

SOUTH CAMBRIDGESHIRE DISTRICT COUNCIL

REPORT TO: Planning Committee

2 March 2011

AUTHOR/S: Executive Director / Corporate Manager - Planning and Sustainable Communities

S/2129/10/RM - CAMBOURNE

Erection of 51 dwellings and associated infrastructure (amended design) at Land Parcel UC09, Upper Cambourne for Taylor Wimpey East Anglia

Recommendation: Approval

Date for Determination: 25th January 2011

Notes:

This application has been reported to the Planning Committee for determination because Cambourne Parish Council has recommended refusal.

Site and Proposal

1. Land parcel UC09 is located to the east of Sterling Way, which is one of the spine roads running in a north to south direction through the centre of Upper Cambourne. To the north the site abuts land parcel UC12, which has been built out with two storey properties that are now occupied. To the south the site abuts an old track lined with small trees and bushes, which was initially proposed to be a bus link from Upper Cambourne to the Broadway as part of application reference S/6438/07/O. The site has an area of approximately 1.47ha and is flat and vacant. The land to the east, which is also flat and vacant, formed part of the original outline consent for Cambourne and is now proposed for development.
2. The application, received on 30th November 2010 and amended on 21st and 31st January 2011, proposes 51 dwellings and associated roads, parking and access, as well as a Local Area of Play (LAP). The matters that have been reserved and are therefore to be considered under this application are the access, appearance, landscaping, layout and scale of the development.
3. The scheme include a road through the site runs in an east to west direction, with spurs to the north and south. The northern spur heads in an eastern direction after passing the centrally place LAP and leads to what will be a future housing area. A mix of 2-5 bedroom units made up of detached, semi-detached and terraced dwellinghouses and three flats over garages (FOG) are proposed, which include 7 x 2 bed, 17 x 3 bed, 6 x 3/4 bed, 15 x 4 bed and 6 x 5 bed.
4. This application is re-design of a reserved matter scheme, which was previously approved on 3rd April 2008 (reference S/0012/08/RM).
5. Changes to the proposed layout include: the reorientation of units 41 and 42; the houses on the western side of the site being brought nearer to Sterling Way, only one vehicular access being provided for each of the parking courts; relocation of the bin collection points; a reconfiguration of the parking for units 1-3 and 36-50, resulting in a loss of one of the parking courts; a greater variety of house types and heights

fronting Sterling Way; the relocation and widening of footways; and the omission of on-street visitor parking bays.

6. In terms of the design of the houses there is a greater variation in the treatments of the elevations and the heights of buildings (unit 12 is now three-storey); the design of the detached houses in the southeast corner has been amended to omit the dual gables features in their front elevations and there are amended porch details and materials for a number of the properties.
7. The amendments made to this current application in January include a new footway, which has been added to the outside of the LAP. Alterations have been made to the parking arrangements for a number of the properties as well as an increase in the size of the bin collection points. On the advice of the Urban design officer, the window details for a number of the dwellinghouses have been changed so that they are less squat and have vertical separations and cill and lintel details added where possible. The Design and Access Statement has also been amended to provide additional information in response to the Parish Council's comments.

Planning History

S/1371/92/O - Outline permission granted for 3300 dwellings in April 1994.
Upper Cambourne Development Briefing Document Revision H

S/0012/08/RM – planning permission granted for the erection of 51 dwellings and associated infrastructure

8.

Planning Policy

Cambridgeshire and Peterborough Structure Plan 2003:
P1/3 Sustainable Design in Built Development

South Cambridgeshire Local Plan 2004 saved policies
Cambourne 2 Development in Accordance with Cambourne Design Guide
SE7 New Settlement of Cambourne

Local Development Framework Core Strategy 2007
STa-k Objectives arising from the Strategic Vision for South Cambridgeshire
ST/4 Rural Growth Centres

Local Development Framework Development Control Policies 2007

DP/1 Sustainable Development

DP/2 Design of New Development

DP/3 Development Criteria

DP/6 Construction Methods

HG/1 Housing Density

HG/2 Housing Mix

SF/10 Outdoor Play Space, Informal Open Space and New Developments

NE/6 Biodiversity

NE/9 Water and Drainage Infrastructure

NE/11 Flood Risk

NE/14 Lighting

TR/1 Planning for More Sustainable Travel

TR/2 Car and Cycle Parking Standards

TR/4 Non-motorised Modes

Supplementary Planning Documents

Landscape in New Development SPD – adopted 2010

District Design Guide SPD – adopted 2010

Trees and Development Sites SPD – adopted 2009

Biodiversity SPD – adopted 2009

Open Space in New Developments SPD – adopted 2009

9.

Consultations

Cambourne Parish Council has received copies of the amended plans. It recommended refusal of the original plans on the following grounds:

- Unimaginative layout that has a regimented appearance giving the maximum overlooking that appears to be number led rather than design led, contrary to the Development Briefing Document.
- It is not clear how the adjacent development parcels merge to ensure that UC09 connects visually with adjoining parcels and there is no account of the connectivity, permeability and cohesion.
- The access from the spine road gives the impression of a canyon and there is no clear definition of the route through the site.
- The siting of the visitors parking adjacent to the LAP, which does not appear conducive of safe creative play, is a safety hazard and will cause an obstruction on route to the adjoining parcels.
- Long narrow drives are impractical for parking of multiple cars.
- Plots 36- 41 appear to be sited too close to the southern boundary restricting access to the carports and there is insufficient turning space for cars using the visitor spaces.
- Central parking courts should be avoided as they cause safety concerns, and require management schemes to manage which cause concerns in the future.
- The parcel does not appear to be pedestrian friendly area.
- Concern was raised on the parking provision in the south west corner which appeared insufficient with no visitor parking and which appeared inconsistent.
- Concern was raised about the bin spaces. The bin collection points appear too small for the potential number of bins and are an excessive distance from dwellings.

The Parish Council consider that the application is of poor quality and would have benefited from pre-planning consultation with the Parish Council so it could understand the design approach for the parcel.

The Council feels that there may be a design problem with the drainage system, resulting in the well-publicised flooding near the pumping station. Therefore until the Developers can prove to the satisfaction of the District and Parish Councils that the present drainage system is capable of coping with the existing and additional foul drainage discharge, Cambourne Parish Council is unlikely to be in a position to recommend approval of any large scale planning application. The District Council and Parish Council would have to be satisfied that any further application would not adversely affect dwellings lower down the drainage system.

Environment Agency – has no objection

Cambridgeshire Fire and Rescue – has requested that adequate provision be made for fire hydrants.

Highways Officer – initially recommended refusal but the amended plans received in January now address his concerns.

Police Architectural Liaison Officer – has questioned the access arrangements for plots 1-5 and suggested that the footpath link between plots 7 and 8 provides unnecessary permeability. It is recommended that the alleyway to the rear of plot 15 is gated and that there be a suitable boundary treatment to the east side. The two FOGs are not very well overlooked and it is recommended that the rear parking courts be lit.

Ecology Officer – has no objection.

Landscape Officer – comments awaited.

Urban Design Officer – is pleased that some of her original comments have been addressed, though disappointed that the request that the raised roadway area be a shared surface and that plots 2 and 3 be moved nearer to Sterling Way have not been met nor has a redesign been made to part of the site so that the vista along the private drive at the centre of the site is terminated by the front elevation of a house rather than the proposed landscaped area. Changing the house on plot 30 to three-storey to form more of a focal point could in part compensate this latter point.

Representations

10. None received.

Planning Comments – Key Issues

11. This reserved matters application continues the build out of Upper Cambourne under the original outline permission and seeks to amend the design of the scheme that was approved in April 2008. Given that this is a site that already has permission, any assessment must bear this in mind.
12. The Parish Council's and other consultees' comments and concerns are addressed below.

Layout

13. Many of the changes that have been made are improvements to the previous scheme. In particular a stronger frontage has been provided along Sterling Way, by re-orientating some of the dwellinghouse and bringing other dwellinghouses nearer to road frontage. In addition the number of accesses to the parking courts have been reduced therefore making them more secure.
14. The rear parking courts and nose to tail/tandem, on curtilage parking have already been established through the approval of the previous application, and can be found in other parts of Cambourne. A balance judgement does need to be made in design terms as the use of tandem parking allows the houses to be positioned closer together and as such present a strong frontage to the highway. It can also reduce the need for parking courts. Whilst the parking courts here are slightly larger than recommended, accesses are being minimised to them and adequate lighting of these areas, in accordance with the Police Architectural Liaison Officer's comments will be secured by planning condition.

15. The distribution of the parking spaces throughout the site has also been reviewed and to address the Parish Council's concerns. The southwest corner of the site has been amended to ensure parking and turning works in practice and the visitor parking spaces have been removed from adjacent the LAP. The detailed design for the LAP will be secured through condition.
16. The footway locations have been amended and the request for two metre wide footways has been incorporated into the standard condition requiring the highways to be at a base course level before dwellings are occupied.
17. Although the Police Architectural Liaison Officer has concerns about the footpath into the northern parking court between units 7 and 8, this was part of the previously approved plans, and provides a pedestrian link into the northern half of the land parcel. The scheme will now include bollards, which were not previously proposed and the amended plans also show that the alleyway to the rear of plot 15 will be gated as requested by the Police Architectural Liaison Officer.
18. I do not feel that I could insist on the reorientation of dwellings so that the vista along the central private drive is terminated by the front elevation of a dwellinghouse, as requested by the Urban Design Officer, given that the layout has previously been considered acceptable. Moreover the vista will be terminated in a landscaped area, which will be planted up with several trees. I am however pursuing the possibility of changing the house type on Plot 30 to give a focal point to the centre of the scheme.
19. In terms of the shared surface the Local Highway Authority has confirmed that, because of the volume of traffic passing through the land parcel, it would not accept a shared surface. The design has therefore been retained as a raised platform with footways either side. The rest of the Urban Design Officer's comments have been addressed by the amendments.
20. In terms of the Parish Council's comments further details of the land parcel that the site abuts to the north have been provided in the amended submission. The relationships of dwellinghouses and gardens are similar to many other parts of Cambourne.

Elevations

21. In light of experience and lessons from the early phases in Upper Cambourne, amendments have been sought to certain house types and in particular the window details. The amended plans now show more defined cills and lintels and there are no longer any horizontal separations of glazing, which produces a very squat looking window. In addition some of the other developments in Upper Cambourne have small areas of render or weatherboarding between ground floor and first floor windows. This design feature is not considered to have worked well and the amended plans have omitted any use of it, in favour of more defined window details.
22. In terms of the mix of housing this is broadly the same as the approved scheme, though there is a higher percentage of three bedroom homes.
23. Although details of the boundary treatments for most of the site have been provided there are no details of the boundary treatment for the northern and eastern boundaries of the site. These will therefore be required by way of a condition.
24. In response to a request to provide covered cycle parking within curtilages sheds are now proposed in the rear gardens of the dwellinghouses.

Drainage

25. The issue of drainage is a matter that was considered at the outline stage and was agreed as part of the drainage strategy for the development of Cambourne. It does not form part of the reserved matters. Notwithstanding this point the issues that have resulted in flooding elsewhere in Cambourne are being addressed by MCA with regular updates being provided to Planning Committee.

Pre application consultation

Officers will continue to encourage all applicants to engage the Parish Council in pre-application discussions. This will also be facilitated by the pre-application forum which has been re-established to assess schemes prior to the submission of planning applications and involves the Clerk to the Parish Council and other statutory consultees,

In addition a design review day is currently being organised for mid march involve all developers, many of the consultees and representatives of the Parish Council to review design in Upper Cambourne, which in turn will inform future design guidance for the rest of Upper Cambourne.

Recommendation

26. APPROVE reserved matters of layout, scale, appearance, access and principles of landscaping (see condition 1) as amended by plans **received on 21st and 31st January 2011**, subject to an increase in the height of the dwellinghouse on plot 30. Outline permission S/1371/92/O, 20th April 1994. Additional conditions:

Conditions

1. **The development hereby permitted shall be carried out in accordance with the following approved plans 402/EE/01 Rev A, 402/SHP/01 Rev A, 402/200 Rev B, 402/RS/01 Rev A, 402/300 Rev A, 402/A656/1 Rev A, 402/A656/2 Rev A, 402/PA22/1 Rev A, 402/PA22/2 Rev A, 402/PA33/1 Rev A, 402/PA33/2 Rev A, 402/PA33/3 Rev A, 402/PA33/4 Rev A, 402/PT34/1 Rev A, 402/PT34/2 Rev A, 402/H1089/1 Rev A, 402/H1089/2 Rev A, 402/PC32/1 Rev A, 402/PC32/2 Rev A, 402/PT41/1 Rev A, 402/PT43/1 Rev A, 402/PT43/2 Rev A, 402/PA410/1 Rev A, 402/PA410/2 Rev A, 402/PA410/3 Rev A, 402/PA410/4 Rev A, 402/D1735/1 Rev A, 402/D1735/2 Rev A, 402/D1735/3, 402/D1735/4, 402/G/01, 402/G/02 Rev A, 402/G/03, 402/G/04, 402/G/05, 402/CP/01 Rev A, 402/900KR, 402/1400ER, 402/1500CBF+T, 402/1800CBF, 402/1800SW and 402/1800TG, with the exception of the details of the materials and finishes for the doors, windows, walls and roofs of the dwellinghouses, which are specifically excluded from this permission.**
(Reason – To facilitate any future application to the Local Planning Authority under Section 73 of the Town and Country Planning Act 1990)
2. **Notwithstanding the details contained in the approved drawings, no development shall take place until details of the materials and finishes for the external doors, windows, walls and roofs of the dwellinghouses 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. **No dwelling shall be occupied until the approved space for the storage and collection of wheeled bins for that dwelling has been made available for use.**

(Reason – To ensure the provision of appropriate facilities in the interests of visual and residential amenity, and usability, in accordance with South Cambridgeshire Local Plan 2004 saved policies Cambourne 2 and SE7, and South Cambridgeshire Local Development Framework Development Control Policies Development Plan Document policy DP/3.)

4. **Notwithstanding the details that have been submitted, no development shall take place until details of the proposed Local Area of Play (LAP) have been submitted to and approved in writing by the Local Planning Authority. The play area shall be laid out as approved before the first occupation of any part of the development, or in accordance with a programme to be submitted to and approved in writing by the Local Planning Authority.**

(Reason - To provide outdoor play space in accordance with Policies DP/3 and SF/10 of the adopted Local Development Framework 2007.)

5. **No development shall take place until details of the measures that will be used to prevent motorised vehicular traffic from using the footpath link between plots 7 and 8 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 that the development has a degree of permeability and is satisfactory in accordance with Policy DP/2 of the adopted Local Development Framework 2007.)

6. **No development shall take place until a plan showing the location and details of the contractors' building compound and parking area has been submitted to and approved in writing by the Local Planning Authority. The plan shall be implemented as approved and no materials shall be stored, nor contractors' vehicles parked, outside the approved compound and parking area.**

(Reason – To ensure that the compound and contractors' parking are adequately accommodated without an adverse impact on existing landscape features, amenity areas or existing residential areas, in accordance with South Cambridgeshire Local Development Framework Development Control Policies Development Plan Document policies DP/2 and DP/6.)

7. **No development shall take place until a scheme showing access routes for construction traffic (deliveries and spoil removal) has been submitted to and approved in writing by the Local Planning Authority. The development shall subsequently take place strictly in accordance with the approved scheme.**

(Reason – In the interests of the amenities of existing residents in the vicinity, in accordance with South Cambridgeshire Local Development Framework Development Control Policies Development Plan Document policies DP/2 and DP/6.)

8. **During the course of construction, outside a secure compound area (a secure compound is defined as an area with a security fence extending to the ground, and with a gate extending to the ground and locked at night), any steep sided trench of less than 600mm deep must have at least one**

end sloped, and any steep sided trench of over 600 mm in depth must be covered or fenced if left open overnight.

(Reason – To prevent injury or death to badgers that may forage on the site, in accordance with South Cambridgeshire Local Development Framework Development Control Policies Development Plan Document policies DP/1, DP/3 and NE/6.)

- 9. No development shall take place until a scheme for the provision and location of fire hydrants to serve the development to a standard recommended by the Cambridgeshire Fire and Rescue Service has been submitted to and approved in writing by the Local Planning Authority. The development shall not be occupied until the approved scheme has been implemented.**

(Reason - To ensure an adequate water supply is available for emergency use.)

- 10. No development shall take place until there has been submitted to and approved in writing by the Local Planning Authority a plan indicating the positions, design, materials and type of boundary treatment to be erected on the northern and eastern boundaries of the land parcel. The boundary treatment for each dwelling shall be completed before that dwelling is occupied in accordance with the approved details and shall thereafter be retained.**

(Reason - To ensure that the appearance of the site does not detract from the character of the area in accordance with Policy DP/2 of the adopted Local Development Framework 2007.)

- 11. The parking courts shall be lit and no development shall take place until a scheme for the provision of external lighting, for the entire site, has been submitted to and approved in writing by the Local Planning Authority. The development shall subsequently take place strictly in accordance with the approved scheme.**

(Reason – In the interests of amenity, security and the quality of the development, in accordance with South Cambridgeshire Local Plan 2004 saved policies Cambourne 2 and SE7, and South Cambridgeshire Local Development Framework Development Control Policies Development Plan Document policies DP/2, DP/3 and NE/14.)

- 12. Meter boxes shall not be installed on any elevation facing a highway other than in accordance with a scheme that shall have previously been submitted to and approved in writing by the Local Planning Authority.**

(Reason – To avoid visual clutter in the interest of the quality of the development, in accordance with South Cambridgeshire Local Plan 2004 saved policies Cambourne 2 and SE7, and South Cambridgeshire Local Development Framework Development Control Policies Development Plan Document policies DP/2 and DP/3.)

- 13. Visibility splays shall be provided on both sides of all private drives and shall be maintained free from any obstruction over a height of 600 mm within an area of 1.5m x 1.5m measured from and along respectively the highway boundary.**

(Reason – In the interest of highway safety, in accordance with South Cambridgeshire Local Plan 2004 saved policies Cambourne 2 and SE7, and South Cambridgeshire Local Development Framework Development Control Policies Development Plan Document policies DP/2 and DP/3.)

- 14. Visibility splays at road junctions and on the inside of bends shall be laid out and constructed to form part of the highway and not enclosed within the curtilages of adjoining properties.**

(Reason – In the interest of highway safety, in accordance with South Cambridgeshire Local Plan 2004 saved policies Cambourne 2 and SE7, and South Cambridgeshire Local Development Framework Development Control Policies Development Plan Document policies DP/2 and DP/3.)

- 15. The permanent spaces to be reserved on the site for parking and turning of vehicles shall be provided before the respective dwellings are occupied and those spaces shall not thereafter be used for any purpose other than for the parking and turning of vehicles.**

(Reason – In the interest of highway safety, in accordance with South Cambridgeshire Local Plan 2004 saved policies Cambourne 2 and SE7, and South Cambridgeshire Local Development Framework Development Control Policies Development Plan Document policies DP/2 and DP/3.)

- 16. No dwelling shall be occupied until the access road and footways linking that dwelling to the existing public highway network has been completed to at least base course level, and such roads and footways, which shall be a minimum of two metres in width other than the footway in front of units 15-18, shall subsequently be surfaced to wearing course level within 6 months of the occupation of the last dwelling to be completed on the site.**

(Reason – To protect the safety of users of the access roads and footways, and to enhance the appearance of the built environment, in accordance with South Cambridgeshire Local Plan 2004 saved policies Cambourne 2 and SE7, and South Cambridgeshire Local Development Framework Development Control Policies Development Plan Document policies DP/2 and DP/3.)

Reasons for Approval

1. The approved development is considered generally to accord with the Development Plan and particularly the following policies:

a) Cambridgeshire and Peterborough Structure Plan 2003:
P1/3 – Sustainable Design in Built Development

b) South Cambridgeshire Local Plan 2004 (saved policies):
Cambourne 2 Development in Accordance with Cambourne Masterplan and Design Guide
SE7 New Settlement of Cambourne

c) South Cambridgeshire Local Development Framework, Development Control Policies 2007:

DP/1 Sustainable Development

DP/2 Design of New Development

DP/3 Development Criteria

DP/6 Construction Methods

HG/1 Housing Density

HG/2 Housing Mix

SF/10 Outdoor Play Space, Informal Open Space and New Developments

NE/6 Biodiversity

NE/9 Water and Drainage Infrastructure

NE/11 Flood Risk

NE/14 Lighting

TR/1 Planning for More Sustainable Travel

TR/2 Car and Cycle Parking Standards

TR/4 Non-motorised Modes

2. The proposal conditionally approved is not considered to be significantly detrimental to the following material considerations, which have been raised during the consultation exercise:
 - Design and compliance with Briefing Document
 - Drainage
 - Overlooking
3. All other material planning considerations have been taken into account. None is of such significance as to outweigh the reason for the decision to approve the planning application.

Informatives.

1. It appears to the Council in respect of this proposal that the following conditions of the outline planning permission continue to apply, and the applicant's attention is drawn to these and all conditions of that permission:

Condition 6 (vi) – implementation of landscaping.

Condition 7 (b) – time limit for commencement.

Condition 19 – noise protection scheme with 100m of occupied properties **(NB: requires submission prior to commencement)**.

Condition 28 – roads and footpaths to base course level.

Condition 37 – concealment of cables, meter boxes, etc

Conditions 38 – 41 – aquifer protection measures

2. This Decision Notice is accompanied by a List of Approved Drawings.

Background Papers: the following background papers were used in the preparation of this report:

- South Cambridgeshire Local Development Framework Core Strategy (adopted January 2007)
- South Cambridgeshire Local Plan 2004 (saved policies)
- Cambridgeshire and Peterborough Structure Plan 2003
- Open Space in New Developments SPD, Biodiversity SPD, Trees and Development Sites SPD, District Design Guide SPD and Landscape in New Development SPD
- Planning File Ref: S/0012/08/RM and S/2129/10/RM

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