

19/01918/FUL

Applicant Mr Cameron McHugh

Location 2 Johns Road Radcliffe On Trent Nottinghamshire NG12 2GW

Proposal Proposed demolition of the existing dwelling and construction two new three bedroom dwellings fronting Johns Road (semi-detached pair) and two new two bedroom dwellings fronting Grantham Road (semi-detached pair) including landscaping and the creation of dropped kerb (resubmission)

Ward Radcliffe On Trent

THE SITE AND SURROUNDINGS

1. The site comprises a bungalow built from buff brick with concrete tiles to the roof that incorporates an integral garage served by a private drive from Johns Road. The property is set back from Johns Road to the south east with a garden and drive fronting the road, but screened by a mature circa 1.8m tall privet hedge. The property also has a good sized rear garden that slopes down, away from the dwelling, containing a number of mature fruit trees. To the north a hedgerow defines the boundary with the Grantham Road, also known as the A52 Trunk Road.
2. The dwelling adjacent to the south-west, no. 4, is a two storey dwelling with a landing window and bathroom window facing the site. It also has a lean-to conservatory type structure on its north-east side, which appears to be used for storage purposes. This property has recently received permission for a two storey side extension and a single storey rear extension, with works now underway on site. The side extension does not impact the elevation facing the site, the subject of this application.
3. To the north east, the rear gardens of 2 and 4 Carter Avenue back onto the side of the site, with a detached garage serving 4 Carter Avenue also present adjacent the shared boundary. The area contains a mixture of two storey dwellings and bungalows with no consistent built rhythm or form. For example, no's 2 Carter Avenue and 4 Johns Road are two storey, whilst 3 Johns Road and 12 Grantham Road are bungalows. The area comprises largely of detached properties with a number of semi-detached pairs also visible such as 10 & 12, and 15 and 17 Johns Road.
4. In terms of context from Grantham Road, the site is screened behind an established hedgerow, with no further built form to the south west, only the gardens to properties which front Johns Road, however to the north east is an existing bungalow at 12 Grantham Road, with a 2 storey house next door representing established built forms.

DETAILS OF THE PROPOSAL

5. This application as now considered has undergone several revisions through its course in response to both officer concerns, technical requirements and public consultations. As originally re-submitted (following the refusal of application 19/00959/FUL) the scheme proposed 2 detached 2.5 storey dwellings fronting Johns Road and a single large detached dwelling fronting Grantham Road, all having 4 bedrooms. The scheme was then revised to show a semi-detached pair front Johns Road, again of 2.5 storey scale with 4 bedrooms to each property, and the 4 bedroom 1.5 storey to the Grantham Road frontage as previously considered. The final major revisions came in April 2020 and save for some minor changes to windows, plan details and planting represent the application as now described.
6. This application seeks planning permission for the demolition of the existing bungalow, and the erection of 4 dwellings on the site, 2 fronting Johns Road and 2 fronting Grantham Road (A52). The plans also include a new access onto the Grantham Road and other landscaping.
7. Plots 1 and 2 would front Johns Road and would be a pair of semi-detached units of 2 storey design, set in from the boundary to the south west by 2.15m and north east by 1.6m (min). The properties would be set back 9m (plot 1) and 6.8m (plot 2) from the road and would both have 2 car driveways (spaces arranged side by side) to the site frontage accessed by new dropped kerbs from Johns Road. The site would also include new frontage landscaping as well as a proposed boundary wall of no more than 1.2m height with 1.8m pillars and planting behind. Both properties would have 3 bedrooms (2 bedroom + a box room) and be of a more simple traditional design. The eaves would sit at 4.805m and the ridge of the hipped roof at 7.52m. The design would utilise red brick, with concrete tiles to the roof whilst some basic detailing in the form of hipped storm canopies and bow windows are proposed. The two plots would have rear gardens of 12.5m and 12m depth and areas of circa 95sqm.
8. Plots 3 and 4 would front the A52 Grantham Road and would be a pair of semi-detached 2 storey units, albeit the front elevation would be designed to provide a more contemporary dormer bungalow style appearance. The plot would be served by a new access from the A52 Grantham Road and would have 4 parking spaces and a turning head. The site frontage would be defined by the existing hedge which is to be retained, save for that to be removed to form the access, whilst the building line would be set back a minimum of 7.8m from the edge of the frontage, with the building set 1.35m from the south western side and 1.15m from the north eastern side boundary. The plans show the pair of dwellings would be 2 bedroom units. Land levels are proposed to be marginally reduced at this end of the site by circa 0.5m, with the building proposed to have extended front elements with monopitched roofs rising from eaves at 2.8m to the external sides to a ridge of 6.3m to the inward central sides. These forward elements would frame the entrances which would sit between them. The main element of the building would be gable ended to the sides with a taller ridge at 6.88m, although this would be staggered and lower on the plot 4 side (6.4m) due to the shorter rear elevation on this side of the units. The building would be finished externally in red brick with concrete tiles to the roof. The plots would have 10m deep gardens that would have areas of circa. 75sqm.

SITE HISTORY

9. 19/00959/FUL – Proposed demolition of the existing dwelling and construction of two new dwellings fronting Johns Road and two new dwellings fronting Grantham Road including landscaping and the creation of dropped kerb – Refused.
10. 18/02431/FUL - Construction of two storey front extension and first floor extension to create two storey dwelling, and external alterations. – Permitted.

REPRESENTATIONS

Ward Councillor(s)

11. One Ward Councillor (Cllr R Upton) objects to the latest revisions of the proposed development, raising concerns the scheme would be over intensive for the site, and with the safety of the new access onto the A52 Grantham Road.
12. One Ward Councillor (Cllr N Clarke) objects to the latest revisions of the proposed development on 3 main grounds:
 - a. That two pairs of semi-detached houses would be out of keeping with the type of dwellings that exist in this area, with all the properties on Johns Road being single dwellings sitting within their own sites. The Councillor also suggests that to build a pair of semi-detached houses so close to no. 4 Johns Road would be inappropriate and completely incongruous with the street scene and would also represent an over-intensive use of the width of the plot fronting on to Johns Road.
 - b. On a similar matter the councillor considers that properties fronting Grantham Road in the area are generally substantial single detached dwellings, and therefore to build a pair of semi-detached houses would be an inappropriate and over-intensive use of the width of the plot in comparison with neighbouring properties. The development would be incongruous with the street scene.
 - c. The Councillor notes Grantham Road is a dangerous trunk road, and that introducing two new households requiring direct access and egress would represent an unacceptable safety risk.

Town/Parish Council

13. Radcliffe-on-Trent Parish Council object to the proposed development for the following reasons:
 - a. The development does not comply with policy 11 (infill development) of the neighbourhood plan as the proposed design and layout does not relate to its existing settlement context and character or respect the existing massing, building form and heights of buildings within the immediate locality.

- b. The development does not comply with policy 15 (Local Architectural Styles) of the neighbourhood plan as the proposal is not seen as 'compatible' with the character and identity of the parish.
 - c. The parish also has concerns regarding traffic generation, air quality, noise, overlooking, over intensive use of the site and general negative impacts.
 - d. The Parish also note the development is too close to the A52 junction which is proposed to be reconfigured which would cause accessibility issues for residents and building/delivery lorries, with Johns Road too narrow to accommodate such activity.
14. The Parish reiterated they maintained the same objection to the revised plans when they were consulted upon.

Statutory and Other Consultees

15. The Rushcliffe Borough Environmental Health Officer notes the application includes noise and air quality reports. They confirm they have no objection to the methodology of the noise report but that mitigation will be required in order to achieve recommended internal and external noise levels. The officer therefore recommends a condition that all of the mitigation as detailed in the submitted noise report is implemented prior to occupation and retained thereafter. With regards to air quality the EHO confirmed the report was valid and accepted the results, with no further requirements identified in the survey. The EHO did however recommend a condition regarding the submission of a demolition and construction method statement prior to commencement of any onsite works.
16. Highways England have commented raising no objections.

Local Residents and the General Public

17. 12 Representations were received from local residents objecting to the scheme. The comments can be summarised as follows:
- a. The changes since the previous refusal are noted and welcomed.
 - b. Maintain concerns over the massing of the structure, it would appear too wide to the Johns Road frontage and would appear over development.
 - c. The access for the Grantham Road plot would be dangerous.
 - d. 2 parking spaces for 4 bedroom properties would seem inadequate, and therefore pressure would be placed on on-street parking along Johns Road.
 - e. Highways England propose to reconfigure the junction of the A52 with Bingham Road and Carter Avenue, close to the site, this may increase traffic levels along Johns Road.
 - f. Congestion on Johns Road from parked vehicles limits refuse access and could limit emergency services access as well.

- g. The site is not large enough to support two houses fronting Johns Road.
 - h. The development would overlook 12 Grantham Road, and devalue the property.
 - i. The development would be overbearing to the property at 2 Carter Avenue.
 - j. Loss of sunlight to 2 Carter Avenue.
 - k. The garden sizes fall below standards and the plots will overlook each other.
 - l. Windows to the rear of plot 3 and the side of plot 2 would impact the privacy of 2 Carter Avenue.
 - m. The development appears cramped on the plot.
 - n. Acceptance of this scheme could create a precedent on other similar plots.
 - o. Overlooking of 4 Johns Road from plot 1.
 - p. Overshadowing of side windows to 4 Johns Road.
 - q. Plot 3 would overlook the rear garden of 4 Johns Road.
 - r. Loss of biodiversity from removal of trees and hedgerows.
 - s. Contrary to policy 12 of the neighbourhood plan which states all new development of less than 10 units should seek to provide 2-bed starter homes, bungalows for the elderly, and/or 1 and 2 bedroomed flat accommodation, suitable for a variety of occupiers.
 - t. 3 comments were received in respect of the first set of revised plans reiterating the issues previously identified and noting that the small alterations do not address any of the issues.
18. 3 comments were received in respect of the second set of revisions (now under consideration), again objecting for reasons previously made and also noting:
- a. The housing would be too dense and similar to that seen on the new estate at Princes Place, Shelford Road, Radcliffe-on-Trent, not in keeping with the area.

PLANNING POLICY

19. The development plan for Rushcliffe consists of the Rushcliffe Local Plan Part 1: Core Strategy, the Local Plan Part 2: Land and Planning Policies and the Radcliffe-on-Trent Neighbourhood Plan (ROTNP). Other material considerations include the National Planning Policy Framework (NPPF), National Planning Practice Guidance (NPPG) and the Rushcliffe Residential Design Guide (RRDG). Any decision should be taken in accordance with the adopted development plan documents.

Relevant National Planning Policies and Guidance

20. The relevant national policy considerations for this proposal are those contained within the National Planning Policy Framework (NPPF) and the proposal should be considered within the context of a presumption in favour of sustainable development as a core principle of the NPPF.
21. Local planning authorities should approach decisions on proposed development in a positive and creative way and work proactively with applicants to secure developments that will improve the economic, social and environmental conditions of the area. In assessing and determining development proposals, local planning authorities should apply the presumption in favour of sustainable development. Decision-makers at every level should seek to approve applications for sustainable development where possible.
22. Achieving sustainable development means that the planning system has three overarching objectives, which are interdependent and need to be pursued in mutually supportive ways (so that opportunities can be taken to secure net gains across each of the different objectives):
 - a) an economic objective - to help build a strong, responsive and competitive economy, by ensuring that sufficient land of the right types is available in the right places and at the right time to support growth, innovation and improved productivity; and by identifying and coordinating the provision of infrastructure;
 - b) a social objective - to support strong, vibrant and healthy communities, by ensuring that a sufficient number and range of homes can be provided to meet the needs of present and future generations; and by fostering a well-designed and safe built environment, with accessible services and open spaces that reflect current and future needs and support communities' health, social and cultural well-being; and
 - c) an environmental objective - to contribute to protecting and enhancing our natural, built and historic environment; including making effective use of land, helping to improve biodiversity, using natural resources prudently, minimising waste and pollution, and mitigating and adapting to climate change, including moving to a low carbon economy.
23. In paragraph 15 the NPPF states that the planning system should be genuinely plan-led. Succinct and up-to-date plans should provide a positive vision for the future of each area; a framework for addressing housing needs and other economic, social and environmental priorities; and a platform for local people to shape their surroundings.
24. As such, the following national policies in the NPPF with regard to achieving sustainable development are considered most relevant to this planning application:
 - Section 5: Delivering a Sufficient Supply of Homes
 - Section 6: Building a strong, competitive economy
 - Section 9: Promoting Sustainable Transport
 - Section 12: Achieving well designed places

- Section 15: Conserving and enhancing the natural environment
25. Section 5 - 'Delivering a sufficient supply of homes' states that local planning authorities should identify and update annually a supply of specific deliverable sites sufficient to provide a minimum of five years' worth of housing against their housing requirement set out in adopted strategic policies, or against their local housing need where the strategic policies are more than five years old.
 26. Section 6 - 'Building a Strong and Competitive Economy' states that planning policies and decisions should help create the conditions in which businesses can invest, expand and adapt. Significant weight should be placed on the need to support economic growth and productivity, taking into account both local business needs and wider opportunities for development. The approach taken should allow each area to build on its strengths, counter any weaknesses and address the challenges of the future.
 27. Section 9 - 'Promoting Sustainable Transport' states that it should be ensured that safe and suitable access to the site can be secured for all users, going on to identify in paragraph 109 that development should only be prevented or refused on highways grounds if there would be an unacceptable impact on highway safety, or the residual cumulative impacts on the road network would be severe.
 28. Section 12 - 'Achieving Well Designed Spaces' states that the creation of high quality buildings and places is fundamental to what the planning and development process should achieve. Good design is a key aspect of sustainable development, creates better places in which to live and work and helps make development acceptable to communities. Paragraph 127 states that planning policies and decisions should ensure that developments, inter alia:
 - a) Will function well and add to the overall quality of the area, not just for the short term but over the lifetime of the development;
 - b) Are visually attractive as a result of good architecture, layout and appropriate and effective landscaping;
 - c) Are sympathetic to local character and history, including the surrounding built environment and landscape setting, while not preventing or discouraging appropriate innovation or change (such as increased densities).
 29. In line with paragraph 130 of the NPPF, permission should be refused for development of poor design that fails to take the opportunities available for improving the character and quality of an area and the way it functions.
 30. Section 15 - Conserving and Enhancing the Natural Environment states that planning decisions should, inter alia, seek to contribute to and enhance the natural and local landscape by protecting and enhancing valued landscapes, sites of biodiversity or geological value and soils (in a manner commensurate with their statutory status or identified quality in the development plan). Paragraph 175 goes on to state that when determining planning applications authorities should apply the following principles, part 'a' of which states that if

significant harm to biodiversity as a result of development cannot be avoided, mitigated or compensated, then permission should be refused.

Relevant Local Planning Policies and Guidance

31. The Rushcliffe Local Plan Part 1: Core Strategy sets out the overarching spatial vision for the development of the Borough to 2028. The following policies in the Rushcliffe Local Plan Part 1: Core Strategy are relevant:
 - Policy 1: Presumption in Favour of Sustainable Development
 - Policy 3: Spatial Strategy
 - Policy 10: Design and Enhancing Local Identity
32. Policy 1 highlights that when considering development proposals the council will take a positive approach that reflects the presumption in favour of sustainable development contained in the National Planning Policy Framework.
33. Policy 3 outlines the distribution of development in the Borough during the plan period. It ensures the sustainable development of Rushcliffe will be achieved through a strategy that promotes urban concentrations by directing the majority of development towards the built up area of Nottingham and the Key Settlements. Radcliffe-on-Trent is identified as a 'key settlement'.
34. Policy 10 (Design and Enhancing Local Identity) states that all new development should be designed to make; a positive contribution to the public realm and sense of place; create an attractive, safe, inclusive and healthy environment; and reinforce valued local characteristics; reflect the need to reduce the dominance of motor vehicles.
35. The Rushcliffe Local Plan Part 2: Land and Planning Policies was adopted in October 2019 and sets out non-strategic allocations and detailed policies for managing development. The following policies in the Rushcliffe Local Plan Part 2 are relevant:
 - Policy 1: Development Requirements
 - Policy 11: Housing Developments on Unallocated Sites within Settlements;
 - Policy 12: Housing Standards;
 - Policy 38: Non-Designated Biodiversity Assets and the Wider Ecological Network.
36. Policy 1 sets out that planning permission for new development will be supported provided that where relevant, a list of criteria are met. This list includes aspects such as suitable access being provided, sufficient amenity spaces for end users, the relationship with nearby uses in terms of the amenity of future occupants and aspects such as ensuring no significant impact on wildlife, landscape character.
37. Policy 11 states that permission will be granted where inter alia, the proposal does not conflict with the spatial strategy, has a high standard of design that does not adversely affect the character or pattern of development in the area,

and would not have a significant adverse impact on the amenities of surrounding residents.

38. Policy 12 – ‘Housing Standards’ identifies that all new dwellings will be required to meet the higher optional technical standard for water consumption of no more than 110 litres per day.
39. Policy 38, where appropriate, seeks to achieve net gains in biodiversity and improvements to the ecological network through the creation, protection and enhancement of habitats, and the incorporation of features that benefit biodiversity.
40. The Radcliffe-on-Trent Neighbourhood Plan (ROTNP) was adopted in October 2017 and now forms part of the development plan for Rushcliffe. Of particular reference are policies 11 (Infill development), 12 (Housing Mix and density), and 15 (Local Architectural styles) of the plan. Policy 11 states that infill development may be appropriate subject to careful consideration of the design and layout to ensure a positive relationship with the existing settlement context and character. Policy 12 states that all schemes for fewer than 10 dwellings should seek to provide 2 bed starter homes, bungalows and/or 1/2 bed flat accommodation with the eventual mix to be defined by proximity to public transport and the village centre as well as local built character and density. Policy 15 states that the character and identity of the parish should be reinforced through locally distinctive design and architecture taking account of the scale, mass, layout, design and materials found elsewhere within the parish and other nearby settlements.
41. The Rushcliffe Residential Design Guide (RRDG) states that building designs should contribute to an active and attractive street environment. A positive design approach to the local context does not mean a repetition of what went before. Fenestration, the proportions of the building and use of related materials are all design matters that should take their lead from the neighbouring properties. Contemporary and innovative solutions which successfully address all of these issues are to be encouraged. Guidance on garden sizes and separation distances are included. The RRDG states that new developments should seek to provide garden depths of 10m, and garden sizes for semi-detached properties of 90 square metres, with smaller 2 bedroom or less properties to have a minimum of 55 square metres. It does however accept a variety of sizes will be required to meet a variety of needs, and notes that access to public open spaces, privacy of space and orientation of spaces can all contribute to the appropriateness of a gardens size to provide adequate amenity for future occupants.

APPRAISAL

42. The main considerations when determining this application relate to the principle of development, assessing any design and amenity impacts of the proposal, assessing appropriate access and highway safety matters and the consideration of nature conservation.

Principle of Development

43. The Radcliffe-on-Trent Neighbourhood Plan recognises infill development as the development of a site which is not currently developed when it is bounded

by existing development on two or more sides and is within the existing settlement boundary. Given the site has an existing and established residential use it would be considered as a redevelopment and further given the sites location within the sustainable 'key-settlement' of Radcliffe-on-Trent it is considered that the basic principle of residential re-development be acceptable as a 'windfall' site.

Housing Mix

44. Policy 12 of the ROTNP seeks smaller properties and retirement bungalows on smaller developments of less than 10 units. The scheme as amended seeks to demolish the existing 3 bedroom bungalow and construct 4 properties consisting of 2 semi-detached 3 bedroom houses, and 2 semi-detached 2 bedroom homes. The existing bungalow sits on a large plot that would require significant maintenance, however as a 3 bedroom property all on one level it must be considered that the property could cater for retirement as a bungalow suitable for the elderly. It is important to note that policy 12 of the ROTNP does not afford any specific protection to existing bungalows or smaller homes for redevelopment, but seeks to influence how replacement schemes are developed.
45. The scheme results in the loss of a smaller property or retirement bungalow, something that provision of is encouraged within policy 12 of the ROTNP. As such greater weight should be attached to the requirement for the scheme to meet the requirements of policy 12 of the ROTNP, which requires schemes less than 10 units to seek to provide bungalows for the elderly, 2 bedroom starter homes, and flats. For clarity the reference to 'starter homes' is justified in paragraph 5.27 of the neighbourhood plan as reacting to an overwhelming need for smaller properties for first time buyers and the elderly who wish to downsize. As such it is identified as a reference to smaller homes suitable for first time buyers and not a form of legally established 'affordable housing'.
46. As revised the scheme provides for 2 smaller, 2 bedroom semi-detached properties to the Grantham Road frontage which would represent an improved provision of smaller 2 bedroom homes that could be suitable for first time buyers or those looking to downsize, a provision sought by policy 12 of the ROTNP. The Johns Road frontage would then host a pair of modest 3 bedroom semi-detached properties and overall the scheme would be considered to provide an appropriate mix of housing, compliant with policy 12 of the ROTNP and the aims of policy 8 of the core strategy in its vision to create mixed and balanced communities.

Character and Appearance

47. With regard to the character and appearance of the site and wider area, it is noted that the existing bungalow has limited influence and does not contain any identifiable features of note. The existing bungalow is 'in character' with the local area but not worthy of any individual note, and the loss of the bungalow from a design and character perspective would not raise any undue concerns.
48. The plot as it stands backs onto the Grantham Road (A52), with plots fronting Carter Avenue backing onto the eastern side of the application site, and properties fronting Grantham Road bordering the site to the north east. The

site represents the first property on the north side of Johns Road with an associated larger plot stretching the span between Johns Road and the A52, and as such represents a more transitional plot, than one within any clearly defined rhythm and built form. In principle, it is therefore considered the subdivision of the site to create two frontages is acceptable.

49. Whilst there have been comments to the contrary, a semi-detached pair of properties would not be an alien feature in the Johns Road street scene. As identified in the site description there are several pairs of semi-detached properties to the north and south sides of Johns Road further west, whilst quite unusually numbers 4 and 6 Johns Road have been designed with decorative principal elevations facing north towards the A52, and more functional rear elevations and drives facing Johns Road. As such it is considered the area has a somewhat mixed and varied character and there are no concerns that a semi-detached design fronting Johns Road would be fundamentally out of character.
50. Whilst it is noted that the building lines would be stepped forward from the neighbour at 4 Johns Road, the site is located at the end of the string of development fronting Johns Road, with the closest neighbour to the north east at 4 Carter Avenue being set much closer and side on to Johns Road. This property sits 2.9m back from Johns Road, with a garage adjacent the application site boundary and accessed from Johns Road set 4.8m back from the road. The existing bungalow is set 11m back from the road (at its closest point) with the neighbour at 4 Johns Road to the west (pre extension) set level. The neighbour beyond at 6 Johns Road is then set further forward and closer to the road.
51. The proposed building line would be forward of the neighbour to the south west at 4 Johns Road but remain set back from the garage at the adjacent site serving 4 Carter Avenue. Whilst this does not replicate the existing situation which steps back along Johns Road, the proposed properties fronting Johns Road and stepping forwards would not be considered harmful to the character of the area. They would still step with the street scene, stepping back when approaching from the east to reveal 4 Johns Road, and stepping forward on approach from the west meeting more closely the building line to the corner of Johns Road and Carter Avenue.
52. The properties would be two storey in scale with a hipped roof incorporating a ridge line some 1m lower than the neighbour at 4 Johns Road and eaves to match. The plots would retain a 2.15m gap to the south west and a 1.6m (min) gap to the north east boundaries and these factors combined would be considered to limit the massing of the properties when viewed front and side on. Given these factors the semi-detached pair would not be considered to appear cramped to the site, retaining adequate circulation space, and overall the stepped plots 1 and 2 along Johns Road would not be considered unduly prominent, or harmful to the character and appearance of the Johns Road street scene.
53. For reference and contrast the extensions to the existing bungalow approved under 18/02431/FUL would have generated a 2 storey gable sided property with an approved ridge height some 0.5m higher than that proposed on the scheme now for consideration, and with the property extending to within circa 0.8m of the south western side boundary and 1.35m (max) of the north east boundary. Whilst retaining the set back of the current bungalow, this scheme

would arguably have had a much greater footprint and massing to that now proposed as viewed within the Johns Road Street scene.

54. From an architectural perspective these plots would have a simple form, with symmetrical windows to ground and first floors and a hipped canopy over the ground floor entrance and bow window to the kitchen. Such detailing is considered appropriate and sympathetic to the general character and appearance of the area, with any brick and tile finishes to match those seen in the area, something that could be appropriately controlled by condition. Subject to this it is considered these plots would be sympathetic to the character and appearance of the locality and the local architectural styles.
55. To the Grantham Road frontage the site sits adjacent existing housing alongside a busy trunk road, and from a design and character perspective there is not considered to be any particularly positive or defined character to this frontage which the proposed layout would be detrimental to. It is possible that the positive and more contemporary design of the proposed units would represent a positive addition to the public realm over the largely unmanaged hedgerow and ditch. The buildings would be set back from the neighbour to the north east on Grantham Road following a reasonable building line, whilst the site would not be visible on approach from the west due to existing dense screening to neighbouring site boundaries.
56. The properties would have a 1.5 storey design as viewed from Grantham Road with a strong mono-pitched forward projecting element drawing back to a gable ended main roof revealing a two storey scale to the rear. The eaves to the front elevation would sit at 3.05m from ground level, just greater than those on the adjacent bungalow, however the site would sit lower than the adjacent site and given the proposed set back it is not considered there would be any conceivable dominance between the proposed and existing plots. The neighbouring bungalow has a gable roofed design and the proposed maximum ridge height of 7.13m would be comparable to this and again not overtly dominant.
57. The plots fronting Grantham Road would have a more contemporary design to the road facing elevations with strong mono-pitched forward projecting elements containing floor to ceiling glazing that would shape the property front doors and entrances between them. The rear elevations would be much more basic but generally appropriate to the area. The scheme proposes the use of brick and tile finishes which, if controlled by condition, would ensure a sympathetic external appearance to the character and appearance of the area, and overall the design proposed is considered an appropriate contemporary take on the general characteristics of the area.
58. The proposed scheme would result in the loss of parts of the front and rear boundary hedgerows as well as a number of trees/large shrubs on site. The scheme includes a mix of dwarf boundary walls and 1.8m tall piers to the boundaries with planting behind which could be controlled by condition, as well as additional tree planting and plot separation planting. The amount of additional landscaping proposed would be considered sufficient to mitigate any loss and could be secured by condition.

59. Some side boundary hedgerows to visible site frontages are to be retained and as such a hedge protection plan would be considered necessary to ensure the maintenance and viability of these features on site in the interests of the visual amenities of the area.

Amenity – Neighbouring Residents

60. The comments and concerns of neighbouring residents are duly noted. Plot 2 would be visible to residents at 2 and 4 Carter Avenue, who would see the side elevation and hipped roof at the bottom of their gardens. Although this side elevation would be visible at the bottom of the gardens of the neighbours, the significant length of the gardens of between 25m and 30m in length should be noted, which are considered to reduce the impact of the proposal. Furthermore, 4 Carter Avenue has an existing garage at the bottom of the garden partially screening the site, with the siting of the building only to cover circa half of the width of the garden at 2 Carter Avenue. Although noticeable from neighbours, it is considered that the separation distances and siting would prevent the proposed building from having any undue overbearing impacts on 2 or 4 Carter Avenue. The orientation of the site would result in some overshadowing from the development in the late evening, to the bottom most parts of the neighbours' gardens. This would not be considered to represent any undue or unacceptable overshadowing impact. With regard to privacy, one first floor side window is shown to serve bathroom. This could be the subject of a condition to ensure the window would be obscure glazed and fixed shut, and subject to this condition, the development would not be considered to have any overlooking impact on the neighbours to the north east.
61. 3 Johns Road lies opposite the site, set 19m away from the front boundary of the application site. Given the proposed dwellings would themselves be set back a minimum of 6.8m from the front boundary of the site, the separation distance from adjacent windows at 3 Johns Road and the application site would be at least 25.5m. Such separation distance is considered sufficient to ensure the proposed development would not cause any undue or unacceptable loss of privacy to the neighbour at 3 Johns Road. Similarly, the distances and orientation would prevent any undue overshadowing or overbearing impacts.
62. The neighbouring property to the south west at 4 Johns Road has two first floor windows facing the site but neither serves a habitable room (landing and bathroom). It also has an unusual corner window in the rear first floor. The proposed dwellings fronting Johns Road would not project rear of the neighbour at 4 Johns Road and would therefore not raise any undue overbearing, overshadowing or overlooking concerns. Although the plots would be set forward of this neighbouring property, the building is set in from the shared boundary by circa 3m and the forward building line would not be such that it would raise any concerns of overbearing or overshadowing the neighbour. Plots 3 and 4 would also be visible from this neighbouring property and although there would be first floor windows to the rear of these units, the windows would largely take outlook to the rear, down the private gardens of the site. Some views across towards the neighbour would be possible, however again given the separation distance of at least 20m between the closest first floor window on plot 4 and the first floor rear windows of 4 Johns Road, the scheme is not considered to cause any unacceptable loss of privacy.

63. It is noted that the neighbouring property (4 Johns Road) has the benefit of planning permission for a 3.6m deep single storey rear extension which would reduce the separation distances to ground floor windows proposed to serve a family space, and also the associated garden closest to the rear of the property. This extension was substantially completed when the site was visited in June 2020. The neighbour has a well-established magnolia tree close to the boundary adjacent to where plot 4 is proposed, whilst an established fruit tree and boundary hedging is proposed to be retained along the shared boundaries to enhance screening between the properties. Furthermore, revised plans show the bedroom 2 window in the rear of plot 4 being moved more centrally to the plot with a centre some 4.3m from the shared boundary and also reduced in size to a smaller two panel feature rather than a triple panel as originally proposed. Further to this, it should be noted that the plot 3 and 4 build is to be slightly set down in the plot with land levels rising away from the houses towards 4 Johns Road. Given the considerations as discussed above, it is considered that, whilst some views towards the ground floor rear windows and garden closest the house of 4 Johns Road will be possible, the primary outlook would remain down the sites garden. So long as no alterations to or additional windows could be added to the rear of these plots, it is considered that the scheme would not cause any undue or demonstrable loss of privacy to the neighbour at 4 Johns Road.
64. The neighbour to the north east of plot 3 and 4 at 12 Grantham Road has a garage adjacent the application site. This would screen any views of the proposed building and the scheme would therefore not be considered to raise any undue overbearing or overshadowing concerns. The rear windows to these plots would not directly overlook this neighbour and would therefore not raise any undue concerns. The rear elevation of plot 1 and 2 would also be visible from this neighbouring property, with first and second floor windows visible. It is however noted that the previous permission for extensions at 2 Johns Road would have brought first floor windows much closer to the boundary than that as currently proposed. Overall the separation distances and orientations as proposed are considered appropriate to ensure the scheme as proposed would not cause any undue overlooking of 12 Grantham Road.
65. Reference has also been made to activity levels on site. Each plot would have its own driveway and it would not be considered that the redevelopment of the site for 4 units would cause any undue noise and disturbance to neighbouring residents.
66. It is therefore considered that overall, whilst there would be perceivable changes to the environments and relationships within and surrounding the site, the development would not cause any significant adverse impact on the residential amenities of neighbouring occupiers.

Amenity - Future Occupants

67. The amenities of future occupants must also be given due consideration. In this regard the proposed garden sizes are noted. All four units would have garden depths in accordance with the minimum 10m recommended in the RRDG. Plots 1 and 2 as 3 bedroom semi-detached units would have garden sizes of 95sqm, with plots 3 and 4 as 2 bedroom semi-detached units having smaller gardens of circa 75sqm. The RRDG recommends garden sizes of 90sqm for semi-detached properties, and sets a lower threshold of 55sqm for

2 bedroom or less properties and as such the scheme would achieve amenity spaces greater than the minimum guidelines set out in the RRDG, thereby offering appropriate amenity for future occupiers.

68. The plots would also provide off street parking. Plots 1 and 2 would both provide two spaces in a traditional and basic layout. Given the residential nature of Johns Road this would be considered an appropriate form of access. 2 spaces for a 3 bedroom semi-detached house would be considered an appropriate level of parking provision within a key settlement. The plot 3 and 4 properties would also have 2 spaces each with a turning facility to allow access and egress in a forward gear.
69. The application has been supported by both a noise assessment and an air quality screening assessment due to its proximity to the A52 Trunk Road and the comments of the EHO are noted in respect of this matter.
70. With regard to noise, an onsite noise survey was conducted. Following analysis, results showed that the gardens to the rear of plots 3 and 4 would be shielded by the properties and that when calculated, the external noise levels within the gardens would fall within the recommended limits (43db calculated for site; recommended maximum level is 55db). With regard to internal noise levels it was determined that upgraded double glazing would be required to the principal elevations and that the windows be fitted with acoustic trickle vents, and the rooms be supplemented by a mechanical extract ventilation (MEV) or positive input ventilation (PIV) to allow appropriate ventilation during warm weather without the requirement to have a window open. Rooms with windows to the rear facade had no additional requirements. Subject to the above specifications being required by condition, the Borough Environmental Health Officer raised no further concerns over noise impact on future occupants and as such the scheme demonstrates it could provide appropriate amenity levels with regard to noise impacts.
71. In relation to air quality, the screening assessment found the site does not lie within any designated Air Quality management Area (AQMA), and notes that data from roadside diffuser tube shows local levels remain below Air Quality Objective's, with the site also likely having notably lower levels than found in diffuser test data due to its location set back from the carriageway. The Borough Environmental Health Officer has raised no objections to the methodology or findings of this report and does not request any further conditions or work on this matter. As such, air quality is not considered to present any risk to the amenities of future occupants.
72. Given the matters above it is concluded that the development as proposed could make adequate provision for the amenities of future occupants.

Highway Safety

73. Some comments have been received regarding on street parking capacity issues along Johns Road and issues for waste and emergency vehicles due to inconsiderate parking. The application proposes 2 off street parking spaces for each 3 bedroom unit which is considered an appropriate level of provision for such a size of unit. The creation of new dropped kerbs into the site would remove some existing on street parking opportunities for other existing

residents and/or visitors, however the loss of this provision is not something that would raise any undue concerns in itself.

74. Plots 3 and 4 would be accessed directly from the A52 Grantham Road, a major trunk road. Concerns have also been expressed over this layout by local residents and Ward Councillors. Highways England have provided comments on the application raising no objection to the scheme, and in discussions on the previous application that was refused last year, it was confirmed that the works were being considered in line with the wider upgrades proposed to the Bingham Road, Carter Avenue and A52 junction, just to the east of the site. Given there remains no objection from Highways England to the new access, and that appropriate onsite parking provision and turning provision is proposed to serve the units, it is not considered that the scheme would raise any significant highway safety concerns.

Ecology

75. An ecological survey has been submitted in support of the scheme. The preliminary Roost Assessment found that the site had 'low' potential for bats to roost and 'negligible' potential for birds, given this a further bat activity survey was recommended to take place.
76. A Further bat activity survey was submitted showing no evidence of any roosting activity in the building and as such the scheme would not be considered likely to impact upon the conservation status of any European Protected Species. The Borough Environmental Sustainability Officer has been consulted on the content of these reports but has yet to provide comment, and any comments will be provided in the form of a late representation.
77. Given the scheme will, however result in the loss of some hedgerows and existing garden trees, a scheme for biodiversity enhancements would be considered prudent to be secured by condition, and should work with the proposed landscaping scheme which is again to be secured by condition.

Flood Risk and Drainage

78. The site lies within flood zone 1 and is therefore at the lowest risk of flooding. With regard to surface water, mapping suggests some limited surface water pooling to the front of the existing dwelling and within the rear gardens of properties backing onto the site to the east. Surface water and foul drainage is proposed to be dealt with by discharge to the foul water drains. No evidence has been submitted to show that surface water cannot be dealt with by SUDS or Soakaway, as required by policy 18 of the LPP2. As such it is considered that, notwithstanding the assertion in the application form, a condition be imposed requiring a surface water drainage strategy and assessment be submitted to show consideration for the drainage hierarchy and advocate a SUDS first approach.

Other

79. The Borough Environmental Health Officer has requested that a condition be applied requiring a construction method statement to be submitted. Given the sites close proximity to neighbours this would seem reasonable and necessary in the interests of the amenities of the area.

80. The LPP2 sets out in policy 12 that all new dwellings should meet the higher 'Optional Technical Housing Standard' for water consumption as Rushcliffe being an area that has been identified as having moderate 'water stress' (i.e. scarcity). It would therefore seem reasonable to condition the dwellings meet this standard, which will require any developers to notify building control who will in turn ensure the building meets the higher standards as part of their process. A note to applicant regarding this process would seem reasonable.

Conclusions

81. Given all the matters as considered above, and having assessed the development proposal against the policies set out in the development plan for Rushcliffe, the scheme is considered to be acceptable. Therefore, it is recommended that planning permission is granted.
82. The application was not subject to any pre-application discussions and represents a revised scheme to a previous refusal. Amendments and additional supporting information have been provided through the course of the application in response to comments made by consultees and the public. The revised plans and additional documents have sought to address the aforementioned concerns and has resulted in the recommendation to grant permission.

RECOMMENDATION

It is RECOMMENDED that planning permission be granted subject to the following condition(s)

1. The development must be begun not later than the expiration of three years beginning with the date of this permission.

[To comply with Section 91 of the Town and Country Planning Act 1990, as amended by the Planning & Compulsory Purchase Act 2004].

2. The development hereby permitted shall be carried out in accordance with the following approved plans:

- Proposed Site Layout Plan – '711 - 005 Rev.L' - Received 29/07/2020;
- Plot 1 Plans and Elevations – '711 - 002 Rev.H' – Received 07/07/2020;
- Plot 2 Plans and Elevations – '711 - 003 Rev.H' – Received 07/07/2020;
- Plot 3 and 4 Plans and Elevations – '711 - 004 Rev.I' – Received 10/07/2020;

[For the avoidance of doubt and to comply with policy 1 (Development Requirements) of the Rushcliffe Local Plan Part 2: Land and Planning Policies].

3. Prior to the commencement of any on site works, a method statement detailing techniques for the control of noise, dust and vibration during demolition and construction shall be submitted to and approved by the Local Planning Authority. Thereafter the works shall only be carried out in accordance with the approved method statement.

[This condition is pre-commencement to ensure adequate controls are in place prior to works starting in order to protect the amenities of neighbouring

residents and the wider area and to comply with policy 1 (Development Requirements) of the Rushcliffe Local Plan Part 2: Land and Planning Policies].

4. No operations shall commence on site until the existing trees and/or hedges which are to be retained have been protected in accordance with details to be approved in writing by the Borough Council and that protection shall be retained for the duration of the construction period. No materials, machinery or vehicles are to be stored or temporary buildings erected within the perimeter of the fence, nor is any excavation work to be undertaken within the confines of the fence without the written approval of the Borough Council. No changes of ground level shall be made within the protected area without the written approval of the Borough Council.

[This condition is pre-commencement to ensure adequate controls are in place prior to works starting, in the interests of amenity and to comply with policy 10 (Design and Enhancing Local Identity) of the Rushcliffe Local Plan part 1: Core Strategy and policies 1 (Development Requirements) and 37 (Trees and Woodlands) of the Rushcliffe Local Plan Part 2: Land and Planning Policies].

5. Prior to the commencement of development (excluding demolition and site clearance) finished site levels including cross sections shall be submitted to and agreed in writing by the Local Planning Authority. The scheme shall only be implemented in accordance with the finished site levels so agreed.

[This condition is pre-commencement given the agreement of finished levels will need to be resolved prior to any excavation taking place. The condition is required to ensure the appearance of the development is satisfactory and to comply with policy 1 (Development Requirements) of the Rushcliffe Local Plan Part 2: Land and Planning Policies].

6. Notwithstanding the details contained in the application form, the development shall not commence (excluding demolition and site clearance) until a surface water drainage scheme showing compliance with the drainage hierarchy has been submitted to and approved in writing by the Borough Council. The development shall only be carried out in accordance with the approved surface water drainage scheme, which shall thereafter be maintained throughout the life of the development.

[This is pre-commencement to ensure the proper drainage of the site and to accord with the aims of Policy 2 (Climate Change) of the Local Plan Part 1 Rushcliffe Core Strategy, and Policy 18 (Surface Water Management) of the Rushcliffe Local Plan Part 2: Land and Planning Policies]

7. Notwithstanding the materials detailed on the application plans, the development hereby permitted shall not proceed beyond damp proof course level until details of materials to be used on all external elevations including any boundary walls have been submitted to and approved in writing by the Borough Council and the development shall only be undertaken in accordance with the materials so approved.

[To ensure the appearance of the development is satisfactory and to comply with policy 10 (Design and Enhancing Local Identity) of the Rushcliffe Local Plan part 1: Core Strategy and policy 1 (Development Requirements) of the Rushcliffe Local Plan Part 2: Land and Planning Policies].

8. The development hereby permitted shall not proceed beyond damp proof course level until a detailed landscaping scheme for the site has been submitted to and approved in writing by the Borough Council. The approved scheme shall be carried out in the first tree planting season following the substantial completion of the development. Any trees or plants which within a period of 5 years from the completion of the development die, are removed or become seriously damaged or diseased shall be replaced in the next planting season with others of similar size and species, unless the Borough Council gives written consent to any variation.

[In the interests of amenity and biodiversity and to comply with Policy 17 (Biodiversity) of the Local Plan Part 1: Core Strategy and to comply with policies 1 (Development Requirements) and 38 (Non-Designated Biodiversity Assets and the Wider Ecological Network) of the Local Plan Part 2: Land and Planning Policies]

9. Prior to the construction of any dwelling proceeding above damp proof course level, a scheme for the provision of electric vehicle charging points shall be submitted to and approved by the Borough Council. The scheme shall provide details of the provision of electric vehicle charging points to serve each dwelling on the site. If any plots are to be without provision then it must be demonstrated why the positioning of such apparatus to the external fabric of the dwelling or garage, or the provision of a standalone vehicle charging point would be technically unfeasible or would have an adverse visual appearance on the street-scene. Thereafter, no dwelling shall be occupied until such time as it has been serviced with the appropriate electric vehicle charging infrastructure, where practicable, in accordance with the agreed scheme and the apparatus shall be retained for the lifetime of the development.

[To comply with and to comply with policy 41 (Air Quality) of the Rushcliffe Local Plan Part 2: Land and Planning Policies].

10. The development shall not proceed above damp proof course level until a scheme detailing biodiversity enhancements together with details of a timetable for their installation, has been submitted to and approved in writing by the Borough Council. The approved scheme should provide for the installation of bat and bird boxes as a minimum, also considering the opportunities for additional enhancements.

The approved scheme shall be implemented in accordance with the approved timetable. The approved enhancements shall thereafter be retained and maintained.

[To ensure the development will conserve and enhance biodiversity and to comply with policies 1 (Development Requirements) and 38 (Non-Designated Biodiversity Assets and the Wider Ecological Network) of the Local Plan Part 2: Land and Planning Policies]

11. The development hereby permitted shall not be brought into use until the noise attenuation measures as detailed in the submitted noise assessment [Acute Acoustics Ltd noise assessment ref 2377 Radcliff - 2 Johns Road] have been fully implemented and installed. This provision shall thereafter be retained and maintained for the lifetime of the development.

[To protect the amenities of future occupants and to comply with policy 1 (Development Requirements) of the Rushcliffe Local Plan Part 2: Land and Planning Policies].

12. The development shall not be brought into use until the driveway, parking and turning areas as shown on the approved plans have been completed including the following provisions:
 - a. Driveway surfaced in a bound material for at least 5m back from the highway;
 - b. Driveway fronted by a suitably constructed dropped kerb;
 - c. Driveway and drive constructed with provision to prevent the unregulated discharge of surface water from the driveway and parking areas to the public highway.

These provisions shall then be maintained in such condition for the life of the development and the turning areas shall be kept free from obstruction and available for use at all times.

[In the interests of highway safety and to ensure compliance with Policy 1 (Development Requirements) and policy 11 (Housing Development on Unallocated Sites within Settlements) of the Rushcliffe Local Plan Part 2: Land and Planning Policies].

13. The dwellings hereby permitted shall be designed to meet the higher 'Optional Technical Housing Standard' for water consumption of no more than 110 litres per person per day.

[To promote a reduction in water consumption and to comply with criteria 3 of Policy 12 (Housing Standards) of the Rushcliffe Local Plan Part 2: Land and Planning Policies].

14. The first floor windows in the north east and south west side elevations of plots 1 and 2, serving the bathrooms as identified on the approved plans, shall be permanently obscure glazed to level 5 of obscurity and fixed shut, and the windows shall be retained to this specification for the lifetime of the development.

[To prevent overlooking and loss of privacy to neighbouring property and to comply with policy 1 (Development Requirements) of the Rushcliffe Local Plan Part 2: Land and Planning Policies].

15. Notwithstanding the provisions of Schedule 2, Part 1 Class A & B of the Town and Country Planning (General Permitted Development) (England) Order 2015 (or any Order revoking or re-enacting that Order with or without modification) there shall be no enlargement or alteration of the proposed dwellings, no additional windows and no additions to the roof without the prior written approval of the Borough Council.

[The development is of a nature and density whereby future development of this type should be closely controlled to protect the amenities of neighbouring residents and future occupiers alike, and to comply with policy 1 (Development Requirements) of the Rushcliffe Local Plan Part 2: Land and Planning Policies].

NOTES TO APPLICANT

Please be advised that all applications approved on or after the 7th October 2019 may be subject to the Community Infrastructure Levy (CIL). The Borough Council considers that the approved development is CIL chargeable. Full details of the amount payable, the process and timescales for payment, and any potential exemptions/relief that may be applicable will be set out in a Liability Notice to be issued following this decision. Further information about CIL can be found on the Borough Council's website at <https://www.rushcliffe.gov.uk/planningandgrowth/cil/>

Good practice construction methods should be adopted including:

- Advising all workers of the potential for protected species. If protected species are found during works, work should cease until a suitable qualified ecologist has been consulted.
- No works or storage of materials or vehicle movements should be carried out adjacent to the ditch.
- All work impacting on vegetation or buildings used by nesting birds should avoid the active bird nesting season, if this is not possible a search of the impacted areas should be carried out by a suitably competent person for nests immediately prior to the commencement of works. If any nests are found work should not commence until a suitably qualified ecologist has been consulted.
- Best practice should be followed during building work to ensure trenches dug during works activities that are left open overnight should be left with a sloping end or ramp to allow animal that may fall in to escape. Also, any pipes over 200mm in diameter should be capped off at night to prevent animals entering. Materials such as netting and cutting tools should not be left in the works area where they might entangle or injure animals. No stockpiles of vegetation should be left overnight and if they are left then they should be dismantled by hand prior to removal. Night working should be avoided.
- Root protection zones should be established around retained trees/hedgerows so that storage of materials and vehicles, the movement of vehicles and works are not carried out within these zones.
- Pollution prevention measures should be adopted

You are advised to ensure disturbance to neighbours is kept to a minimum during construction by restricting working hours to Monday to Friday 7.00am to 7.00pm, Saturday 8.00am to 5.00pm and by not working on Sundays or Bank Holidays. If you intend to work outside these hours you are requested to contact the Environmental Health Officer on 0115 9148322.

The Borough Council is charging developers for the first time provision of wheeled refuse containers for household and recycling wastes. Only containers supplied by Rushcliffe Borough Council will be emptied, refuse containers will need to be provided prior to the occupation of any dwellings. Please contact the Borough Council (Tel: 0115 981 9911) and ask for the Recycling Officer to arrange for payment and delivery of the bins

Condition 13 requires the new dwellings to meet the higher 'Optional Technical Housing Standard' for water consumption of no more than 110 litres per person per day. The developer must inform their chosen Building Control Body of this requirement as a condition of their planning permission.

Guidance of this process and the associated requirements can be found in Approved Document G under requirement G2, with the requirements laid out under regulations 36 and 37 of the Building regulations 2010.