

SOUTH CAMBRIDGESHIRE DISTRICT COUNCIL

REPORT TO: Planning Committee

1 February 2012

AUTHOR/S: Executive Director (Operational Services) / Corporate Manager - Planning and New Communities

S/2111/11 - CAMBOURNE
Erection of 82 dwellings and associated infrastructure
at Land Parcel Cell 1A, Upper Cambourne
for Taylor Wimpey East Anglia

Recommendation: Delegated Approval

Date for Determination: 18th January 2012

Notes:

This Application has been reported to the Planning Committee for determination because the recommendation of approval does not fully accord with the Parish Council's comments, which raise issues that have not yet been fully addressed.

Site, Background and Proposal

1. The application site, measuring 2.3 hectares (ha), lies to the west of Upper Cambourne Village Green. It forms the principal part of the first phase (known as land parcel Cell 1A) of the Cambourne 950 development, approved by way of outline planning permission ref. S/6438/07/O. 'Reserved Matters' approval has already been granted for the initial first 5 dwellings on this land parcel, comprising a terrace of three 3-bed houses and two detached 4-bed houses.
2. This reserved matters application, received 20th October 2011, seeks approval of the access, appearance, landscaping (to be confirmed), layout and scale for 82 dwellings at 36 dwellings per hectare (dph). 23 will be affordable units. 3 of the 5 units on the 'phase 1' consented Cell 1A land parcel will be affordable, which ensures that 26 of the total 87 Cell 1A units will be affordable, in compliance with the 30% requirement agreed at the outline stage.
3. Condition 10 of the outline planning permission limits the size of affordable housing clusters to no more than 15 houses (or 20 affordable apartments). The proposed scheme proposes two affordable housing clusters of 11 and 12 units respectively on the northern section of the site, which accords with the planning condition.
4. In terms of dwelling mix, the market unit element of the scheme proposes the provision of 6 two-bed houses/flats (10.2%), 36 three-bed dwellings (61%), 14 four-bed dwellings (23.7%), and 1 five-bed dwelling (0.1%). With respect to affordable units the proposed mix will be 10 two-bed houses (43.5%) and 13 three-bed houses (56.5%).
5. The majority of car parking spaces will be provided 'on plot', and formed from a mixture of garages and driveway spaces – most being provided with 2 spaces, but some of the larger private units will benefit from 3 spaces. To help facilitate a scheme

with a strong sense of place and defined continuous street frontages on principal streets, the scheme incorporates a number of car parking courts in appropriate locations. The car parking courts have all been limited in scale and to create active secure environments each includes mews dwellings, be they houses or flats above garages.

6. During pre-application discussions, which have been held in consultation with Cambourne Parish Council, it was agreed that there would be significant benefit to deviating from the suggested road configuration for this land parcel, which would have seen a north-south street running through the centre of the proposed LAP/POS. The north-south street now runs to the south/east of the open space, which facilitates the provision of a single open space with dwellings overlooking the space on three sides. The western boundary links directly into the country park and creates a softening feature to the urban edge.
7. Subsequent to submission, the application has been subject to amendments in terms of the design of the dwellings, with changes made to more closely reflect the design ethos espoused in the outline application Design & Access Statement, and Design Guidance document, including reference to defined Character Areas. The design of the dwellings has been refined to create simple contemporary dwellings but punctuated by some more bespoke units, which through design, scale or form provide focal or landmark buildings at key locations. The dwellings are a mix of 2, 2½ and 3-storey.

Planning History

8. **S/6438/07/O** – Up to 950 dwellings, a neighbourhood/community building, ancillary public open space, formal play areas, internal access roads, pedestrian and cycle routes, and associated drainage and engineering infrastructure, including electricity sub-stations on land at Upper Cambourne, approved 3 October 2011.
9. **S/1504/11** – Reserved Matters application for erection of 5 dwellings (early phase of Cell 1A) and infrastructure, approved 3 October 2011.

Planning Policy

10. The following policies have been considered:

South Cambridgeshire Local Development Framework (LDF) Core Strategy 2007

ST/4 Rural Centres

South Cambridgeshire LDF 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

TR/1 Travel

TR/2 Car and Cycle Parking Standards

TR/4 Non-motorised Modes

South Cambridgeshire LDF Supplementary Planning Document (SPD) - District Design Guide – Adopted March 2010

Upper Cambourne Design Guidance (adopted 1 August 2011)

Consultations

11. **Cambourne Parish Council** – resolved that the application be recommended for approval, subject to the following recommendations:
 - a. The pepper potting should be spread out and not be so concentrated in one area (which is next to an area of pre-existing social housing);
 - b. Pinch points should be incorporated on the paved roads to act as a safety measure for pedestrians and reduce speeding;
 - c. The cycle path is moved to the east side of Brace Dein;
 - d. Benches be provided to the LAP and pinch points added to the adjacent road;
 - e. The cycle and footpaths should all link up.
12. **SCDC Enabling & Development Officer** – notes that each of the housing clusters accords with the original planning consent in terms of size, and welcomes that the applicant is prepared to review the location relative to the adjacent sites. Whilst the tenure split accords with the Section 106 Agreement, the actual units that will be social rented or shared ownership will need to be discussed further. Discussions are also underway to ensure that one unit is fully wheelchair accessible as SCDC have a housing need for people who require fully wheelchair accessible; it has been agreed that this be accommodate on the adjacent parcel 1B.
13. **SCDC Environmental Health – Contaminated Land Officer** – This area of land was formerly military land and was previously investigated over 15 years ago. It is recommended that an appropriate condition be attached to the consent.
14. **Cambridgeshire Fire & Rescue Service** – should the Planning Authority be minded to grant approval, the Fire Authority would ask that adequate provision be made for fire hydrants.
15. **Cambridgeshire County Council Rights of Way & Access Team** – no objections to the proposed development but would point out that Cambourne Footpath No. 3 runs along the southern boundary of Brace Dein, and the developer must ensure that the footpath remains open and unobstructed at all times.
16. The comments of the **Local Highway Authority and Landscape and Design Officer** are awaited.

Representations

17. No neighbourhood representations have been received.

Planning Comments – Key Issues

18. The key issues to consider in this instance are: compliance with outline planning permission and the principles of the approved Design Guidance document for Cambourne 950; impact on the residential amenity of adjoining properties; impact on the adjoining open countryside; and responses to consultee representations.

Compliance with Outline Planning Permission

19. The scheme complies with the general layout requirements set down through the outline planning permission ref. S/6438/07/O and the requirement to provide 30% of dwellings as affordable units.

Compliance with Design Guidance

20. The external design and layout of the scheme has been refined during the course of determination of the application, so that it more closely reflects the design aspirations detailed in the approved Design Guidance document for Cambourne 950.
21. The dwellings have been amended to deliver better proportioned, and simply detailed contemporary dwellings, including some verticality in terms of fenestration details to add aesthetic interest. Similarly, refinements have been made to some key plots, which have been identified in the Design Guidance as locations for landmark, focal and gateway buildings. In these cases, bespoke designs have been developed, which include the introduction of projecting bays, unique roof forms, and variations in scale and form, to set them apart and create key focal and landmark buildings.
22. Brick, cladding and roofing details for these units will reflect a particular plots location either within 'The Village Heart' or 'The Woodlands' Character Areas prescribed in the approved Design Guidance document.
23. The layout of the dwellings respects the design and layout parameters established by the outline parameter plans and further evolved through the adopted Design Guidance document for the wider Cell 1A development parcel.
24. Car and cycle parking provision is in accordance with adopted standards contained within the Local Development Framework Development Control Policies Development Plan Document 2007.

Residential Amenity

25. The application site has a direct relationship with the built out sections of Upper Cambourne to the north (UC03 and UC10), and indeed the development will act as the continuation of a number of the existing streets. The proposed dwellings that adjoin the existing dwellings on UC03 and UC10 front the streets and generally continue the existing street building lines, thus avoiding any adverse visual dominance or loss of light to the existing dwellings. Similarly, private amenity to the existing dwellings will not be adversely affected in terms of overlooking, as no direct back-to-back relationships will be created.

Responding to Consultees' Comments

26. Cambourne Parish Council resolved to recommend that the application be approved, subject to a number of matters being addressed/considered.
27. With regards to the issue of pepper-potting of affordable units, there is sympathy with the comments made, as whilst the scheme technically complies with Condition 10 of the outline planning permission, the aim of the condition is to ensure an even distribution across all of Cambourne, and thus the context including existing housing must be taken into account.
28. Thus whilst the proposed scheme proposes two affordable housing clusters of 11 and 12 units (compared with the maximum 15 units clusters stipulated on the '950 site), they are located in the northern section of the site, adjoining an existing area of

affordable housing to the north. As such the applicant has been asked, and has agreed, to review the proposed distribution of affordable housing.

29. With regard to the request for pinch points, the scheme has been specifically designed with limited areas of long straight road and areas of raised brick paving/shared surface streets are being used to create pedestrian friendly environments to secondary streets. The Highways Officer has informally confirmed that are satisfied with this approach, the layout is acceptable as proposed.
30. The issue of the cycleway will be dealt with by way of a separate reserved matter application, which has just been received, which incorporates linking footpaths and cycleways. That application confirms that the cycleway has been positioned to the south side of the carriageway, as requested by the Parish Council and demonstrates that the cycle and footpaths will all link up:
31. A detailed landscaping scheme has been submitted, however, comments are awaited from the Landscape Design Officer. An update will be provided.
32. The conditions sought by the Environmental Health Officer and Fire and Rescue Service are covered by an existing ones on the outline consent therefore it is not necessary to reiterate them on this reserved matter permission. The applicant's attention will be drawn to them by way of an informative. Similarly the advice of the Rights of Way & Access Team will be passed on by way of an informative.
33. In summary, this scheme is now acceptable and accords with the policies and guidance in place for Cambourne so long as an acceptable distribution of affordable housing is submitted, which the applicant has agreed to review prior to issuing a decision notice. An update on this report will be given.

Recommendation

34. Delegated approval of reserved matters of layout, scale, appearance, access and landscaping, subject to receipt of a revised scheme showing acceptable pepper-potting of affordable homes.

Conditions

1. The development hereby permitted shall be carried out in accordance with the following approved plans:
Location Plan LP/UC1A/10 Revision A; Site Plan SP/UC1A/02 Revision D; Lifetime Homes Plan OC/UC1A/LH/1 Revision A; Affordable Housing Plan OC/UC1A/HA/1 Revision A; Bin Strategy Plan OC/UC1A/BS/1 Revision A; Character Areas & Key Buildings Plan OC/UC1A/CS/1 Revision A; Street Elevations Plan PD/UC1A/SE/12 Revision C; Street Elevations Location Plan PD/UC1A/SE/10; House Type Planning Drawings: House Type PT43 (Plots 68, 81) Pd/UC1A/PT43/03 Rev.A; House Type PT43 (Plot 6) Pd/UC1A/PT43/01 Rev.A; House Type PT43 (Plots 11, 85, 9) Pd/UC1A/PT43/02 Rev.A; Landmark (Plot 87) Pd/UC1A/LM87/01 Rev.A; Type PB33 (Plots 69, 70, 71, 72) Pd/UC1A/PB33/02A Rev.A; Type PB33 (Plots 32, 36, 53, 57, 61, 31, 35, 51, 52, 56, 60) Pd/UC1A/PA/33/01A Rev.A; Type PB33 (plots 37, 54) Pd/UC1A/PA33/03 Rev.A; Type PB33 (Plots 7, 8) Pd/UC1A/PA33/02 Rev.A; Type PB33 (Plots 59, 74) Pd/UC1A/PA33/01 Rev.A; Type PC32 (Plots 66, 67) Pd/UC1A/PC32/02 Rev.A; Type PC32 (Plot 13) Pd/UC1A/PC32/04 Rev.A; Type PC32 (Plots 18, 19) Pd/UC1A/PC32/03 Rev.A; Type PC32 (Plot 12, 14) Pd/UC1A/PC32/01 Rev.A; Type PB52 (Plots

10, 77, 79, 86, 80) Pd/UC1A/PB52/01 Rev.A; Type PA22 (Plots 64, 65) Pd/UC1A/PA22/01 Rev.A; Type PE41 (Plots 33, 34) Pd/UC1A/PE41/01 Rev.A; Type PT34 (Plot 16) Pd/UC1A/PT34/02 Rev.A; Type PT34 (Plot 58) Pd/UC1A/PT34/03 Rev.A; Type PT34 (Plot 75) Pd/UC1A/PT34/01 Rev.A; Type PT33 (Plot 17) Pd/UC1A/PT33/02 Rev.A; Type PT31 (Plots 55, 63) Pd/UC1A/PT31/01 Rev.A; Type PT48 (Plot 78) Pd/UC1A/PA48/02 Rev.A; Type PT48 (Plot 83) Pd/UC1A/PA48/01 Rev.A; Type 45 (Plots 76, 82, 84) Pd/UC1A/PA45/01 Rev.A; Type 21 (Plot 62) Pd/UC1A/PT21/03 Rev.A; Type 21 (Plot 73) Pd/UC1A/PT21/01 Rev.A; Type 21 (Plot 15) Pd/UCC1A/PT21/02 Rev.A; Garage Details 2 (Plots 9, 10, 11, 77, 78, 79, 80-87) Pd/UC1A/GD/02 Rev.A; Garage Details 1 drawing no. Pd/UC1A/GD/01 Rev.A; Conservatory drawing no. Pd/UC1A/CONS/01 Rev.A; Type AA23S (Plot 50) Pd/UC1A/AA23S/02 Rev.A; Type AA23S (Plot 30) Pd/UC1A/AA23S/03 Rev.A; Type AA23S (Plot 24) Pd/UC1A/AA23S/01 Rev.A; Type AA23 (Plot 25) Pd/UC1A/AA23/03 Rev. A; Type AA23 (Plots 22, 29) Pd/UC1A/AA23/02 Rev. A; Type AA23 (Plots 48, 49) Pd/UC1A/AA23/01 Rev. A; Type AA31 (Plots 20, 26, 27, 40, 21, 28, 41) Pd/UC1A/AA31/01 Rvw.A; Type AA31 (Plot 45) Pd/UC1A/AA31/03 Rev. A; Type AA31 (Plots 44, 43) Pd/UC1A/AA31/02 Rev. A; Type AA31S (Plots 42, 46) Pd/UC1A/AA31S/01 Rev. A; Type AA31S (Plot 39) Pd/UC1A/AA31S/02 Rev. A; Type PT31S (Plots 23, 47) Pd/UC1A/PT31S/01 Rev. A; Lifetime Home Plan Type AA23 drawing no. Pd/UC1A/LTH/01 Rev.A; Lifetime Home Plan Type AA23S drawing no. Pd/UC1A/LTH/02 Rev.A; Lifetime Home Plan Type PB33 drawing no. Pd/UC1A/LTH/03 Rev. A; Planting Plan ref. 2328-PP-01 Revision E; Planting Plan ref. 2328-PP-02 Revision E; Planting Plan ref. 2328-PP-03 Revision E. (Reason: To facilitate any future application to the Local Planning Authority under Section 73 of the Town & Country Planning Act 1990.)

2. No development shall commence until a schedule of materials (including render colours) and finishes for the doors, windows, walls and roofs of the dwellings and garages on a plot by plot basis, hereby permitted, to include samples of the materials and method of window opening have been submitted to and approved in writing by the Local Planning Authority. The development shall be implemented and maintained in accordance with the approved schedule, samples and window opening method.
(Reason: To ensure that the submitted details conform with the adopted Upper Cambourne Design Guidance August 2011 which aims to coordinate materials within defined Character Areas to enhance the visual quality of the development and in accordance with Policy DP/2 of the South Cambridgeshire Local Development Framework Development Control Policies DPD adopted July 2007).
3. No development shall commence until a scheme of hard surfacing and road surfacing within the site to include samples of the materials has been submitted to and approved in writing by the Local Planning Authority. The development shall be implemented and maintained in accordance with the approved scheme and samples.
(Reason - In the interests of the visual amenity and quality of the development and to conform with the adopted Upper Cambourne Design Guidance August 2011 which aims to coordinate materials within defined Character Areas to enhance the visual quality of the development and in accordance with Policy DP/2 of the South Cambridgeshire Local Development Framework Development Control Policies DPD 2007.)

4. No development shall commence until details, materials and finishes for all railings, bollards, electronic gates and open space seating hereby permitted have been submitted to and approved in writing by the Local Planning Authority. The development shall be implemented and maintained in accordance with the approved scheme and samples.
(Reason - To enhance the visual quality of the development and to meet the requirements of the Upper Cambourne Design Guidance adopted August 2011 and in accordance with Policy DP/2 of the South Cambridgeshire Local Development Framework Development Control Policies DPD adopted July 2007.)
5. No development shall commence until a plan specifying the location and extent of a compound to be provided clear of the public highway for storage and the parking, turning, loading and unloading of all vehicles visiting the site during the period of construction, 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 - In the interest of highway safety and to ensure compliance with Policy DP/3 and DP/6 of the South Cambridgeshire Local Development Framework Development Control Policies DPD 2007.)
6. No development shall take place until details of external lighting for the site have been submitted to and approved in writing by the Local Planning Authority. The development shall be implemented and maintained in accordance with the approved details.
(Reason - In the interests of the amenity, security and the quality of the development in accordance with Policy NE/14 of the South Cambridgeshire Local Development Framework Development Control Policies DPD 2007.)
7. Notwithstanding the provisions of the Town and Country Planning (General Permitted Development) Order 1995 (or any order revoking and re-enacting that Order with or without modification), no development within Class A of Part 1 of Schedule 2 of the Order shall take place with respect to plots 7, 12, 13, 14, 16, 18, 19, 20, 21, 22, 25, 26, 27, 28, 29, 30, 31, 32, 35, 36, 37, 38, 39, 40, 41, 42, 43, 44, 45, 47, 49, 53, 54, 55, 56, 57, 58, 59, 60, 61, 63, 64, 65, 72, 74, 75, and 76 unless expressly authorised by planning permission granted by the Local Planning Authority in that behalf.
(Reason - In the interests of residential amenity by virtue of either the relatively small size of private garden areas or the limited back-to-back distances with other plots in accordance with Policy DP/3 of the adopted Local Development Framework 2007.)
8. No dwellings shall be occupied until the access road and footpaths necessary to serve that development have been completed to wearing course level.
(Reason - To protect the safety of users of the access roads and footpaths and to safeguard the appearance of the built environment in accordance with Policy DP/3 of the South Cambridgeshire Local Development Framework Development Control Policies DPD adopted July 2007.)
9. The garages, car ports and parking spaces to be provided on or near each dwelling 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 interests of highway safety and in accordance with Policy TR/2 of the South Cambridgeshire Local Development Framework Development Control Policies DPD 2007.)

10. 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 interests of the quality of the development in accordance with Policy DP/2 of the South Cambridgeshire Local Development Framework Development Control Policies DPD adopted July 2007.)

Informatives

1. The applicant's attention is drawn to the conditions imposed on the outline planning consent S/6438/07/O which apply to this development.
2. The applicant's attention is drawn to the comments of the Environmental Health Officer and Fire and Rescue Service and is reminded of the need to meet conditions of the outline planning permission in relation to land contamination and fire hydrants.
3. The comments of Cambridgeshire County Council's Rights of Way and Access Team are drawn to the attention of the applicant:
 - a. No alteration to the surface of public rights of way is permitted without its consent (it is an offence to damage the surface of a public right of way under S1 of the Criminal Damage Act 1971).
 - b. The footpath must remain open and unobstructed at all times. Building materials must not be stored on them and contractors' vehicles must not be parked on them (it is an offence under S137 of the Highways Act 1980 to obstruct a public right of way).
 - c. The landowner is reminded of its responsibility to maintain hedges and fences adjacent to the public rights of way, and that any transfer of land should account for any such boundaries (S 154 Highways Act 1980).
 - d. The granting of planning permission does not entitle the developer to obstruct a public right of way (Circular 1/09 para. 7.1).
 - e. Further guidance notes for developers in relation to public rights of way are available at its website:
<http://www.cambridgeshire.gov.uk/environment/countryside/definitive/>.

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 Development Framework Development Control Policies DPD (adopted July 2007)
- South Cambridgeshire Local Development Framework Design Guide SPD (adopted March 2010)
- Upper Cambourne Design Guide4 – Adopted March 2010
- Planning File Ref: S/2111/11, S/1504/11 and S/6438/07/O.

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