

SOUTH CAMBRIDGESHIRE DISTRICT COUNCIL

REPORT TO: Planning Committee

7 February 2018

AUTHOR/S: Joint Director for Planning and Economic Development

Application Number: S/2993/17/RM

Parish(es): Sawston

Proposal: Reserved Matters to outline consent S/1515/15/OL - Residential development of 48 dwellings with associated works, including landscaping and open space

Site address: Land off Mill Lane, Sawston

Applicant(s): Croudance Homes Ltd

Recommendation: Approval

Key material considerations: Housing mix, affordable housing
Layout, scale, appearance and Landscaping
Other matters - highway safety, surface water scheme, ecology

Committee Site Visit: No

Departure Application: Yes (advertised 6 September 2017)

Presenting Officer: Rebecca Ward, Principal Planning Officer

Application brought to Committee because: Members of the Planning Committee approved the outline application with a recommendation to bring the reserved matters back for determination by the Planning Committee.

Date by which decision due: 10 February 2018

Relevant Planning History

1. S/1515/15/OL – Outline planning permission for residential development and associated works including access – Approved subject to s.106 agreement. Decision notice issued 3 March 2017.

National Guidance

2. National Planning Policy Framework 2012 (NPPF)
Planning Practice Guidance
3. **Development Plan Policies**
The extent to which any of the following policies are out of date and the weight to be

attached to them is addressed later in the report.

4. **South Cambridgeshire LDF Development Control Policies DPD, 2007:**
 - DP/1 Sustainable Development
 - DP/2 Design of New Development
 - DP/3 Development Criteria
 - HG/2 Housing Mix
 - HG/3 Affordable Housing
 - NE/6 Biodiversity
 - NE/8 Groundwater
 - NE/9 Water and Drainage Infrastructure
 - NE/11 Flood Risk
 - NE/14 Lighting Proposals
 - NE/15 Noise Pollution
 - TR/2 Car and Cycle Parking Standards

5. **South Cambridgeshire LDF Supplementary Planning Documents (SPD):**
 - Open Space in New Developments SPD - Adopted January 2009
 - Affordable Housing SPD - Adopted March 2010
 - Trees & Development Sites SPD - Adopted January 2009
 - Landscape in New Developments SPD - Adopted March 2010
 - Biodiversity SPD - Adopted July 2009
 - District Design Guide SPD - Adopted March 2010

6. **South Cambridgeshire Local Plan Submission - March 2014**
 - HQ/1 Design Principles
 - H/7 Housing Density
 - H/8 Housing Mix
 - H/9 Affordable Housing
 - NH/4 Biodiversity
 - CC/4 Sustainable Design and Construction
 - CC/6 Construction Methods
 - CC/8 Sustainable Drainage Systems
 - CC/9 Managing Flood Risk
 - SC/10 Lighting Proposals
 - SC/11 Noise Pollution
 - TI/3 Parking Provision

Consultation

7. **Sawston Parish Council** – Comments date 22 January 2018 following additional information: After listening to the comments/discussion the Parish Council agreed that Sawston is struggling with mixed affordable housing and smaller houses and this proposal is offering this which the village needs. We do still have concerns with the flood risk but the council now SUPPORT this application subject to all our previous reservations.

We would like to have assurance that the management company will maintain their side of the ditch and clean it regularly as this is a big concern with the residents. Also we have concerns with the ditch being kept clear on the other side which is not maintained by the management company.

Comments dated 15 November 2017 following additional information:
Recommendation of refusal would like to endorse comments from Mr Whitworth and would like a more detailed independent report (drainage and surface water) on this.

The parish would also like to know who is responsible for the drains as it is not clear and needs to be established.

Comments dated 9 October 2017: Recommendation of refusal, there are 14 comments on the website from neighbours of which the majority are opposing the 2.5/3 storey houses. The proposed height and extent of this particular lot is not in keeping with the other houses and the design is unsympathetic to neighbours who will be overlooked and is an eyesore. The parish council feel you should take the comments into consideration regarding numbers 6-16.

The access road from Mill Lane will never be adopted, as confirmed by the Highways agency and to date no detailed plan has been submitted. There is a footpath which shows the protection of 5 beech trees. The road proposed will be above ground level to protect the tree roots but as there is no plans for this how can this be considered for access to the site.

Flooding – the residents said there are many beech trees and once the leaves have fallen and possibly block drains which would cause flooding. There is insufficient information from the developers regarding flooding. The drainage system proposed is via a pond, which will then drain into a drainage ditch. There is no specification given and the drainage inspector has refused this until they have more information. The ditch is very overgrown, who is responsible for keeping this ditch clear and how many houses can drain into this ditch? There is concern with the other proposed development in Common Lane, where will this drainage go? The parish council feel the plan in its current state is deficient at the moment with regards to the flood issues. Where will the water run on the hard standing areas for the cars? This is also a concern.

The block paving proposed over the trees at the entrance will rise in time, who would be responsible for the repairs to this?

The enclosure plan doesn't define any plan down the west side of the access road. The residents in 47/49 request a 6ft 6 wall along most of the drive to give them privacy from pedestrians walking along there and to prevent some noise from traffic.

Allocation for affordable housing – nearly all the affordable housing has been put in one area which is not a good social mix. This is an unacceptable social zoning. There is also no detail regarding which housing association will be used. We request the developers pay more attention to reduce the noise on this site. Work has already started and is already disrupting the neighbours. Particular attention to radios and leaving vehicles running. In summary this development is over bearing on neighbours, out of character, has flood issues and issues/concerns with the access road.

8. **District Council Environmental Health Officer (EHO)** – To address environmental related issues controls on construction noise, dust, and building site activities including working times is contained in Conditions 7, 21, 22, 23 and 24, of the outline permission and should carry through. Therefore, no new conditions are necessary in respect of these matters.

Due to the location, it is not expected that significant adverse impacts from transportation noise will be experienced at the proposed dwellings and initial noise levels on site can be obtained by prediction or measurement.

However, the effect of increased vehicle movements on Mill Lane and the properties at the access to the site will need to be considered in relation to possible increased

noise levels. Whilst significant adverse impact is not envisaged some commentary and screening assessment is required on potential off-site traffic noise generation.

9. **District Council Urban Design Officer** - No objections raised but concerns still raised to the design of the dwellings and whether there should be some consistency with the local area and integration of the drainage basin into the development . Additional details to be submitted via planning conditions on the outline planning consent in relation to landscaping and boundary treatments.
10. **District Council Landscape Design Officer** - Following the submission of amended plans there are no objections to the planning application. Additional details will need to be provided as part of discharge of condition applications. This includes, hard/soft landscaping, basin profile, planting species and boundary treatments.
11. **Cambridgeshire County Council Local Highway Authority** - Will not be adopting the road. No objections subject to conditions for:
 - Traffic management plans
 - Junction of the access should be laid out with 6m radius curbs
 - Access to be constructed of a bound material
 - Falls and level are such that water does not spill onto the public highway
12. **Cambridgeshire County Council Flood & Water Team** – Initially objected to the application on 9 September 2017. This objection was removed following amendments and confirmed in letter dated 9 November 2017.
13. **Affordable Housing Officer** - No response received to date
14. **Cambridgeshire County Council Growth Team** – There is no change to the contributions because the number of dwellings has not changed (and therefore the number of children and new residents should be the same).
15. **District Council Ecology Officer** - As far as I am aware, neither conditions 16 (Bat emergence surveys) nor 17 (ecological enhancement) of permission S/1515/15/OL have been discharged, and I am unsure if the Reserved matters can be determined until such time as they have. I would prefer details of the conditions to be agreed prior to the determination of the reserved matters scheme as it might have consequences on the soft landscaping scheme and the potential to harm bats.
16. **District Council Tree Officer** - I have no arboricultural objections to this application. The Arboricultural Method Statement (dated October 2015 ref 5311 FE AMS 01 REV D) contains all the necessary tree information for this site and application. No further tree information is needed.
17. **Cambridgeshire Cycle Group** - Objections raised, on-site storage not sufficient and concerns with the removal of part of the footway on Mill Lane.

Representations

18. Approximately twenty-five letters of objection have been received to the proposed scheme from residents at Town Close, Mill Lane, Wynemares and Chestnut Close. The objection letters can be found on the Councils planning portal website. In summary the comments raise the following key material concerns:
 - Three storey flat block is out of character with the area and would overlook surrounding properties. Following amendments objections still raised.

- Concerns raised to the type and species of soft planting scheme
- Flood risk and drainage - including who will maintain the ditches
- Materials need to be in keeping with the character of the area
- Removal of hedgerows has already taken place on the site
- Range of alternative boundary treatments
- Increase in noise, fumes and smells
- Access in to the site narrow and concerns with usability of the rumps near the TPO trees
- Concerns with overlooking from the access road into residential gardens
- Location and types of lighting
- Security concerns
- Prefer outline application layout

Site and Surroundings

19. The site is located outside the Sawston village framework and in the countryside. It measures 1.5 hectares in area and currently comprises an access off Mill Lane leading to an area of grassland with redundant agricultural buildings.
20. A Tree Preservation Order covers a group of trees adjacent to the access to the site, a group of trees along the western boundary, two individual trees in the south east corner and a group of trees along the eastern boundary. A public footpath runs along the eastern boundary of the site. A drainage ditch runs along the southern boundary of the site. The site is situated within Flood Zone 1 (low risk).
21. Residential developments lie to the north, east and south of the site. Allotment land lies to the west.

Proposal

22. This reserved matters application has been submitted following the approval of an outline application (Council ref: S/1515/15/OL) for the demolition of the existing buildings on the site and the erection of up to 48 dwellings.
23. This reserved matters application seeks to agree details of the layout, landscape, scale and appearance of the development. The application was amended in October 2017 and 08 January 2018 following discussion with officers. The assessment below relates to the latest plans.

Planning Assessment

24. The principle of residential development on this site for up to 48 dwellings was established through outline planning consent S/1515/15/OL. Members should note that access to the site from Mill Lane was also established as part of that consent.
25. The outline consent contains a number of pre-commencement conditions, covering a variety of matters, including drainage, contamination, ecology, construction methods, traffic management, site waste minimisation and tree work. All of the pre-commencement conditions will need to be discharged separately from this application.
26. The key issues to consider in the determination of this application are therefore; housing mix, affordable housing, layout, scale, appearance and landscaping, residential amenity of neighbouring properties. Other matters such as highway safety, surface water drainage and ecology are already conditioned as part of the outline planning permission but are also addressed further in this report.

Housing Mix and Affordable Dwellings

27. The application seeks to introduce 48 new residential dwellings, 29 of these will be for open market housing and 19 units will be for affordable/shared ownership. This split is in accordance with the outline consent and policies HG/3 and H/2 of the adopted and emerging Local Development Framework where 40% of the units should be for affordable housing.
28. The following affordable housing mix has been provided and is based on the Council's local needs register; 14x 1/2bedrooms (flats and houses) and 4x 3bedrooms houses.
29. The following market housing mix has been provided; 8 x 2 bedroom units, 12 x 3 bedroom units and 9 x 4 bedroom units. The proposed mix would accord with the Council's emerging Local Plan policy H/3 (to which due weight is now being given), which states that 30% of each housing type should be provided on the site along with 10% flexibility allowance.

Layout

30. Layout relates to how the building and public and private spaces are arranged on the site and the relationship between them. The proposed layout is considered to be acceptable and no in principle objections have been raised by the Council's Urban Design Officer. The scheme has evolved since the outline application following pre-application discussion.
31. Amendments (dated 8 January 2018) have been made during this course of this application process to mitigate the impact on the surrounding properties following third party objections. The proposed layout ensures that separation distances between the proposed and existing dwellings are acceptable.
32. Impact on No.35 Mill Lane (closest property) - The distance between the block of flats and the shared boundary with No.35 is roughly 22m with a back-to-back distance of 40m. The closest roof light on the second floor of the flats will serve a hallway which is a non-habitable room. This distance is considered to meet the Council's District Design Guide that advises a 15m gap to the boundary from rear facing windows should be provided. The extended distance will also ensure the development would not overbear or overshadow their garden amenity area.
33. Impact on nos.4, 5 and 6 Town Close (closest properties) - The eastern side elevation of plots 6-16 is situated approximately 25m from the boundary of these properties and approximately 43m to the rear elevations. Windows in this elevation serve a kitchen dining room, lounge and bedrooms. Officers are satisfied the separation distances are acceptable and would not cause any significant overlooking impacts.
34. The flats are a significant distance from properties at Wynemares to not cause any adverse overlooking concerns. As such the proposed development is considered to accord with policy DP/3 of the Local Development Framework by not causing any adverse impacts to residential amenity. A condition is considered reasonable to ensure that no further openings are included without prior consent of the local planning authority (plots 6-16, plots 28, 47 and 48).
35. The residential garden areas accord with the Council's District Design Guide in being between 30-50 square metres. The flat communal area would provide 25 square metres per flat. Each unit will have access to up to two on-site parking spaces and flats

will have a single space in accordance with policy TR/2 of the adopted Local Development Framework. Planning conditions are recommended for details of cycle parking and bin storage following comments from the Cycle team and to comply with policy DP/3.

36. The open space allocation (Local Area of Play) provides an attractive, relatively central green space within the site which will be overlooked by other residential units. It is considered to be acceptable and would accord with the requirements of the s.106 agreement on the outline consent and the Council's Open Space SPD. Details of how it will be landscaped and function will need to be submitted by a condition of any approval.
37. The affordable housing is mainly located in two locations in the site. Plots 31-33 and plots 38-39 on the western boundary and plots 6-16 close to the eastern boundary. Given the split, officers do not consider there to be unacceptable form of clustering as raised by the Parish Council. A flat block would typically contain the same tenure given it would be managed by a single register provider.

Scale

38. The scale relates to how big the building and spaces are (height, width and length). The dwellings on the site comprise buildings of two-storey and three-storey scale. Section plans and street-scene plans have been submitted with the application to demonstrate how the development will fit in with the surroundings.
39. A number of third party comments raise concerns to the scale of the flats (plot 6-16), as their height would not be in keeping with other houses in the immediate area. As a result of these comments, the agent has reduced the height of the building by 1m, lowered the eaves height and removed some of the dormer windows. The building will now have a ridge height of roughly 9.5m and 5.6m to the eaves.
40. Whilst the building will still be somewhat higher than the dwellings on Town Close and Mill Lane, it will be set back 60m from the main street and behind existing residential dwellings. As such, officers do not consider it would become an overly dominant building that would be harmful to the character and appearance of the area or the street-scene. The building will provide a number of small flats and associated communal open space, which is in high demand according to the local, needs register.
41. Overall, the scale, mass and bulk of the proposal is considered to be compatible within the local context and will not appear overbearing or out of keeping with its surroundings in accordance with policies DP/2 and DP/3 of the adopted Local Development Framework.

Appearance

42. Appearance relates to what the buildings and spaces will look like, including building materials and architectural details. The NPPF outlines that the planning system should not be overly prescriptive in terms of design requirements through unsubstantiated requirements to conform to development forms or styles.
43. The application proposes a mix of house types, sizes and tenures, helping to meet the local needs and facilitating the creation of a diverse community. The properties will be constructed using a mix of materials reflective of the style and local vernacular of Sawston. Details of the specific materials will still need to be conditioned as part of any approval. Overall, the design and appearance of the buildings and other integral

components are considered to be acceptable in accordance with policies DP/2 and DP/3 of the adopted Local Development Framework.

Landscaping

44. The scheme proposes new tree/hedgerow planting within the site, combined with retaining some of the more established hedgerows. Satisfactory tree protection was secured under the outline planning application of which the Council's Tree Officer was satisfied with.
45. The Council's Landscape Officer supports the proposed landscaping scheme within the concept plan provided, however, in-depth details on the type and amount of planting species will need to be provided and planning conditions should be imposed. Third party concerns in relation to size/scale of trees on the boundary have been forwarded to the applicant and will be discussed as part of a discharge of condition application. The maintenance of the roads from any damage will rest with the appointed management company
46. A number of comments have also been received about the proposed boundary treatments and security. A condition still remains on the outline planning permission for this detail and therefore will be considered and discharged separately. Notwithstanding this, the applicant has detailed the arrangements on plan DES/049/103A. The western access boundary has been left open and will remain without treatment due to the location of the protected trees. Furthermore, a fence/wall as request by the parish council is not necessary given that it is a shared boundary between two access drives and not a residential amenity space.
47. Officers consider the proposed arrangement to acceptable to the surroundings. The proposal is considered to comply with policies DP/2 and DP/3 of the adopted Local Development Framework.

Other Matters

48. Flood Risk and Drainage - A number of third party comments raise serious concern to the flood risk and surface water run-off to the surrounding area. The Lead Local Flood and Water Authority assessed the outline application and concluded that the details presented were acceptable and it had been demonstrated that surface water could be managed on the site. Condition 18 of the outline planning permission requires a detailed scheme (including management responsibilities) to be submitted.
49. This reserved matters application is not required to review or provide any additional details, apart from ensuring the layout of the development includes sustainable urban drainage features. The layout of these features is now considered acceptable by the LLFA, however, in-depth details will still need to be provided to discharge the condition on the outline consent.
50. Notwithstanding this, the applicant has provided a plan to the parish council to demonstrate who will own and maintain the surrounding ditches as part of this application. The agent has confirmed the management company appointed will maintain the southern ditch.
51. Ecology - The Councils ecology officer has raised concerns, as ecology conditions have not yet been discharged on the outline planning consent. Officers consider the proposed layout will provide opportunities for enhancement measures to be included; particularly around the drainage basin and the Local Area of Play. Bat and Badger

surveys will need to be completed prior to commencement of development on the site as part of conditions 15 and 16 on the outline planning permission and therefore, there is no risk to protected species that would prevent this reserved matters application from being determined.

52. Access - The access and footways into the site was agreed under the outline planning permission. Conditions requested by the Local Highways Authority have already been imposed. Concerns from local residents on this matter cannot be addressed under this reserved matters scheme.
53. Noise and lighting - Additional concerns were raised at the level of noise occupiers on the access road might experience and officers have therefore requested further information to demonstrate if mitigation is required. The proposed schemes seeks permission for a total of 48 residential units, the unit that would be compromised most by passing traffic would be plot 1. It is inevitable that residents of this property might notice through traffic but given the scale of the scheme and the quiet nature of the cul-de-sac a condition for further noise details is not considered necessary in this instance.
54. A condition remains on the outline planning permission for details of lighting and will be considered at that stage. The level of lighting proposed will need to be proportionate to the size of the scheme and should provide a light spill plan to ensure the impact to neighbour residential amenity is to an acceptable level.

Conclusion

55. The principle of the development for 48 dwellings and access to the site from Mill Lane has been established by the outline consent. This application seeks to agree the remaining reserved matters only; namely the layout, scale, appearance and landscaping. The submitted details in relation to these matters are considered to be acceptable.
56. Having regard to applicable national and local planning policies, and having taken all other relevant material considerations into account it is considered that permission for the reserved matters should be granted.

Recommendation

57. Approval for the reserved matters, subject to:

Conditions and Informatives

Planning conditions and Informatives as set out below, with the final wording of any amendments to these to be agreed in consultation with the Chair and Vice Chair prior to the issuing of planning permission

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

DES/049/100 Location Plan

DES/049/101revD Site Layout Plan

DES/049/104revA Parking Strategy

DES/049/105revA Refuse Tracking Strategy

DES/049/200 Plot 1

DES/049/201 Plot 2
DES/049/202 revA Plot 3,4,5
DES/049/203 revB Plot 6-16
DES/049/204 revA Plot 6-16
DES/049/205 Plot 17
DES/049/206 Plot 18
DES/049/207 revA Plot 19 & 46
DES/049/208 Plot 20
DES/049/209 Plot 21
DES/049/210 Plot 22
DES/049/211 Plot 23
DES/049/212 Plot 24-27
DES/049/213 Plot 28 and 40
DES/049/214 revA Plot 29
DES/049/215 revA Plot 30
DES/049/216 revA Plot 31-33
DES/049/217 Plot 34-35
DES/049/218 Plot 36
DES/049/219 revA Plot 37 and 44
DES/049/220 revA Plot 38 and 39
DES/049/221 revA Plot 41,42,43
DES/049/222 revA Plot 45
DES/049/223 revA Plot 47 and 48
DES/049/224 revA Garages
DES/049/225 revA Car Ports
DES/049/226 revA Bin Storage Plot 6-16
DES/049/227 Plot 24 and 25
DES/049/501 Landscape Strategy Plan
DES/049/601 revA Site Sections
DES/049/400 Design and Access Statement
DES/049/401 revA Affordable Housing Statement

(Reason - To facilitate any future application to the Local Planning Authority under Section 73 of the Town and Country Planning Act 1990.)

2. No development above ground level shall take place until details of the materials to be used in the construction of the external surfaces of the buildings hereby permitted have been submitted to and approved in writing by the Local Planning Authority. Development shall be carried out in accordance with the approved details.

(Reason - To ensure the appearance of the development is satisfactory in

accordance with Policy DP/2 of the adopted Local Development Framework 2007.)

3. Prior to the first occupation of the dwellings hereby permitted covered and secure cycle parking and bin storage shall be submitted to and approved in writing by the Local Planning Authority. The development shall be carried out in accordance with the agreed details prior to the first occupation of that unit and thereafter maintained. (Reasons – To ensure the provision of covered and secure cycle parking in accordance with policy TR/2 of the adopted Local Development Framework 2007)

4. Notwithstanding the provisions of the Town and Country Planning (General Permitted Development) (England) Order 2015 (or any order revoking and re-enacting that Order with or without modification), no windows, doors or openings of any kind, other than those expressly authorised by this permission, shall be constructed in the following: northern rear-elevation or eastern side-elevation of Plots 6-16, rear southern elevation of Plots 28, 47 and 48 as identified on drawing number DES/049/101D at and above first floor level unless expressly authorised by planning permission granted by the Local Planning Authority in that behalf. (Reason - To safeguard the privacy of adjoining occupiers in accordance with Policy DP/3 of the adopted Local Development Framework 2007.)

Informatives

1. Conditions that still need to be discharged on application – 7 Traffic Management plan, 8/9 Travel Plan, 10 Boundary treatment, 11 Soft and hard landscape works, 15 Badger survey, 16 Bat survey, 17 Ecological enhancement, 18 Surface water drainage scheme, 19 Pollution control , 20 Contamination investigation, 21 Air bourn dust strategy, 22 Piling details, 24 Construction programme, 25 Waste Management Strategy, 26 Lighting, 27 Renewable energy 28 Water conservation, 29 Fire hydrants, 30 Drainage during construction

2. This outline and reserved matters application is also subject to an agreement under the S.106 of the Town and Country Planning Act 1990 (as amended) dated 7 March 2017

3. Public Footpath No.7 Sawston runs along the eastern boundary of the application site. i) The public footpath must remain open and unobstructed at all times (it is an offence under s 137 of the Highways Act 1980 to obstruct a public Highway). ii) No alteration to the Footpaths surface is permitted without the consent of Cambridgeshire County Council (it is an offence to damage the surface of a public footpath under s 1 of the Criminal Damage Act 1971). iii) Landowners are reminded that it is their responsibility to maintain hedges and fences adjacent to public rights of way, and that any transfer of land should account for any such boundaries (s154 Highways Act 1980). iv) The granting of planning permission does not entitle a developer to obstruct a public right of way (Circular 1/09 para 7.1).

Background Papers:

The following list contains links to the documents on the Council's website and / or an indication as to where hard copies can be inspected.

- South Cambridgeshire Local Development Framework Development Control Policies DPD 2007
- South Cambridgeshire Local Development Framework Supplementary Planning Documents (SPD's)
- South Cambridgeshire Local Plan Submission 2014
- Planning File Reference: S/2993/17/RM

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