow between it and the neighbouring properties allows wide views of the proposed first floor and this will be seen in the background of the 19th century Villa at Number 15 and in views along Needingworth Road from the north. The timber clad first floor will also be visible in views in the background to the 19th Century terrace and historic rear outbuildings from the south along Needingworth Road, and from Park Avenue.
- 7.33 There are no timber clad buildings in this part of the Conservation Area and the proposed dwellinghouse stands among the existing houses so will be seen as a conflicting element within the other houses. Timber cladding is not appropriate at this location because (until recently) it is generally associated with rural outbuildings, rather than the first floor of houses on the main street. Such building materials are particularly out of context at 13 Needingworth Road because of its position among 19th century brick buildings, but also within a wider group of traditionally constructed dwellings.
- 7.34 The proposal increases the visibility of the building at Number 13 and in the background in views of the neighbouring buildings. However, because of the setback from the road and the space between the neighbouring buildings the proposed dwellinghouse will be seen as a relatively small feature within those views. Therefore, in principle, the proposed increase in height is not considered harmful to the character or appearance of the Conservation Area, but the proposed first floor timber cladding would be noticeable as an element which conflicts with the traditional materials of the other buildings in the location so the proposed cladding is considered harmful to the character and appearance of the Conservation Area. Although that harm is considered to be less than substantial there is no clear and convincing justification for the use of the proposed timber cladding and there appears no public benefit in the use of that particular material instead of a more sympathetic material. Recommendation is therefore not to support this proposal.”
- 7.35 However, notwithstanding the above, Conservation Officers have caveated that if the proposed first floor external materials were of a more traditional material (such as brick and subject to approval) then the potential impact of the proposal on the CA may be more sympathetic its significance, character and appearance.

7.36 Therefore, given the advice from the Conservation Team in terms of scale and design, Officers are satisfied that subject to a condition to secure details of appropriate materials in the event that Member choose to approve or a successful appeal that the development would accord with Policy LP34 of the Local Plan to 2036, the LBCA Act 1990 and the NPPF (2023) in this regard.

### **Residential Amenity**

7.37 Policy LP14 of the Local Plan to 2036 states that “a proposal will be supported where a high standard of amenity is provided for all users and occupiers of the proposed development and maintained for users and occupiers of neighbouring land and buildings.”

7.38 In terms of overbearing impact, overshadowing and loss of light in respect of the increased height, Officers are satisfied that given the limited increase (2.3 metres addition to eaves and 2.2 metres to ridge) that the impacts will be minimal. Number 11 Needingworth Road is located forward in relation to the application dwelling and therefore the increased height will not be directly adjacent to this dwelling. There are some long (unoccupied) outbuildings to the rear of number 11 and a separation distance of approx. 7.6 metres from the side of the converted property and the outbuilding at the closest point. Therefore, there is greater separation to the rear garden area of number 11 and this arrangement, alongside solar orientation minimises any significant harm. The north-eastern elevation shall be adjacent to the parking area associated with the nursery and therefore not harmful, there is also a separation of approx. 5 metres to the common boundary. The same consideration applies to the north-west boundary with ‘Westfield’ given the degree of separation and orientation of the dwellings.

7.39 In terms of overlooking and loss of privacy, the proposed first floor side windows serve a landing/stairwell as opposed to a habitable room. The window to the side (north-east) elevation looks towards the parking area of the nursery (an area which is already publicly visible) and there are some dense and substantial trees along the boundary which obscures the view. The window to the side (south-west) elevation looks towards the rear garden area of number 11. Whilst the views are somewhat obscured by the single storey outbuilding to the rear of number 11 there are opportunities for some views to be afforded of the rear garden of number 11 (including to the area directly to the rear of the property), therefore in the event of an approval or successful appeal this would be conditioned as obscure glazed and have its means of opening restricted. The remaining first floor windows serving bedrooms in both the front and rear elevation are considered to be acceptable. Those to the front look towards Needingworth Road whilst those to the rear look towards the common boundary with Westfield. There is approx.

10 metres to the boundary (which is bounded by dense trees/hedgerows) and approx. 22 metres to the side elevation of Westfield (at the closest point). Recognised standards generally require a back to back separation of 21 metres and so this relationship (given it exceeds this and looks to the side) is considered acceptable.

- 7.40 In terms of amenity for the future occupiers of the dwellings, there are windows serving all habitable rooms and so a suitable degree of natural light will be afforded by these. Consideration has also been given to outdoor amenity space with both a shared and private garden area for each. Whilst these are not excessive in scale, given the sustainable location of the site with easy access to leisure and recreational activities and space this is considered to be acceptable. Lastly, given the existing and retained use (Class C3) there is no reason to consider that the intensification of the site with an extra dwelling would result in increased noise or present any other impacts. As highlighted earlier in this report, HDC's Environmental Health Team have been consulted and raise no objections.
- 7.41 Taking all of the above matters into consideration the development is therefore considered to be acceptable in terms of residential amenity and accords with Policy LP14 of the Local Plan to 2036 in this regard.

### **Parking Provision and Highway Safety**

- 7.42 The proposal retains the existing access from Needingworth Road and provides off road parking for four vehicles within the site. The scale of these is considered to be acceptable and ample for the scale of development (particularly having regard to the sustainable location). Cycle storage is identified on the plans to the south-east of the site (close to the Needingworth Road frontage). No details have been provided as to the scale or design of this storage. Policy LP17 requires one clearly identified secure cycle space per bedroom for all Class C3 development whilst the Design Guide advises that this should be covered storage. Given the location and lack of detail provided Officers would wish to secure details by condition and this could be added in the event of an approval or a successful appeal.
- 7.43 Cambridgeshire County Council Highways Team have been consulted on the proposals and state that as a shared access for two dwellings it would need to be constructed in accordance with the Highways Development Management General Principles for Development document. Given the location, Highways state that it will require visibility splays of 2.4m x 43m and the access should be a minimum of 5m in width for 8m from the highway boundary to allow two-way simultaneous vehicle movements of vehicles and pedestrian visibility splays of 2m x 2m onto the back of the footway. Therefore, they deferred for further submission.

- 7.44 As Huntingdonshire District Council do not accept revisions on planning applications no further information has been passed to CCC for consultation. However, the agent has provided an indicative plan showing that these requirements can be achieved. Whilst there are no formal comments from CCC, Officers are satisfied that in the event that Members choose to approve or a successful appeal this matter could be conditioned. The submitted plans (showing the access arrangements) as part of any discharge of condition could then be submitted to CCC for review. It should be noted that Conservation Offices have been consulted on the proposed changes to the access (the re-design of the boundary wall) and have advised that they would not raise any objections on heritage grounds to these works taking place.
- 7.45 Highways also noted that the parking/turning area had not been dimensioned on the original plan but were broadly satisfied that it would be acceptable. Again, these details have been provided on the indicative plan and appear in line with the CCC assumptions.
- 7.46 Therefore, subject to conditions, Officers are satisfied that the development would be achieved with adequate parking provision for both motor vehicles and cycles and there would be no significantly detrimental impact on highway safety as a result. It would therefore accord with Policy LP17 of the Local Plan to 2036 in this regard.

### **Biodiversity**

- 7.47 Policy LP30 of the Local Plan to 2036 states that “a proposal will ensure no net loss in biodiversity and achieve a net gain where possible.” In this case the application is accompanied by an Ecological Impact Assessment (EIA) dated July 2023 which highlights that there will be no impact on designated sites of national or international importance or loss of or adverse impacts to Priority Habitats or Priority Species. The EIA goes on to advise of mitigation and enhancement measures which includes (given the identification of a single bat in building a - the main pitched roof element of the existing dwelling) the requirement for a European Protected Species License to be obtained for the works to be completed lawfully. The submitted plans detail biodiversity enhancements (such as bat, bird and hedgehog boxes) and these matters could be addressed by way of condition in the event of an approval or a successful appeal.
- 7.48 Overall, Officers are satisfied that provided attention is given to the requirements of the EIA the development could proceed with no net loss of biodiversity and a net gain could be achieved in accordance with LP30 of the Local Plan to 2036.

## **Impact on Trees**

- 7.49 Whilst there are no trees subject to Preservation Orders within the site, given the location in the St Ives CA the trees/hedgerows are afforded formal protection. Officers note that as per the Ecological Impact Assessment it is intended to retain all mature and semi-mature trees and that these will require protection during the development stages. HDC's Arboricultural Officer has been consulted and advises that they have no objections to the development from an arboricultural perspective. They state that the trees shown on the drawings are small/medium shrubs and as such there would be no requirement for conditions to be added.
- 7.50 Officers are therefore satisfied that the development is acceptable in terms of its impact on trees and therefore accords with Policy LP31 of the Local Plan to 2036 in this regard.

## **Other matters**

- 7.51 Policy LP37 of the Local Plan to 2036 states that "where ground contamination of a site and/or adjacent land is possible, due to factors including but not limited to existing or previous uses, the risks of ground contamination, including ground water and ground gases, will need to be investigated. In this case, the site is existing Class C3 (residential) and shall be retained as such. No obvious extensive ground works are required. HDC's Environmental Health Team have also been consulted and raise no objections or requirement for condition. The development therefore accords with Policy LP37 of the Local Plan to 2036 in this regard.
- 7.52 Policy LP25 of Huntingdonshire's Local Plan to 2036 which requires all new dwellings to comply with optional Building Regulation requirement M4(2) 'accessible and adaptable homes', unless it can be demonstrated that site specific factors make this impractical or unviable. The submitted statement confirms that the development would accord and this could be secured by condition in the event that Members choose to approve or a successful appeal.
- 7.53 Part j of Policy LP12 of the Local Plan relates to sustainable design and construction methods and ensures that a development makes efficient use of energy, water and other resources, such that all new homes comply with the optional building regulation requirement for water efficiency. The submitted statement confirms that the development would accord and this could be secured by condition in the event that members choose to approve or a successful appeal.
- 7.54 The development will be CIL liable in accordance with the Council's adopted charging schedule; CIL payments will cover

footpaths and access, health, community facilities, libraries and lifelong learning and education. No CIL forms have been provided with the application, and, given the reasons for refusal these have not been pursued on this occasion. This matter would generally be dealt with by the Council's Implementation Team and would be pursued by them in the event of approval.

- 7.55 A Unilateral Undertaking Form for wheeled bins contributions has been signed and provided to the LPA on the 24<sup>th</sup> of November 2023. The development is therefore considered to accord with Policy LP4 of the Local Plan to 2036 in this regard.

**8. RECOMMENDATION – REFUSAL FOR THE FOLLOWING REASON:**

1. It is considered that the proposed development resulting in the addition of one dwelling in Flood Zone 3 would fail the sequential test for flooding contrary to Policy LP5 of the Huntingdonshire's Local Plan to 2036 (2019), Section 4 of the Cambridgeshire Flood and Water SPD 2017, and Paragraphs 165 and 168 of the NPPF 2023. The proposed development is therefore unacceptable in principle as it would result in additional 'more vulnerable' development in Flood Zone 3 and place people and property at an unwarranted risk of flooding. The principle of the proposed development is therefore unacceptable.

If you would like a translation of this document, a large text version or an audio version, please contact us on 01480 388424 and we will try to accommodate your needs

**CONTACT OFFICER: Kevin Simpson**

Enquiries [kevin.simpson@huntingdonshire.gov.uk](mailto:kevin.simpson@huntingdonshire.gov.uk)

**PLANNING APPLICATIONS**  
**Official Planning Recommendations from Planning Committee Meeting 12 October 2023**

Application No Applicant/Agent	Proposed Development	Recommendations
<p><b>23/O1646/FUL</b>            Mr Joseph Vickery            Davies Vickery            Associates            Touchstone            Godstone Road            Bletchingley, Surrey            RH1 4PL</p>	<p>Change of use from Class E (Commercial, Business and Service) to F1 (Learning and non-residential institutions) to provide Energy Training Academy within existing buildings.  <b>4 Harding Way</b>  <b>St Ives</b></p>	<p><b>Approval</b> – no change to the existing layout of the building; application requests only a change of use. Members support the concept and are pleased with the proposed change of use to the facility.</p>
<p><b>23/O1662/HHFUL</b>            Mr John Patrick Asher            27 Robbs Walk            St Ives PE27 5NA</p>	<p>Installation of air conditioning unit using an external unit mounted at the rear of the property.  <b>27 Robbs Walk</b>  <b>St Ives</b></p>	<p><b>Approval subject to</b> – Environmental Health being satisfied with noise regulation measurements. Members were concerned about noise emissions and Environmental Health’s uncertainty over what the expected increase in noise and emissions would be. If there is a change in noise level, this could affect adjoining occupiers and lead to complaints.             In principle it seems a non-obtrusive proposal, but Environmental Health must be satisfied with the effects of the application.</p>
<p><b>23/O1615/FUL</b>            Mr Martin Page            Brown &amp; Co            The Fairways            Wyboston Lakes</p>	<p>Conversion of dwelling to create 2 x 2-bedroom dwellings with associated first floor extension works.  <b>13 Needingworth Road</b>  <b>St Ives</b></p>	<p><b>Approval</b> – Members supported the proposed conversion, stating it was a clever use of the space. There is a reasonably sized plot which can accommodate the proposed changes, and members were pleased with the appearance and layout. Members also supported the application’s priority of</p>

<p>Great North Road Wyboston, Beds. MK44 3AL</p>		<p>maintaining the mature trees on the plot. Positive feedback on the entire proposal, which was well presented and thorough.</p>
<p><b>23/01656/HHFUL</b> Mr Oliver Brookes Cameron Bosque Brookes Architects 7 Hill Estate Houghton, Huntingdon PE28 2BX</p>	<p>First floor and small Ground floor extension to create an additional bed space. <b>1 Collingwood Close St Ives</b></p>	<p><b>Refusal</b> – based on the grounds of lack of privacy and light to neighbouring property. The increased height of the extension will decrease light to the neighbour’s garden, due to the proximity between plots. A new window in the extension will overlook directly into the neighbour’s property, thus decreasing their current level of privacy.</p>
<p><b>23/01730/HHFUL</b> Mr Jason Tyers JPT Design Consultants Ltd. The Studio 23 Halifax Road Upper Cambourne CB23 6AX</p>	<p>Single storey rear extension. <b>18 Wellington Avenue St Ives</b></p>	<p><b>Approval</b> – based upon the size and scale of the development; no issues raised.</p>
<p><b>23/01103/HHFUL</b> Mr Jason Tyers JPT Design Consultants Ltd. The Studio 23 Halifax Road Upper Cambourne CB23 6AX</p>	<p>Single storey extension to the rear following demolition of the existing conservatory, plus part garage conversion. <b>5 Links Way St Ives</b></p>	<p><b>Approval</b> – based on the appropriate size and type of development. No significant change to the footprint and no issues raised.</p>

# Development Management Committee



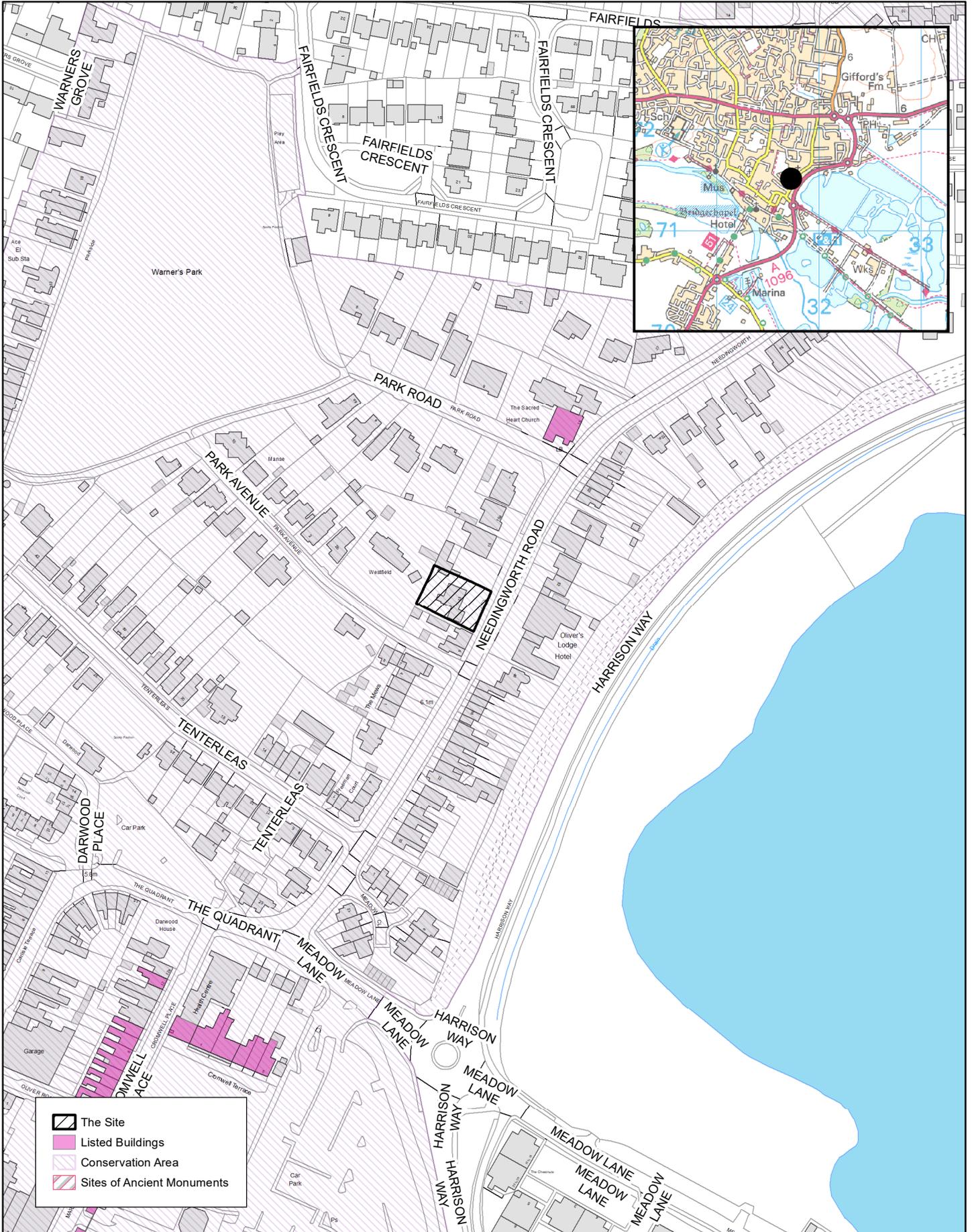
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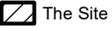
Application Ref: 23/01615/FUL

Date Created: 31/01/2024

Parish: St Ives

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Ordnance Survey HDC 100022322



-  The Site
-  Listed Buildings
-  Conservation Area
-  Sites of Ancient Monuments



Proposed Site Plan  
Scale: 1:200



Existing Site Plan  
Scale: 1:200

B 30/08/2023 Bin And Cycle Storage Added  
A 28/07/2023 Issued for Planning

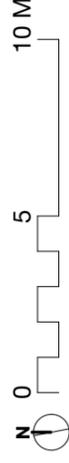
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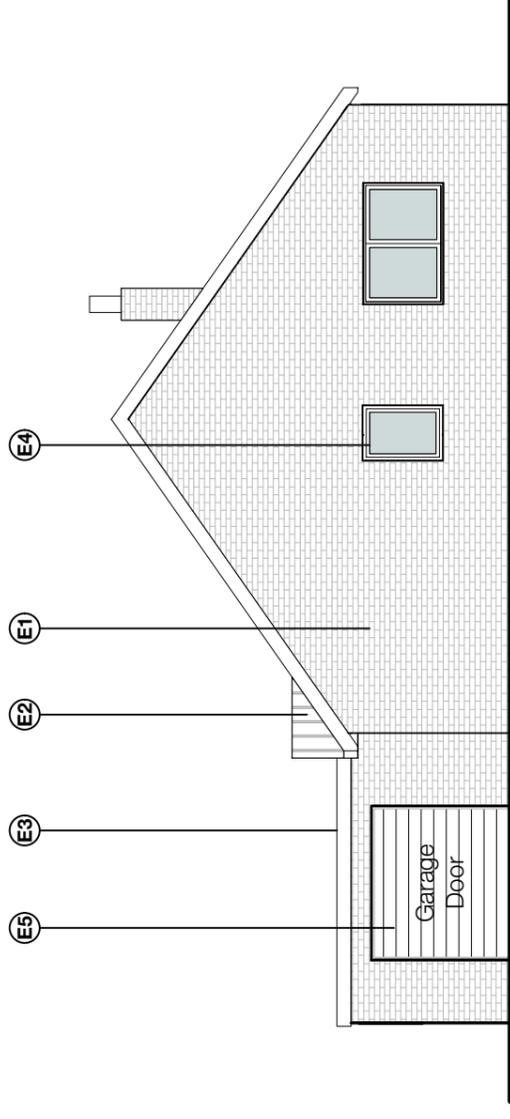
# Smith Architects

Existing & Proposed Site Plan 1:200 - A3

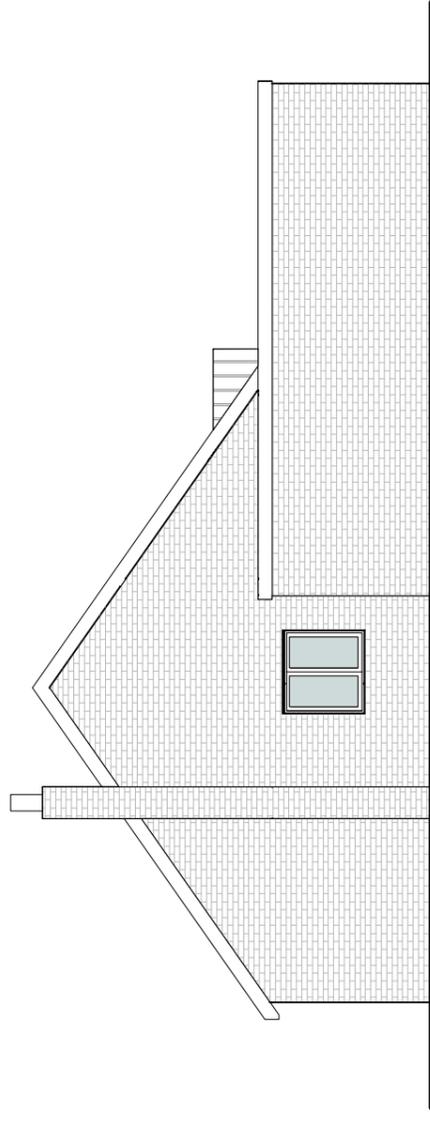
## PLANNING

0119-SA-P03-B-Existing & Proposed Site Plan  
Stowe Management Ltd 13 Needingworth Road, St. Ives, PE27 5JW  
28 New Road St Ives, PE27 5BG  
E: info@smitharchitects.uk T: 01480 763257

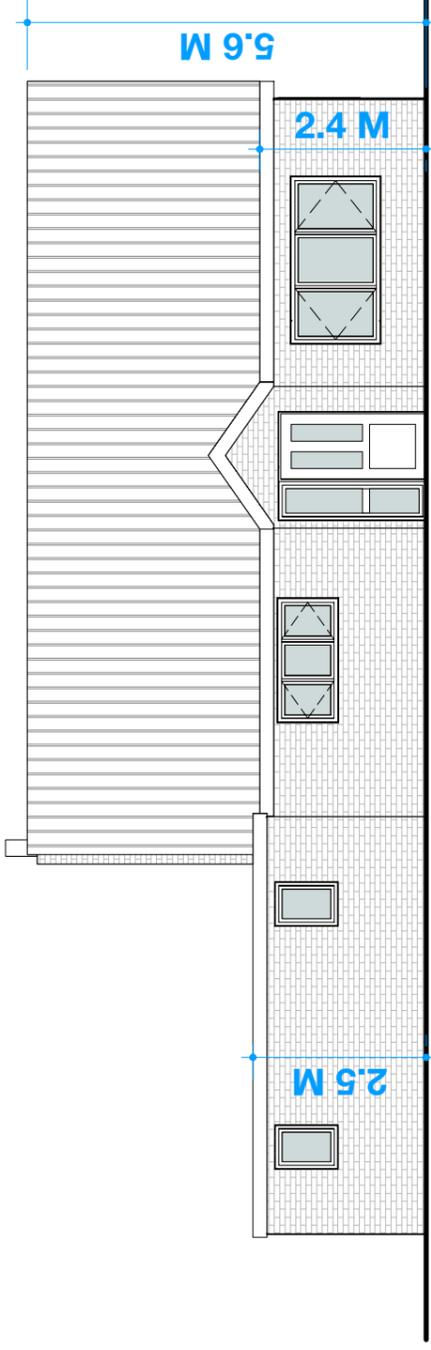




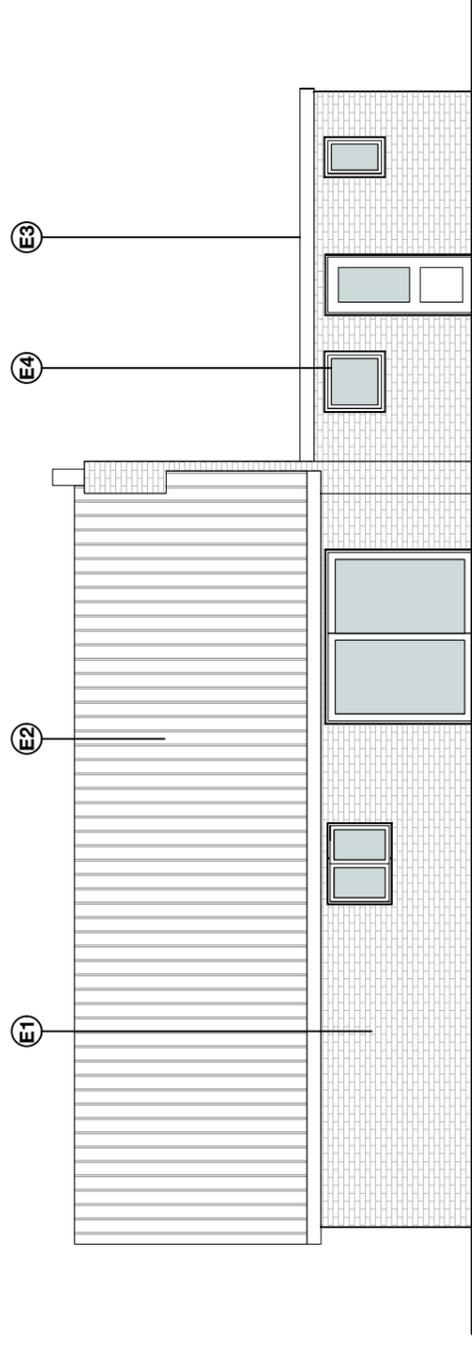
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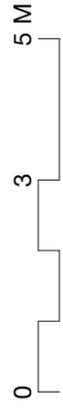
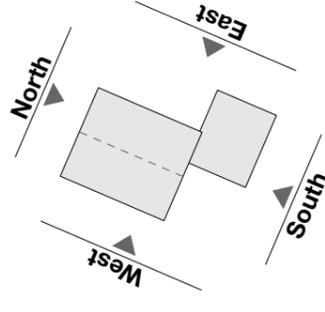
**Existing South Elevation**  
Scale: 1:100



**Existing East Elevation**  
Scale: 1:100



**Existing West Elevation**  
Scale: 1:100



A 28/07/2023 Issued for Planning

# Smith Architects

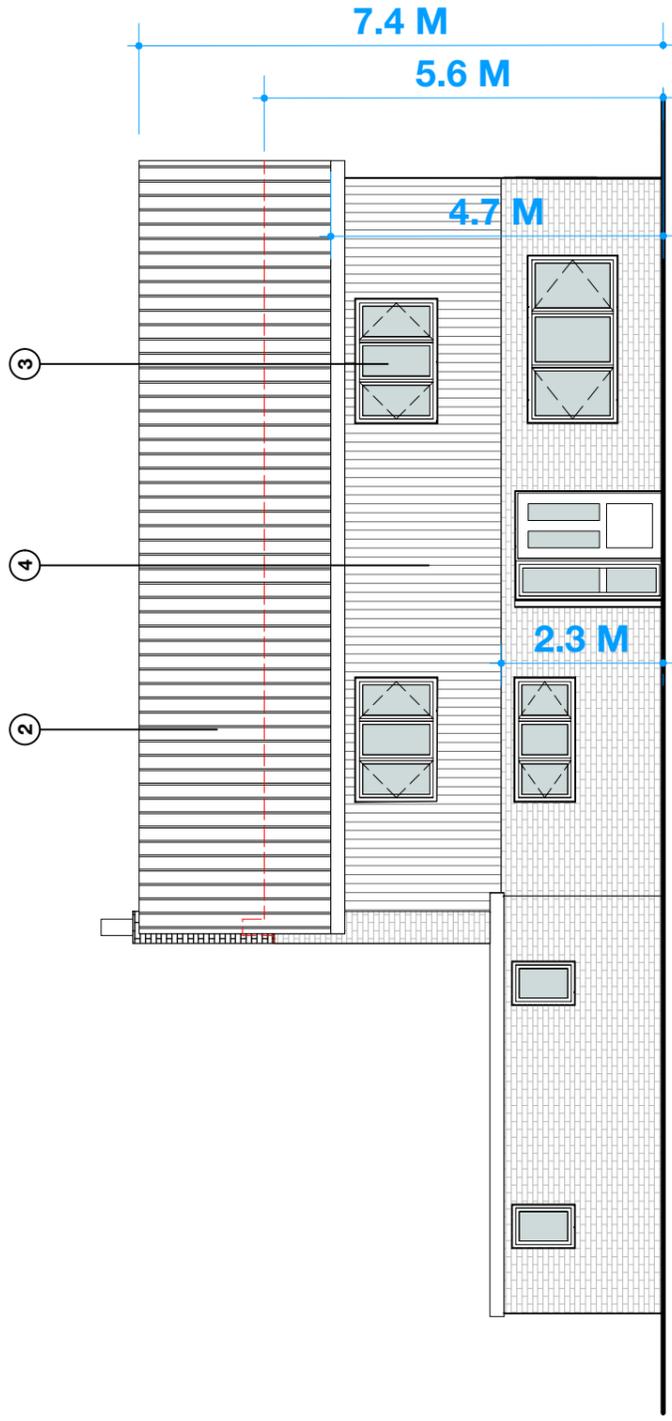
Existing Elevation 1:100 - A3

## PLANNING

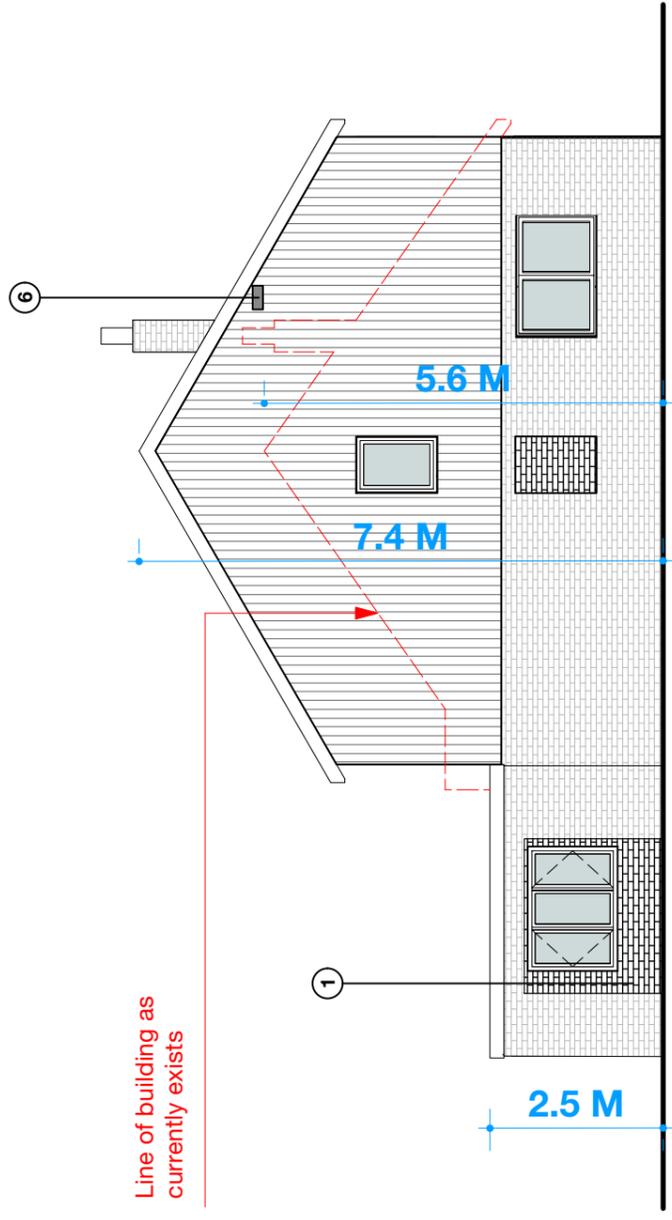
0119-SA-P06-A-Existing Elevation 16/12/2022

Stowe Management Ltd 13 Needlingworth Road, St. Ives, PE27 5JW  
25 New Road St Ives, PE27 5EG  
E: info@smitharchitects.uk T: 01480 763257

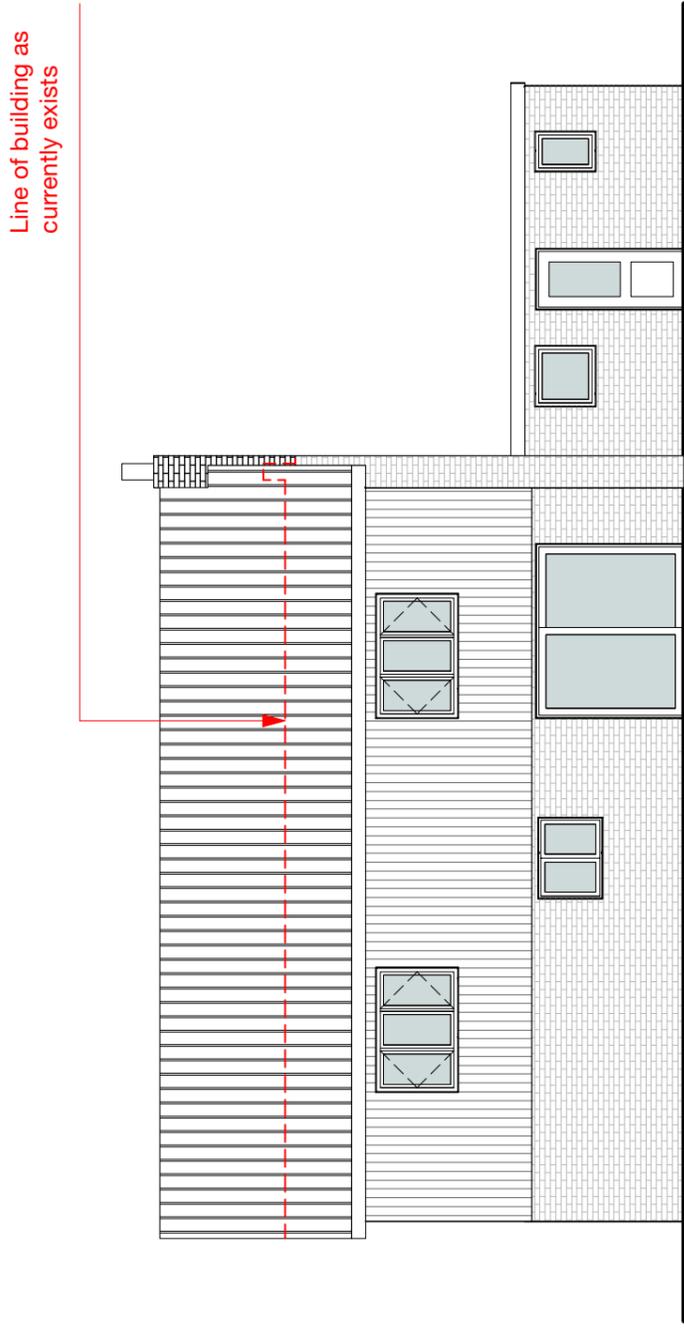
- Material Notes**
- E1. Existing Brickwork
  - E2. Existing Pan Tile Roof
  - E3. Existing Asphalt Roof
  - E4. uPVC windows & Doors
  - E5. Metal garage doors



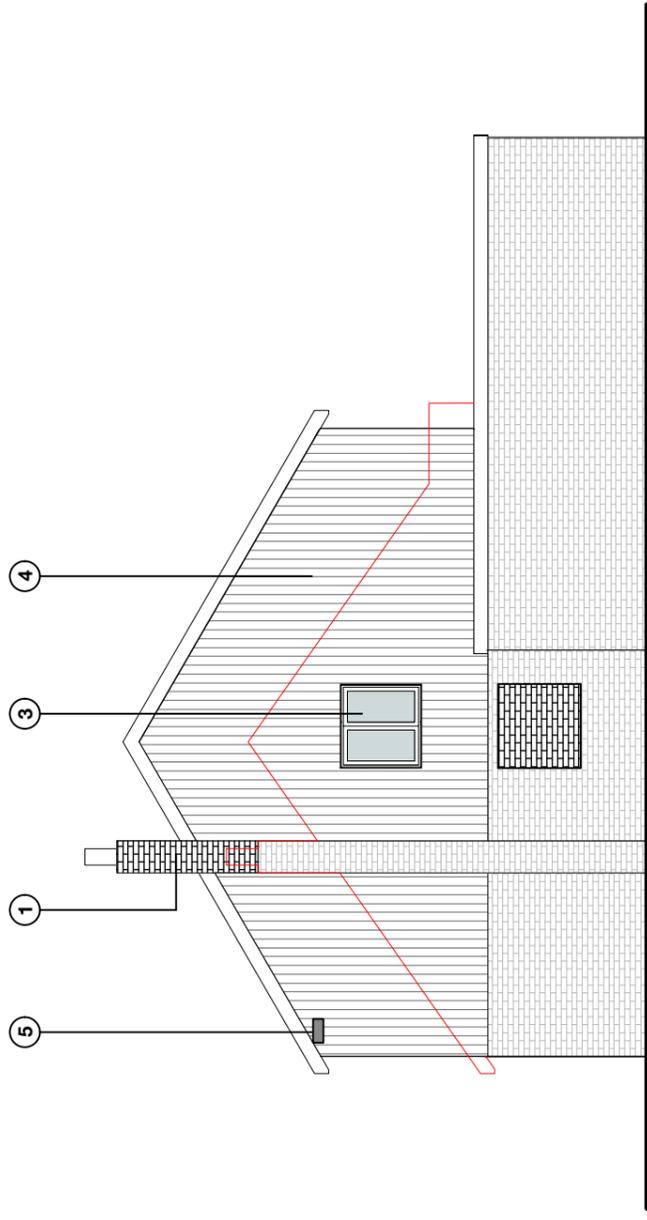
Proposed East Elevation  
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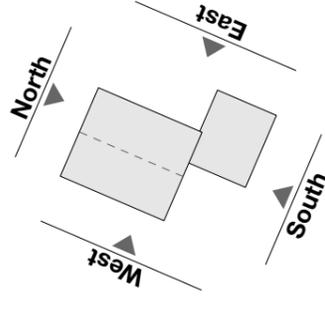
Proposed North Elevation  
Scale: 1:100



Proposed West  
Scale: 1:100



Proposed South Elevation  
Scale: 1:100



**Material Notes**

1. Brickwork To Match
2. Pan Tiles to Match Existing
3. New uPVC windows & Doors to match existing
4. New Timber Boarding
5. New Bat Box, exact location to be confirmed with specialist
6. New Swift Bird Box, exact location to be confirmed with specialist

Proposed Elevations  
1:100 - A3

**PLANNING**

0119-SA-P07-A-Proposed Elevations 16/12/2022

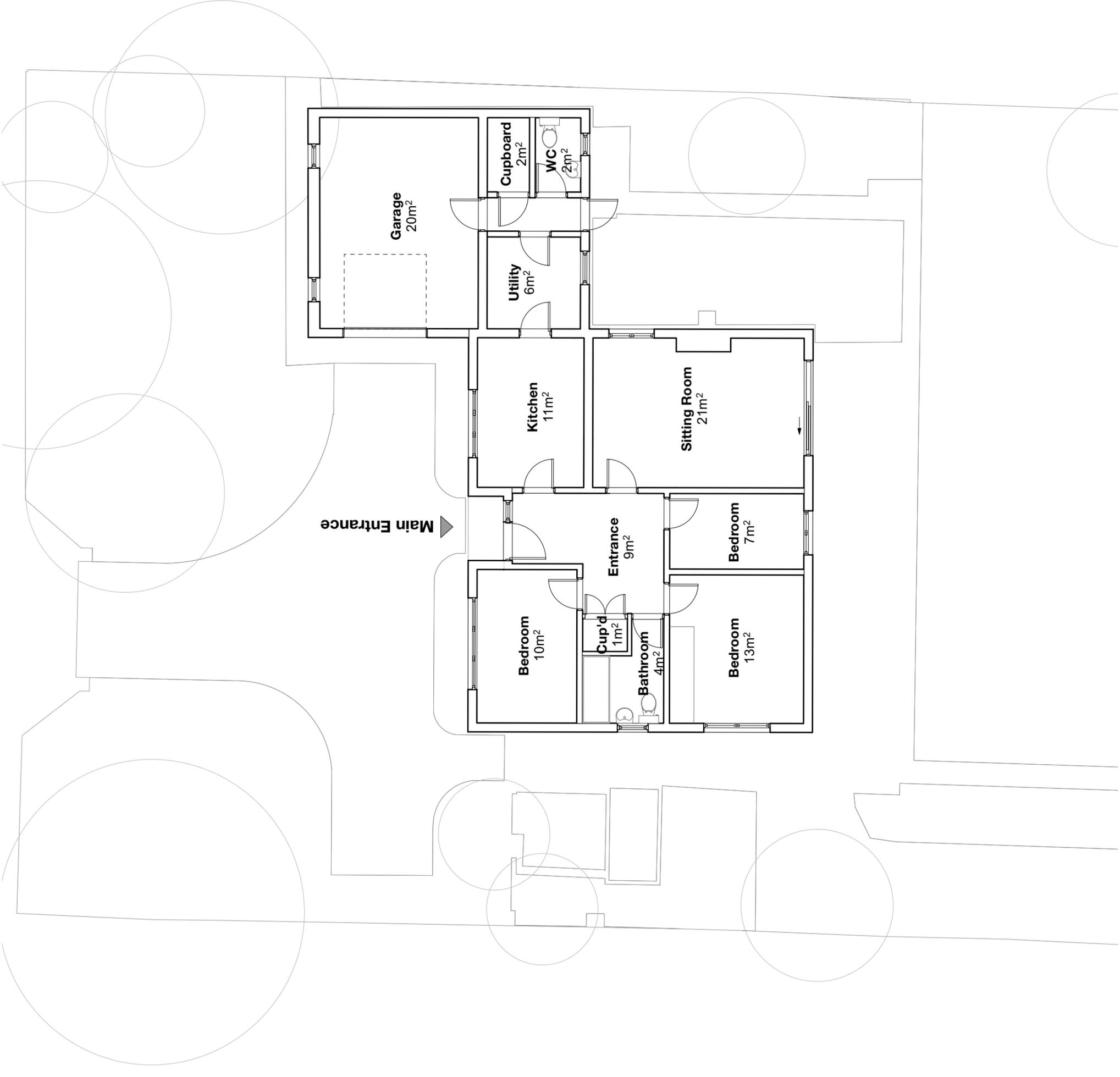
Stowe Management Ltd 13 Needlingworth Road, St. Ives, PE27 5JW

28 New Road St Ives, PE27 5EG

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**Smith Architects**

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# Smith Architects

Existing Ground Floor 1:100 - A3

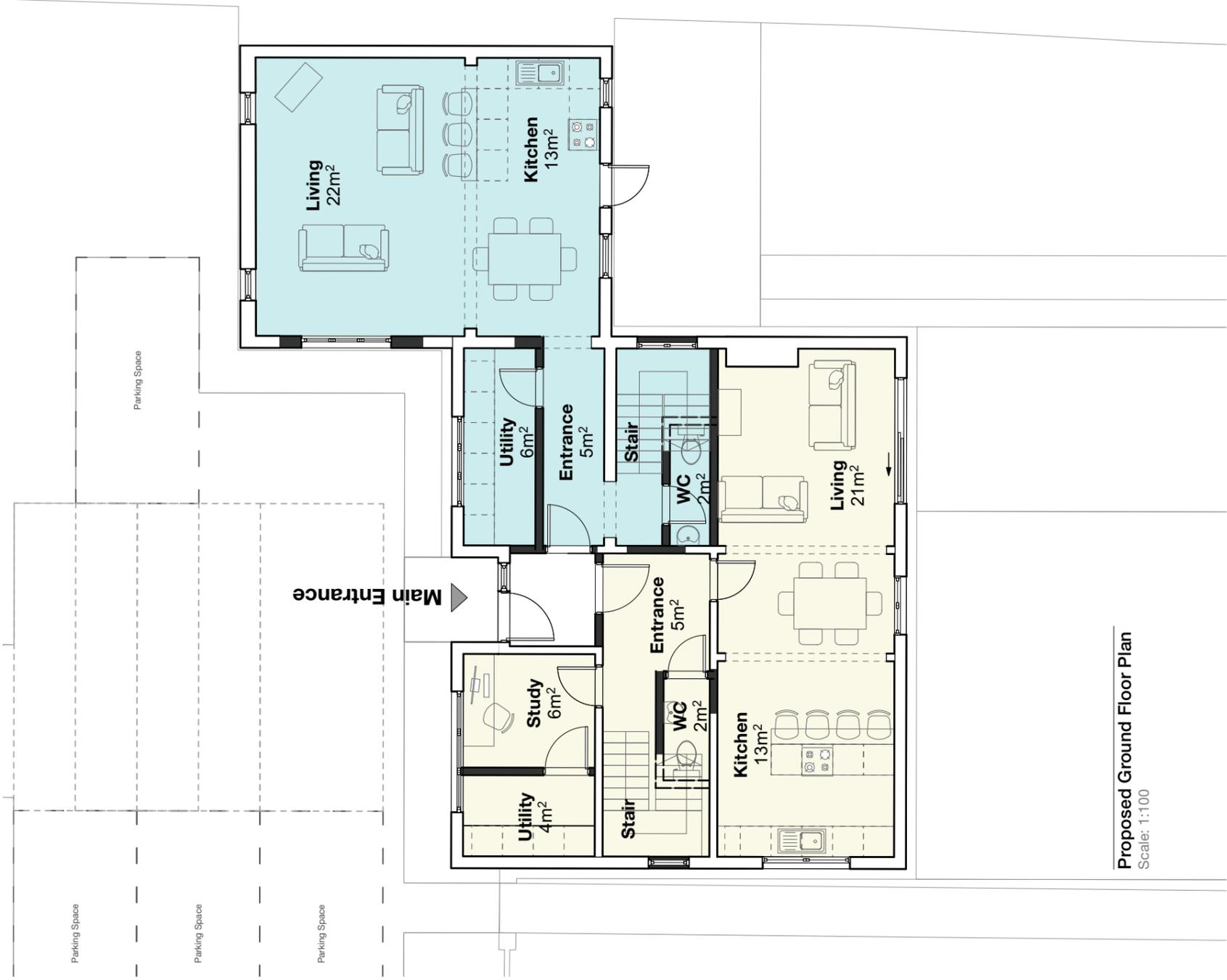
## PLANNING

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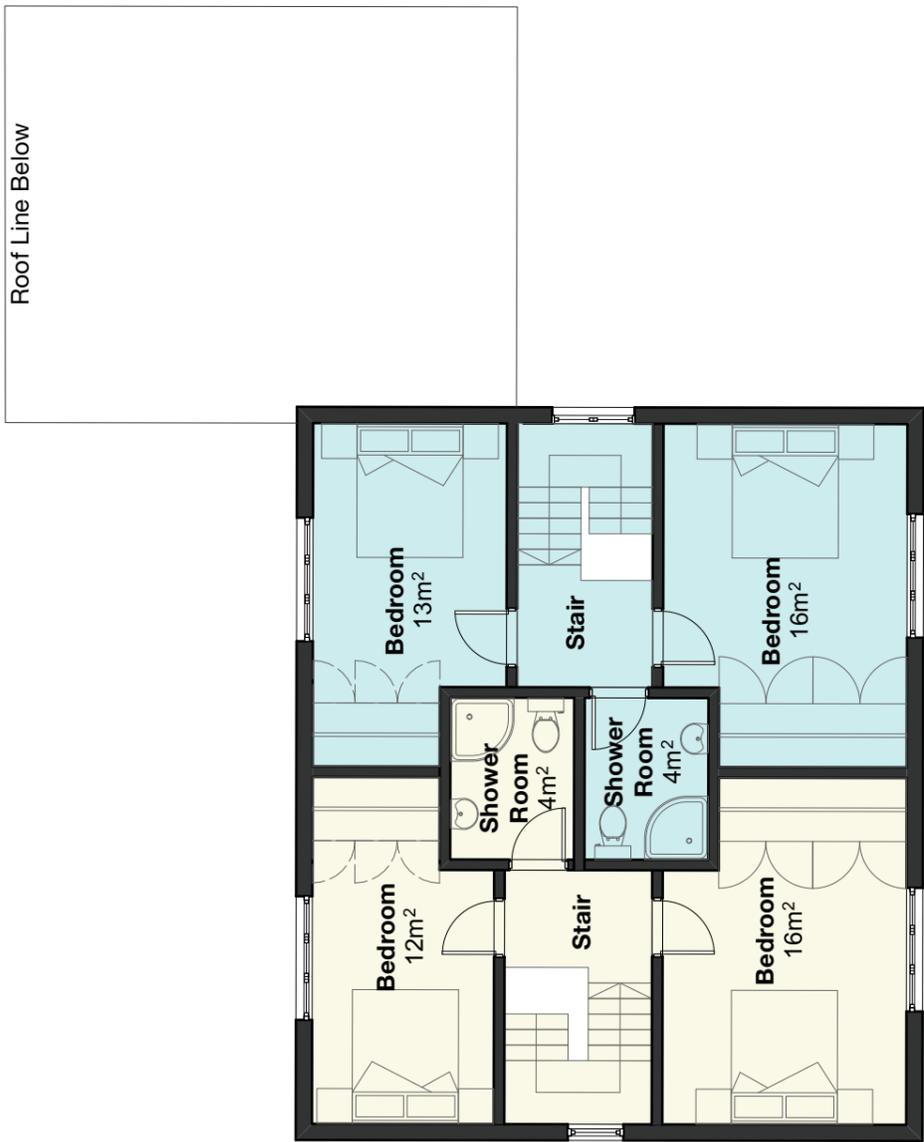
Stowe Management Ltd 13 Needlingworth Road, St. Ives, PE27 5JW

28 New Road St Ives, PE27 5EG

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**Proposed Ground Floor Plan**  
Scale: 1:100



**Proposed First Floor Plan**  
Scale: 1:100

- Unit 1**  
2 bed - 4 person  
98 m<sup>2</sup> G.I.F.A.
- Unit 2**  
2 bed - 4 person  
96 m<sup>2</sup> G.I.F.A.
- Existing Wall
- Proposed Wall



A 28/07/2023 Issued for Planning

# Smith Architects

Proposed Ground Floor 1:100 - A3

## PLANNING

0119-SA-P05-A-Proposed Ground Floor 16/12/2022

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