
STATEMENT OF COMMON GROUND

2 STATION ROAD, GREAT SHELFORD
CAMBRIDGESHIRE, CB22 5LT

APPEAL REF: APP/W0530/W/22/3296300

planning*issues*
TOWN PLANNING AND ARCHITECTURE

TOWN & COUNTRY PLANNING ACT 1990

APPEAL BY CHURCHILL RETIREMENT LIVING LTD AGAINST SOUTH CAMBRIDGESHIRE COUNCIL'S FAILURE TO DETERMINE A PLANNING APPLICATION FOR THE DEMOLITION OF EXISTING BUILDING AND REDEVELOPMENT OF THE SITE TO FORM 39 No. RETIREMENT APARTMENTS FOR OLDER PERSONS WITH ASSOCIATED COMMUNAL FACILITIES, ACCESS, CAR PARKING AND LANDSCAPING.

SITE: UNIT 2 STATION ROAD, GREAT SHELFORD, CAMBRIDGE

LPA REF: 21/05276/FUL

PLANNING INSPECTORATE REF: APP/W0530/W/22/3296300

PLANNING INQUIRY DATE: 12th- 15th and 19th July 2022

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1.0 INTRODUCTION

- 1.1 The purpose of this Statement is to set out as much of the agreed factual information about the proposal as is possible.

2.0 APPEAL PROPOSAL

Appeal Site Description

- 2.1 The 0.29 hectares site off Station Road comprising of several units and a central car park. The existing buildings are 1.5 and 2 storey in height. Vehicle access is via Station Road. The existing buildings are vacant.
- 2.2 The character of the immediate surrounding area is mixed, comprising mainly of residential properties but with commercial units on site and in proximity to the railway station. To the north of the site is a contemporary development of townhouses and apartments, to the south, was until recently, a storage unit containing a fuel-depot, which has since been demolished for a new development of a 63 bed care home. The east of the site is the railway line and the west is a residential development of 1950s semi-detached houses.
- 2.3 The site is located within the built up area boundary of Great Shelford. Great Shelford is identified as a rural centre and has a significant group of local shops and services. The site is outside but adjacent to the Great Shelford Conservation Area which is to the south west.

Proposed Appeal Scheme

- 2.4 The scheme the subject of this appeal is for the demolition of the existing buildings and redevelopment of the site to form 39no. retirement living apartments for older persons including communal facilities, access associated car parking and landscaping.
- 2.5 The application subject of this appeal was submitted to South Cambridgeshire Council on 19th November 2021 and was validated from the 1st December 2021. The target date for determination was 2nd March 2022.

2.6 The applicant decided to appeal the application for the LPA's failure to determine the application within the statutory time period following an extension to the original statutory period of time in April 2022.

2.7 The Council have subsequently taken the application to the planning committee of the 16th June 2022 to advise of the putative reasons for which it would have refused the application. Following publication of the original committee report, a verbal update was given at the committee meeting advising of the current position taking into account further information submitted. The reasons are as follows: -

1. The proposed development, by reason of its density of approximately 134 dwellings per hectare, cramped layout and close proximity to the boundaries with lack of landscaping, siting in close proximity to Station Road, three storey height central and rear sections, substantial size and scale, 'H' plan form, and a poor level of communal and private amenity space, is considered to result in a poor quality design and living environment which would not make a positive contribution the local and wider context. The proposal is therefore contrary to Policies S/7, H/8 and HQ/1 of the South Cambridgeshire Local Plan 2018 which seek developments to preserve or enhance the character of the local urban and rural area and respond to its context in the wider landscape; include variety and interest within a coherent, place-responsive design, which is legible and creates a positive sense of place and identity whilst also responding to the local context and respecting local distinctiveness; be compatible with its location and appropriate in terms of scale, density, mass, form, siting, design, proportion, materials, texture and colour in relation to the surrounding area; deliver a strong visual relationship between buildings that comfortably define and enclose streets, squares and public places, creating interesting vistas, skylines, focal points and appropriately scaled landmarks along routes and around spaces; ensure that car parking is integrated into the development in a convenient, accessible manner and does not dominate the development and its surroundings or cause safety issues; and include high quality landscaping and public spaces that integrate the development with its surroundings, having a clear definition between public and private space which provide opportunities for recreation, social interaction as well as support healthy lifestyles, biodiversity, sustainable drainage and climate change mitigation.

2. The proposed development, by reason of the provision of a significant number of habitable rooms in the north elevation and lack of separation between the adjacent dwelling to the north, is considered to result in overlooking and a severe

loss of privacy to a habitable room and a roof terrace which would adversely affect the amenities of this neighbour. The proposal is therefore contrary to Policy HQ/1 of the South Cambridgeshire Local Plan 2018 which seeks developments to protect the health and amenity of occupiers and surrounding uses from development that is overlooking, overbearing or results in a loss of daylight or development which would create unacceptable impacts such as noise, vibration, odour, emissions and dust.

3. The proposed development, by reason of the inadequate access width and lack of kerb radius, is considered to adversely affect the functioning of the public highway along Station Road to the detriment of highway safety. Notwithstanding the above, the inadequate size of the vehicle parking spaces on site may also have implications in terms of highway safety. The proposal is therefore contrary to paragraph 111 of the National Planning Policy Framework 2021 which seeks to resist developments where there would be an unacceptable impact on highway safety.

4. The proposed development, by reason of the potential lack of developer contributions towards open space and burial sites, is not considered to sufficiently mitigate the impact of the development upon local infrastructure. The proposal is therefore contrary to Policies SC/7 and TI/8 of the South Cambridgeshire Local Plan 2018 which seeks to ensure adequate infrastructure to make the development acceptable in planning terms.

Relevant Planning History

- 2.8 There is no relevant planning history relating specifically to the application site, however the consents on the adjoining parcels of land, and most pertinently the adjoining care home are relevant.
- 2.9 Planning permission was granted in November 2015 for the demolition of the previous Railway Tavern and its redevelopment of 12 dwellings (S/0291/15/FL). This is the development of two and half to three storey townhouses and apartments immediately to the north of the site.
- 2.10 Planning permission has been granted on the adjoining site to the south in September 2020 for a 63 bed care home for elderly people (S/3809/19/FL).

3.0 UNDETERMINED DRAWINGS AND DOCUMENTS

3.1 The application submitted to the Council in November 2021 for 39no Retirement Living apartments included the following plans:

Details	Plan Number	Scale
Site Location Plan	40040GS/PA00	1:1250 @ A3
Site Layout Plan	40040GS/PA01	1:200 @ A1
Ground Floor Plan	40040GS/PA02	1:100 @ A1
First Floor Plan	40040GS/PA03	1:100 @ A1
Second Floor Plan	40040GS/PA04	1:100 @ A1
Roof Plan	40040GS/PA05	1:100 @ A1
Elevation Sheet 1	40040GS/PA06	1:100 @ A1
Elevation Sheet 2	40040GS/PA07	1:100 @ A1
Elevation Sheet 3	40040GS/PA08	1:100 @ A1
Landscape Strategy	JBA 21- 312 SK02 Rev. A	

3.2 The application was also submitted with the following accompanying statements and information;

Design and Access Statement by Planning Issues Ltd.

Planning Statement by Planning Issues Ltd

Drainage Statement and Strategy Plan by AWP.

Transport Statement by Paul Basham Associates

Landscaping Strategy by James Blake Associates

Ground Investigation Report by Crossfield Consulting

Affordable Housing Viability Assessment by Planning Issues

Statement of Community Involvement by Devcomms

Heritage Statement by Ecus

Commercial Report by Cheffins

Noise Assessment by 24Acoustics

Sustainability Statement by JSP Ltd.

Ecological Assessment by Tetrattech

Fleet and Basingstoke Appeal decisions

Retirement Living Explained

Healthier and Happier

Silver Saviours
Housing Markets and Independence in Old Age

3.3 The following additional information was submitted through the course of the application:

- Note on Vacant Building Credit
- Office Tenants Plan
- Response to Urban Design Comments
- Drainage Comments Response Rev A 26th January 2022
- Transport Note (January 2022)
- Visibility Splay Drawing (536.0040.002 Rev B)
- Verified Visual Montages by LoudFX & CGI Image

4.0 DEVELOPMENT PLAN POLICY

4.1 It is agreed that the following are relevant policy/guidance considerations in respect of this Appeal.

Development Plan Policy

South Cambridgeshire Local Plan 2018

S/2 – Objectives of the Plan

S/3 – Presumption in Favour of Sustainable Development

S/5 – Provision of New Jobs and Homes

S/6 – The Development Strategy to 2031

S/7 – Development Frameworks

S/8 – Rural Centres

S/12 – Phasing, Delivery and Monitoring

CC/1 – Mitigation and Adaptation to Climate Change

CC/3 – Renewable and Low Carbon Energy in New Developments

CC/4 – Water Efficiency

CC/7 – Water Quality

CC/8 – Sustainable Drainage Systems

CC/9 – Managing Flood Risk

HQ/1 – Design Principles

NH/4 – Biodiversity

NH/6 – Green Infrastructure

NH/14 – Heritage Assets

H/8 – Housing Density
H/9 – Housing Mix
H/10 – Affordable Housing
H/12 – Residential Space Standards
E/14 – Loss of an Employment Land to Non Employment Uses
SC/2 – Health Impact Assessment
SC/6 – Indoor Community Facilities
SC/7 – Outdoor Play Space, Informal Open Space and New Development
SC/9 – Lighting Proposals
SC/10 – Noise Pollution
SC/11 – Contaminated Land
SC/4 – Meeting Community Needs
TI/2 – Planning for Sustainable Travel
TI/3 – Parking Provision
TI/8 Infrastructure and New Developments
TI/10: Broadband

Local Guidance

4.2 The following Supplementary Planning Documents are relevant to this appeal:-

Greater Cambridge Biodiversity - Adopted February 2022
Greater Cambridge Sustainable Design and Construction - Adopted January 2020
Cambridgeshire Flood and Water - Adopted November 2016
Health Impact Assessment - Adopted March 2011
District Design Guide - Adopted March 2010
Landscape in New Developments - Adopted March 2010
Affordable Housing - Adopted March 2010
Development Affecting Conservation Areas - Adopted January 2009
Trees and Development Sites - Adopted January 2009
Open Space in New Developments - Adopted January 2009

National Planning Policy

National Planning Policy Framework 2021

4.3 The following sections of the NPPF are considered to be relevant to this appeal:

- Section 2 - Achieving sustainable development
- Section 4 - Decision-making

- Section 5 - Delivering a sufficient supply of homes
- Section 6 - Building a strong, competitive economy
- Section 8 - Promoting healthy and safe communities
- Section 9 - Promoting sustainable transport
- Section 11 - Making effective use of land
- Section 12 - Achieving well-designed places
- Section 16 - Conserving and enhancing the historic environment

National Design Guide 2021

4.4 Parts 1 and 2

National Planning Practice Guidance (NPPG)

4.5 It is considered that the following sections are relevant to this appeal;

- Design
- Effective Use of Land
- Housing for Older and Disabled People
- Viability
- Planning Obligations

5.0 THIRD PARTY REPRESENTATIONS

5.1 The Council received 1 local representation during the period of the planning application which supported the application.

6.0 ISSUES TO BE ADDRESSED WITH THE APPEAL

6.1 It is considered that the main issues to be addressed for the appeal scheme at this Inquiry would be as follows:-

- Whether the development would be of high-quality design and its effect on the character and appearance of the area;
- The effect of the development on the living conditions of nearby residents;
- Whether the development would provide acceptable contributions towards infrastructure.

7.0 CONDITIONS

7.1 Should the Inspector be minded to allow this Appeal it would be appropriate to consider necessary conditions. A list of suggested conditions is attached to the final document at Appendix 1 At Appendix 2 is the Appellant's agreement to the imposition of pre-commencement conditions.

8.0 AGREED ISSUES

8.1 The issues set out below are those that are agreed between the parties.

Specialist Older Persons Accommodation

8.2 National Planning Policy Guidance 2021 identifies that the need to provide housing for older people is 'critical', and that 'Plan-making authorities should set out clear policies to address the housing needs of groups with particular needs such as older and disabled people. These policies can set out how the plan-making authority will consider proposals for the different types of housing that these groups are likely to require.

8.3 The Local Plan advises that the District has 'an ageing population with growth forecasts between 2001 to 2021 of 95% for the 60-74 age group and 108% for those over 75. The Older People's Housing, Care And Support Needs in Greater Cambridge

2017-2036 (2017) states that Greater Cambridge is set to experience a rapidly ageing local population, with the number of people aged 75 and over set to nearly double between 2016 and 2036 when over 65s will constitute nearly 1 in 5 of the population. The impact of this demographic change is likely to be felt most strongly in rural districts: South Cambridgeshire is expecting the largest increase in its over 75s at 98 per cent by 2036, with Cambridge City seeing a rise of 77 per cent over the same time period. The CRESR model identifies a requirement for 3,422 units of specialist housing in Greater Cambridge in 2016, against actual supply of 3,280 units. It also recommends that by 2035, the supply of specialist housing will need to be 80 per cent higher than present, at 6,163 units

Principle of Development

- 8.4 There is no objection to the redevelopment of the site for specialised residential accommodation for older persons.
- 8.5 It is agreed that the proposal complies with Policy E14(ii) which would permit the loss of an employment site if the overall benefits to the community outweigh any adverse impact on employment opportunities.

Design

- 8.6 There is no objection to the site being able to accommodate a flattened form of development.

Heritage

- 8.7 It is agreed that the proposal preserves the setting of the adjacent Great Shelford Conservation Area and complies with policy NH/14 of the Local Plan.

Drainage and Flooding

- 8.8 It is agreed that the site is within Flood Zone 1.
- 8.9 The Appellant submitted a revised drainage strategy which included further measures to treat and protect water quality and accordingly addressed the lead local flood authority's concerns and the policy complies with Policies CC/7 and CC/8 of the Local Plan.

Transport and Parking

- 8.10 It is agreed that the highways authority's objection that the width of the access road should be 5m instead of 4.5m for a minimum distance of 10m from the near edge of the highway boundary, and that this could be controlled by suitable condition.
- 8.11 It is agreed between the parties that the highway safety reason for refusal has been resolved by the provision of revised site plan and the inclusion of appropriately worded conditions.

Affordable Housing

- 8.12 There is no dispute that the Council have a need for affordable housing provision.
- 8.13 It is agreed that the provision of affordable housing on the site would not be appropriate due to the specialist type of housing proposed and separate management arrangements.
- 8.14 The Parties agreed that the sum for an off-site contribution equivalent to 11 affordable housing units is £671,639 is a policy compliant contribution having regard to the application of vacant building credit and addresses the first reason for refusal.

Neighbouring Amenity

- 8.15 It is agreed that there would be no impact on the amenities of the adjoining care home or the properties on the opposite side of Station Road.
- 8.16 The Council's concern on neighbouring amenity is respect to overlooking of the adjoining property 4 Station Mews and one window to first floor dining space and roof terrace.
- 8.17 It is agreed that the proposal would not give rise to harm through any concerns regarding overbearing impact, loss of daylight, noise, vibration, odour, emissions and therefore complies with the other considerations of Policy HQ/1 n.

Planning Obligations

8.18 The following planning obligations have been agreed between the parties as meeting Reg 122(2) tests of the Community Infrastructure Levy Regulations:-

- Indoor Community Space - £11,079.12
- Green Infrastructure - £18,096
- Swimming - £10,226

8.19 The following requested planning obligations are in dispute between the parties for their compliance with the Reg 122(2) tests of the Community Infrastructure Levy Regulations.

- Outdoor Sports - £24,403.33
- Allotments and Community Orchards - £3,900
- Burial Provision - £8,190
- Indoor Sports - £9,178

9.0 SIGNATORIES

Signed.....

Mr. Matthew Shellum on behalf of Churchill Retirement Living Ltd.

Date...27 June 2022.....

Signed 

Mrs. K. Pell-Coggins on behalf of South Cambridgeshire District Council.

Date 24 June 2022