

Application Ref: 15/00653/OUT

Proposal: 6 x one-bedroom flats with associated parking and amenity space - Revised application

Site: 1 Grove Street, Woodston, Peterborough, PE2 9AG
Applicant: Clayton And Clayton

Agent: Peter Slinger Architects

Referred by: **Cllr Paula Thacker**
Reason: The scheme is acceptable in terms of no. of units, neighbouring amenity and car/cycle parking provision

Site visit: 02.04.2015

Case officer: Mrs J MacLennan
Telephone No. 01733 454438
E-Mail: janet.maclennan@peterborough.gov.uk

Recommendation: **REFUSE**

1 Description of the site and surroundings and Summary of the proposal

Site and surroundings

The site is approximately 0.05ha and is located on the eastern side of Grove Street. The site contains a vacant building which was formerly occupied as a workshop for Summit Drawing Office Supplies Ltd. Prior to this the site was part of the former corset factory which was also situated on land to the north now occupied by Symmington Close. The building is positioned on the rear part of the site and set back from the road by 23m and contains a two storey flat roof building in part and a single storey pitched roof building behind. There is a large parking area to the front of the site. To the east of the site is 'Fletton Tower' the land of which extends, in part, along the southern boundary, beyond this is the property and garden of, and land associated to 71 Orchard Street.

Proposal

The application seeks outline planning permission for the demolition of the existing buildings and the erection of 6 no. one bedroom flats. The application seeks the approval for the principle of development with all matters of appearance, access, landscaping, layout and scale reserved to a later stage.

2 Planning History

| Reference | Proposal | Decision | Date |
|------------------|---|-----------------|-------------|
| 15/00305/OUT | Proposal of 7 two-bedroom flats with associated parking and amenity space | Withdrawn | 17/04/2015 |

3 Planning Policy

Decisions must be taken in accordance with the development plan policies below, unless material considerations indicate otherwise.

Planning (Listed Building and Conservation Areas) Act 1990

Section 66 - General duty as respects listed buildings in exercise of planning functions

The Local Planning Authority has a statutory duty to 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.

National Planning Policy Framework (2012)

Section 11 - Contamination

The site should be suitable for its intended use taking account of ground conditions, land stability and pollution arising from previous uses and any proposals for mitigation. After remediation, as a minimum, land should not be capable of being determined as contaminated land under Part IIA of the Environmental Protection Act 1990.

Section 12 - Development Affecting Non-Designated Heritage Assets

A balanced judgement will be required having regard to the scale of any harm and the significance of the heritage asset. Where the assets is demonstrably of equivalent significance to a Scheduled Monuments it should be subject to the policies for designated heritage assets.

Section 12 - Conservation of Heritage Assets

Account should be taken of the desirability of sustaining/enhancing heritage assets; the positive contribution that they can make to sustainable communities including economic viability; and the desirability of new development making a positive contribution to local character and distinctiveness. When considering the impact of a new development great weight should be given to the asset's conservation.

Planning permission should be refused for development which would lead to substantial harm to or total loss of significance unless this is necessary to achieve public benefits that outweigh the harm/loss. In such cases all reasonable steps should be taken to ensure the new development will proceed after the harm/ loss has occurred.

Peterborough Core Strategy DPD (2011)

CS01 - Settlement Hierarchy and the Countryside

The location/ scale of new development should accord with the settlement hierarchy. Development in the countryside will be permitted only where key criteria are met.

CS02 - Spatial Strategy for the Location of Residential Development

Provision will be made for an additional 25 500 dwellings from April 2009 to March 2026 in strategic areas/allocations.

CS10 - Environment Capital

Development should make a clear contribution towards the Council's aspiration to become Environment Capital of the UK.

CS14 - Transport

Promotes a reduction in the need to travel, sustainable transport, the Council's UK Environment Capital aspirations and development which would improve the quality of environments for residents.

CS16 - Urban Design and the Public Realm

Design should be of high quality, appropriate to the site and area, improve the public realm, address vulnerability to crime, be accessible to all users and not result in any unacceptable impact upon the amenities of neighbouring residents.

CS17 - The Historic Environment

Development should protect, conserve and enhance the historic environment including non scheduled nationally important features and buildings of local importance.

CS22 - Flood Risk

Development in Flood Zones 2 and 3 will only be permitted if specific criteria are met. Sustainable drainage systems should be used where appropriate.

Peterborough Planning Policies DPD (2012)

PP02 - Design Quality

Permission will only be granted for development which makes a positive contribution to the built and natural environment; does not have a detrimental effect on the character of the area; is sufficiently robust to withstand/adapt to climate change; and is designed for longevity.

PP03 - Impacts of New Development

Permission will not be granted for development which would result in an unacceptable loss of privacy, public and/or private green space or natural daylight; be overbearing or cause noise or other disturbance, odour or other pollution; fail to minimise opportunities for crime and disorder.

PP04 - Amenity Provision in New Residential Development

Proposals for new residential development should be designed and located to ensure that they provide for the needs of the future residents.

PP12 - The Transport Implications of Development

Permission will only be granted if appropriate provision has been made for safe access by all user groups and there would not be any unacceptable impact on the transportation network including highway safety.

PP13 - Parking Standards

Permission will only be granted if appropriate parking provision for all modes of transport is made in accordance with standards.

4 Consultations/Representations

Archaeological Officer – No objections - The site has a moderate potential to contain all-period remains and, in particular, evidence for Anglo-Saxon domestic and funerary activities. It is anticipated that some degree of disturbance would have been caused when the site was used as a commercial workshop. In addition, although the maps show no gravel pits within the site, small-scale extraction could have been carried out during the post-medieval period, as it is often the case in this area. Nonetheless, archaeological remains may survive in undisturbed pockets of land. On the basis of the available evidence, it is recommended that an evaluation by trial trenching is secured by condition.

PCC Transport & Engineering Services - No objection - The parking numbers and access arrangements for this application are acceptable. The parking spaces are slightly shorter than the desirable minimum 2.4 x 5m. Recommends conditions regarding visibility splays, dimensions for parking spaces, retention of parking and turning areas and construction management plan.

PCC Pollution Team – No objections - Due to previous land use which is shown on our records as factory/works it is recommended that conditions are appended requiring an assessment of the nature and extent of contamination and appropriate mitigation.

Waste Management – No objections - The revised plan is acceptable and now includes a bin collection point at the front of the site.

Environment Agency - No objections subject to the appending of relevant contamination conditions.

Local Residents/Interested Parties

Initial consultations: 9
Total number of responses: 0
Total number of objections: 0
Total number in support: 0

No neighbour representations have been received.

5 Assessment of the planning issues

a) Background

The application is a re-submission of a former scheme for the erection of 7 no. one-bed flats which was withdrawn (15/00305/OUT). The former scheme was not supported by officers of the Local Planning Authority as the proposal had failed to demonstrate that the site could accommodate the scale of development without compromising the amenity of neighbouring occupiers in Symmington Close, to the north of the site. The applicant was advised to reduce the number of flats proposed.

b) The Principle of development

The application site is located within the urban area boundary and within 0.8km of the city centre. The surrounding character is predominantly residential comprising a mixture of dwellings and flatted accommodation. The principle of residential development on this site is therefore acceptable and accords with policies CS1 and CS2 of the Adopted Peterborough Core Strategy DPD, subject to the proposal according with other relevant planning policies and material planning considerations.

c) Neighbouring Amenity

To the north of the application is a small development built in the late 1990s (Symmington Close). The main planning consideration at this stage is the effect of the development on the amenities of the occupiers of neighbouring properties in Symmington Close and particularly, the rear of numbers 10-15 Symmington Close. These dwellings have rear gardens of approximately 8m in depth and which abut the application site. The indicative plans show a layout comprising two blocks; one located to the front of the site containing 2 no. one-bed flats and one located 42m to the rear of the site containing 4 no. one bed flats, two at ground floor and two at first floor.

The plans, as originally submitted, indicated a rear block with a maximum height of 8.2m and an eave height adjacent to the northern boundary of 5m. It is accepted that there is an existing building to the rear of the site which to some degree does have an impact on the occupiers of the neighbouring properties in Symmington Close. The impact of the existing building on these properties would have been assessed as part of the approval for the development of Symmington Close. It would be assumed that this impact was considered to be acceptable. However the development proposed would be approximately 4 metres higher and therefore would result in an unacceptable level of overshadowing and would be overbearing on the occupiers of these properties.

The applicant was advised to position the rear block further from the north and south boundaries and to reduce the scale of development to one and a half storey, deleting one of the flats within the roof space. Thus the impact on the amenity of the neighbouring occupiers would be reduced.

An amended drawing was subsequently submitted which has reduced the eave height of the rear block adjacent to the northern boundary to 3.6m. This is still considered to be high when compared with the height of a garden fence at 2m. The overall height of the roof would be retained at 8.2m.

It is noted that the proposed plans are indicative and a design and layout is reserved to a later stage however, the plans submitted show no access to the rear of the flats. It is considered by moving the building further from the boundaries it would allow for a practical means of access to the rear and at the same time reduce the impact of the building on the neighbouring occupiers.

Although all matters are reserved to a later stage the Local Planning Authority has to be satisfied

that the level of accommodation i.e. 6 no. one bed flats, can be accommodated within the site. The indicative plans have failed to demonstrate this without compromising the level of amenity currently afforded to neighbouring occupiers. The proposal is therefore contrary to policy PP2 of the Adopted Peterborough Planning Policies DPD and policy CS16 of the Adopted Peterborough Core Strategy DPD.

The Local Planning Authority is unable to suggest to the applicant how 6 no. one bed flats could be accommodated within the site. However, as set out above, it has been suggested that the width of the rear block be reduced giving more space from the boundary and the height be reduced to one and a half storey with one flat in the roof space. This would significantly reduce the impact on the amenity of the occupiers of Symmington Close and would result in a more subservient building located to the rear of the site.

d) Design and Amenity

The appearance of the scheme is a reserved matter however it is considered that the front block could be positioned closer to the highway.

In addition, the design of the front elevation of the front block would need to be improved in order to assimilate with the surrounding properties along Grove Street.

In terms of the rear block the revised indicative plan showing a lower eaves height adjacent to the northern boundary and a higher eave height adjacent to the southern boundary results in an unbalanced appearance of the building incorporating a gable on one side and a dormer on the other. Whilst the design of the scheme is not a matter to be determined at this stage the indicative plans as submitted would result in a contrived development which would not respect the surrounding character.

e) Highway Implications

The indicative layout plan show 6 no. parking spaces, including 2 no. disabled parking bay, to serve the flats and 2 no. visitor spaces. It is accepted that the appropriate parking provision would accord with the parking standards under policy PP13 of the Adopted Peterborough Planning Policies DPD.

In addition a shared access with 2m x 2m visibility splays would be available off Grove Street. The revised drawing shows the provision of a refuse bin collection area near to the front of the site which is acceptable.

Although access to the site is a reserved matter the indicative plans have demonstrated that a satisfactory access can be provided.

The proposal would not unduly impact upon the adjacent highway and therefore the proposal accords with policies PP12 and PP13 of the Adopted Peterborough Planning Policies DPD.

f) Impact on the setting of the Listed Building (Fletton Tower)

To the east the site abuts the curtilage of Fletton Tower which is a Grade II Listed Building. The Conservation Officer has considered the proposal and is of the view that development as proposed within this site would not affect the setting of the listed building in accordance with policy CS17 of the Adopted Peterborough Core Strategy DPD and Section 12 of the National Planning Policy Framework.

g) Contamination

The application is supported with a Contamination Assessment providing a summary of the previous uses of the site. However there is little information on the most recent use of the site as a workshop. The potential risk posed to controlled waters from contaminants associated with the most recent use cannot be assessed and therefore in accordance with section 11 of the NPPF, it is appropriate for conditions to be appended requiring an assessment and mitigation, if required.

h) Archaeology

The proposed development site is located within an area of known archaeological importance and investigations carried out in 2003 at the Walnuts, off Palmerston Road to the west, revealed several phases of activity dating from the Neolithic period onwards. More recently, an Anglo-Saxon burial was excavated at New Road/Palmerston Road Allotments by Peterborough City Council Archaeology Service in 2007, following the recovery of human remains from a disused allotment plot. In accordance with policy CS17 of the Adopted Peterborough Core Strategy DPD the Archaeological Officer has recommended that an evaluation by trial trenching is secured by condition.

6 Conclusions

The proposal is unacceptable having been assessed in light of all material considerations, including weighing against relevant policies of the development plan and for the specific reasons given below.

7 Recommendation

The Director of Growth and Regeneration recommends that Outline Planning Permission is **REFUSED**

The indicative plans submitted have failed to demonstrate that the site can accommodate the layout and scale of development without compromising the amenity of the occupiers of the neighbouring dwelling at numbers 10-15 Symmington Close in terms of overbearing impact and overshadowing to the rear amenity space of these properties. The proposal is therefore contrary to policy CS16 of the Adopted Peterborough Core Strategy DPD, PP3 of the Adopted Peterborough Planning Policies DPD.