

SOUTH CAMBRIDGESHIRE DISTRICT COUNCIL

REPORT TO: Planning Committee

6 July 2016

AUTHOR/S: Planning and New Communities Director

Application Number: S/2588/15/RM

Parish(es): Waterbeach

Proposal: Reserved Matters for Layout, Scale, Appearance and Landscaping for the Erection of 57 Dwellings Including Affordable Housing, Public Open Space, Roads and Associated Infrastructure including a Sustainable Drainage System

Site address: Land North of Bannold Road

Applicant(s): Bovis Homes Limited

Recommendation: Approval

Key material considerations: Character and Appearance of the Area
Housing Mix
Affordable Housing
Developer Contributions
Design Considerations
Trees and Landscaping
Biodiversity
Highway Safety and Sustainable Travel
Flood Risk
Neighbour Amenity

Committee Site Visit: Yes

Departure Application: Yes

Presenting Officer: Karen Pell-Coggins, Principal Planning Officer

Application brought to Committee because: Waterbeach Parish Council recommends refusal of the application.

Date by which decision due: 10 July 2016

Site and Surroundings

1. The site is located outside the Waterbeach village framework and in the countryside. It is situated to the north of Bannold Road and to the west of Bannold Drove, on the north eastern edge of the village. The site measures 1.8 hectares in area and currently comprises an area of open grassland. There is a hedge with trees along the western boundary of the site and a number of trees and shrubs along the southern, northern and western boundaries. There are ditches along the southern and eastern

boundaries of the site and the IDB drain lies on the opposite side of Bannold Drove. The former Waterbeach Barracks housing lies to the north of the site. Residential development along Bannold Road and an arable field where consent has recently been granted for a residential development lie to the west of the site. An agricultural business and dwelling are situated to the east of the site. Open arable land lies to the south of the site.

Proposal

2. The proposal seeks reserved matters approval for the layout, scale, appearance and landscaping of 57 dwellings. 23 of the dwellings would be affordable in nature. The mix would consist of 6 x one bedroom dwellings, 12 x two bedroom dwellings and 5 x three bedroom houses. The tenure mix would be 70% social rented and 30% intermediate. The remaining 34 dwellings would be available for sale on the open market. The mix would consist of 10 x two bedroom dwellings, 16 x three bedroom dwellings, 5 x four bedroom dwellings and 3 x five bedroom dwellings. The layout would comprise a T shaped road that would provide vehicular access to the potential development to the west. An emergency vehicular access would also be provided to Bannold Drove to the east. A new footway would be provided to link with the existing footway to the west. An area of public open space would be provided adjacent to the dwellings fronting Bannold Road. A smaller area of public open space would be provided within the centre of the development. An apartment block would provide a visual stop to the access road. The dwellings would be two to three storey in scale and have a maximum height of 10.35 metres. The designs would incorporate gables and bay windows. The materials of construction would be red/orange/yellow bricks or render with hung tiles and or horizontal boarding features for the walls and tiles or pantiles for the roofs. At least one vehicle parking space and cycle parking space would be provided for each dwelling. A number of the better quality trees and hedges on the site would be retained. The poorer quality trees would be removed and replaced.

Planning History

Site

3. S/2896/14/OL - Outline Planning Permission for Erection of up to 57 Dwellings including Affordable Housing, Public Open Space, New Roads and Associated Infrastructure including a Sustainable Drainage System with Main Access off Bannold Road - Withdrawn
S/0558/14/OL - Outline Planning Permission for Erection of up to 57 Dwellings including Affordable Housing, Public Open Space, New Roads and Associated Infrastructure including a Sustainable Drainage System with Main Access off Bannold Road - Appeal Allowed

Adjacent Sites

4. ***Land North of Bannold Road***
S/1431/15/OL - Residential Development of Up to 144 Dwellings with Access to Bannold Road - Refused
S/1359/13/OL - Residential Development of Up to 90 Dwellings with Access to Bannold Road - Appeal Allowed

Land East of Cody Road and North of Bannold Road

S/0535/16/RM - Residential Development of up to 36 Dwellings including Affordable

Housing, Access, Car Parking, Open Space and Landscaping - Refused
S/1907/14/OL - Residential Development of up to 36 Dwellings including Affordable
Housing, Access, Car Parking, Open Space and Landscaping - Approved
S/2092/13/OL – Residential Development of up to 36 dwellings and Formation of
Accesses - Refused

Land West of Cody Road

S/0296/15/FL- 60 Dwellings - Approved
S/0645/13/FL - 60 Dwellings - Appeal Allowed

Land between Bannold Road and Orchard Drive

S/1260/09/RM - 62 Dwellings - Approved
S/1551/04/O - Residential Development and Ancillary Open Space and Landscaping -
Approved

National Guidance

5. National Planning Policy Framework
Planning Practice Guidance

Development Plan Policies

6. **South Cambridgeshire Local Development Framework Core Strategy DPD 2007**
ST/2 Housing Provision
ST/5 Minor Rural Centres
7. **South Cambridgeshire Local Development Framework Development Control Policies DPD 2007**
DP/1 Sustainable Development
DP/2 Design of New Development
DP/3 Development Criteria
DP/4 Infrastructure and New Developments
DP/7 Development Frameworks
HG/1 Housing Density
HG/2 Housing Mix
HG/3 Affordable Housing
NE/4 Landscape Character Areas
CH/2 Archaeological Sites
NE/6 Biodiversity
NE/11 Flood Risk
SF/10 Outdoor Playspace, Informal Open Space, and New Developments
SF/11 Open Space Standards
TR/1 Planning For More Sustainable Travel
TR/2 Car and Cycle Parking Standards
8. **South Cambridgeshire LDF Supplementary Planning Documents (SPD):**
Open Space in New Developments SPD - Adopted January 2009
Biodiversity SPD - Adopted July 2009
Trees & Development Sites SPD - Adopted January 2009
Landscape in New Developments SPD - Adopted March 2010
Affordable Housing SPD - Adopted March 2010
District Design Guide SPD - Adopted March 2010
9. **South Cambridgeshire Local Plan Submission - March 2014**
S/3 Presumption in Favour of Sustainable Development

S/5 Provision of New Jobs and Homes
S/7 Development Frameworks
S/9 Minor Rural Centres
HQ/1 Design Principles
H/7 Housing Density
H/8 Housing Mix
H/9 Affordable Housing
NH/2 Protecting and Enhancing Landscape Character
NH/4 Biodiversity
NH/14 Heritage Assets
CC/9 Managing Flood Risk
SC/6 Indoor Community Facilities
SC/7 Outdoor Playspace, Informal Open Space, and New Developments
SC/8 Open Space Standards
TI/2 Planning for Sustainable Travel
TI/3 Parking Provision
TI/8 Infrastructure and New Developments

Consultation

10. **Waterbeach Parish Council** – Recommends refusal and comments as follows: -
- i) Bannold Drove is a single track road and should not be used for contractor vehicle use at any time as there is a danger that this road could become unserviceable for regular users.
 - ii) The public open spaces are very small and badly sited for what appears to be an urban development sited in a rural area bordering open landscape.
 - iii) Style of houses not in keeping with the area.
 - iv) Although regularly stated that there is a regular bus service to Ely this in fact is not the case.
 - v) The balancing pond should not be included in the percentage of open space for the development.
 - vi) The drainage for the site is shown to be evacuated on the North East corner and not the South East corner thus taking it away and bringing it back again.
 - vii) Plans are an urban design put into rural setting and bears no reflection to the village or neighbouring area.
 - viii) Traffic issues.
 - ix) Emergency exit not wide enough.
 - x) Design of front of properties is open plan and enclosed gardens.
- Has requested that should these Reserved Matters go ahead then the following conditions be put in place. All contractor vehicles are kept on site and not parked in Bannold Road and that Bannold Drove is not used for any contractor vehicle usage.
11. **Affordable Housing Officer** – Supports the application and comments that the development would provide 40% affordable housing which is policy compliant. The revised mix and tenure split is acceptable.
12. **Urban Design Officer** – Comments that the layout has been revised and a number of aspects have been improved. However, some of the changes have not been addressed and some changes have resulted in a further deterioration of design quality. The principle objection remains that it is not appropriate for plots to back out on to Bannold Drove. Although it is not a major route, it is not appropriate for the houses to be inward facing. They should provide a positive frontage out of the development to activate this route. If it is not possible for the houses to front the road, side elevations should be close to the road that includes some windows. 1.8 metre high close boarded fences are not an acceptable boundary treatment for this edge.

The scale of the block of flats has been significantly increased and relates poorly to the rest of the development, particularly Plots 34 to 35. The areas of parking between units 34 to 40 needs to be broken up so it is not car dominated. All developments should be as permeable as possible and plans should take account of the proposals to the west of the site and make as many connections as possible. Pedestrian connections should also be made to Bannold Drove.

13. **Landscape Design Officer** – Comments that some of the planting beds are too small and requests details of the method of planting and construction of fence posts under the trees and within the root protection area of trees (i.e. hand dug), tree protection adjacent to the ditch, specification of wildflower and bulb planting, scale of shrubs and tree pits, details of hard surfaces, bollard specification, cycle storage design and materials of the bin store.
14. **Trees and Landscapes Officer** – Comments that there is no disagreement to the assessment and conclusions in the report. However, the tree protection plan is not adequate as the details may be inaccurate due to the scale of the plan. Requires a more detailed drawing.
15. **Ecology Officer** – Comments that the revised plans have addressed some of the previous concerns. The marginal planting is now satisfactory and the proposals include wetland planting as well as a suitable seed mix for further from the pond. The balancing pond should be overdeep and details of the depth should be provided. Requests additional bat and bird boxes given the scale of the scheme. Requires the details to be agreed through an ecological enhancement condition.
16. **Local Highways Authority** – Requests that the footpath along the frontage of the site to connect to the existing footpath is clearly dimensioned and that a footway at the front of the site is required to be installed in an easterly direction as well as a westerly direction to provide safe pedestrian access within the existing adopted highway, the footpath on the open space in the south western corner should follow the desire line, the internal roads are designed to achieve a 20 mph speed limit, the tracking details of the adoption of the surface water drainage system, any gates are set back 5 metres from the near edge of the highway and open inwards, the plan showing the visibility splays is accurate, the visitor parking bays to be relocated as they would be likely to be used by residents, details of an access ramp, and a better design for the emergency access rather than dropped bollards. Requires conditions in relation to a traffic management plan during construction, the driveways constructed so that they fall away from the public highway, the driveways are constructed from bound materials. Also suggests an informative in relation to works to the public highway.
17. **Environment Agency** – Has no objections in principle subject to informatives.
18. **Cambridgeshire County Council Flood and Water Team** – Comments that it is satisfied with the proposal as the applicant has proposed to use permeable paving, a balancing pond and water butts to manage surface water on site with a discharge rate of 1.1 litre/second/hectare to the Internal Drainage Board drain. However, requires conditions in relation to the detailed design and management and maintenance of the surface water drainage scheme.
19. **Waterbeach Level Internal Drainage Board** – Comments that the method of balancing the surface water on site is supported. It is noted that the water will be discharged into the Board's main drain. The Board will only accept a greenfield run-off rate of 1.1 litre/second/hectare. The new discharge will require the consent of the Board. From the drawings provided, it appears that surface water discharge from the

site will connect into the existing surface water sewer which discharges into the Boards drain. This sewer was installed to take water from a different site. The Board would be against any further connections to this sewer which could affect its original design capacity. The Boards preference would be for a direct discharge into the Board's system. The granting of planning permission does not guarantee that the applicant will obtain the consent of the board. There are historic flood problems in the area caused by the foul water system overflowing during periods of heavy rainfall. The Board are concerned that this development will exacerbate the problem increasing the risk of foul water entering into the Boards drains.

20. **Cambridgeshire County Council Historic Environment Team** – Comments that there is no archaeological requirement for this scheme as an evaluation has taken place that finding no significant archaeological remains.

Representations

21. **Local Residents** – 4 representations have been received from nearby residents. The following concerns have been raised: -
- i) Sustainability of the village – recommended for downgrading to a 'Better Served Village'. Issues of congestion on the A10, overcrowding of peak trains and lack of a viable bus service.
 - ii) Bannold Drove and Bannold Road across the site frontage should be kerbed for pedestrian and cyclists safety and a grass verge should be reinstated across 90 Bannold Road and north.
 - iii) The flow of sewage would be south rather than north to the pumping station.
 - iv) The site is rural in character and should be retained.
 - v) Increase in traffic on roads that may not have the capacity to accommodate such numbers.
 - vi) Increase in parking on roads near the station by commuters.
 - vii) Pressure on school places.
 - viii) Premature in relation to the emerging Local Plan.
 - ix) Questions the need for the development.
 - x) Site at risk of pluvial and fluvial flooding and the drainage capacity may not be adequate.
 - xi) High densities not in keeping with ribbon development and surrounding fields.
 - xii) Landscaping is out of keeping with the surrounding area and should be improved.
 - xiii) Lack of parking spaces including visitor spaces.
 - xiv) Need for emergency access to Bannold Road.
 - xv) Responsibility for adoption of the road and maintenance of green spaces.

PLANNING ASSESSMENT

22. The principle of the development of this site for up to 57 dwellings was established through planning consent S/0558/14/OL that was allowed at appeal. The key issues to consider in the determination of this application therefore relate to affordable housing mix, and the impacts of the development upon the character and appearance of the area, flood risk, highway safety, neighbour amenity, biodiversity, trees and landscaping.

Affordable Housing

23. Policy HG/3 of the LDF states that proposals for housing developments will only be permitted if they provide an agreed mix of affordable housing to meet local needs. The amount of affordable housing sought will be 40% or more of the dwellings for which planning permission may be given on all sites of two or more dwellings. Policy H/9 of

the emerging Local Plan states that the amount of affordable housing sought will be 40% or more of the dwellings for which planning permission may be given on all sites of three or more dwellings.

24. The proposal would provide 23 affordable dwellings (40%) and comply with Policy HG/3 of the LDF and H/9 of the emerging Local Plan.

Housing Mix

25. Policy HG/2 of the LDF states that in developments of more than 10 dwellings a mix of units will be sought providing a range of accommodation, including one and two bed dwellings, having regard to economic viability, the local context of the site and the need to secure a balanced community.
26. Policy H/8 of the emerging Local Plan states that a wide choice, type and mix of housing will be provided to meet the needs of different groups in the community including families with children, older people and people with disabilities. The market homes in developments of 10 or more homes will consist of:
- At least 30% 1 or 2 bedroom homes;
 - At least 30% 3 bedroom homes;
 - At least 30% 4 or more bedroom homes;
 - With a 10% flexibility allowance that can be added to any of the above categories taking account of local circumstances.
27. The erection of 10 x two bedroom dwellings (29%), 16 x three bedroom dwellings (47%) and 8 x four and five bedroom dwellings (24%) would comply with Policy HG/2 of the LDF as reasonable mix would be provided that includes smaller and medium sized dwellings.

Character and Appearance of Area

28. The proposal is not considered to harm the rural character and appearance of the area. The erection of up to 57 dwellings was considered an acceptable density by the Inspector in the appeal decision on the outline application.

Design Considerations

29. The overall layout of the site is considered satisfactory and would be in keeping with the character and appearance of the area in accordance with Policy DP/2 of the LDF. The dwellings along the frontage with Bannold Road would maintain the linear pattern of development. The arrangement of the dwellings around a main T shaped road with private driveways off is considered suitable. Although the dwellings would not front Bannold Drove, a number of side elevations would face this road that have interest though the provision of windows.
30. The vehicular and pedestrian link to the adjacent development to the west would provide permeability to the development. An emergency vehicular link and pedestrian link would also be provided to Bannold Drove to the east. Further links are not considered necessary and would be difficult due to the hedge along the western boundary and ditch along the eastern boundary.
31. The scale and heights of the dwellings are acceptable and would reflect surrounding developments. It should be noted that there are examples of three storey buildings to the north on Kirby Road close to the site and this building would provide a landmark and visual stop to the main road. A condition would be attached to any consent to

remove permitted development rights for extensions, roof extensions and outbuildings given the density of the development and location of the site in the countryside.

32. The design, form and materials of the dwellings are satisfactory given the variety of styles of dwellings in the area.
33. The landscaping along the boundaries of the site is considered acceptable. A condition was attached to the outline consent in relation to boundary treatment that would ensure that there would not be close boarded fences along the boundary with Bannold Drove and additional soft landscaping would be provided.
34. Although it is noted that the parking on Plots 34 to 40 are to the front of the dwellings, this is considered satisfactory given that the remainder of the development has parking to the side of the dwellings or within a rear parking court.
35. The siting of the areas of public open space are acceptable and would ensure that a soft barrier would be provided along the southern boundary of the site to soften the impact of the development upon the adjoining open countryside and a central space at the end of the entrance road.

Trees and Landscaping

36. There is a condition on the planning consent that requires tree protection details to be agreed.

Biodiversity

37. The development would not harm biodiversity. A condition is attached to the outline consent in relation to ecological enhancement.

Highway Safety and Parking

38. The traffic generation from a development of up to 57 dwellings and the access to the site was considered acceptable at the outline application stage.
39. At least two parking spaces would be provided for each house and at least one parking space would be provided for each flat. In addition, three visitor parking spaces would be provided. This level of parking is considered acceptable as the Council's standards require an average of 1.5 spaces per dwelling and a maximum of two spaces for each dwelling. Although the spaces would be located within the parking court to the rear of flats, they would be allocated as visitor spaces.
40. At least one cycle parking space would be provided for each dwelling that would be in accordance with the Council's standards.
41. A traffic management plan condition was attached to the outline consent to control contractor parking, routes to the site and the storage of materials. A condition would be attached to any consent to ensure adequate pedestrian visibility splays are provided.
42. The emergency access would only be used if the main access is blocked. It is considered an acceptable design. It is not considered reasonable for the provision of a kerb along this road. The outline consent secured a footpath along the Bannold Road frontage.

43. A refuse vehicle would not now need to turn on site as the development would link to the adjacent development to the west. In any case, the wheels of the refuse vehicle would not cross the pavement.

Flood Risk

44. The site is situated in flood zone 1 (low risk). It has been demonstrated through the submitted Flood Risk Assessment that surface water can be dealt with on site by using permeable paving, balancing ponds and water butts. The run-off rate would be as existing and meet the requirements of the Drainage Board and the applicants have confirmed that the surface water would drain direct to the IDB drain rather than via the surface water sewer and this would be secured by a condition. This would comply with Policy NE/11 of the LDF and the proposal is not therefore considered to increase the risk of flooding to the site and surrounding area. A condition was attached to the outline consent to agree the detailed design of the surface water drainage scheme and its maintenance.

45. Neighbour Amenity

The proposal is not considered to adversely affect the amenities of neighbours through an unduly overbearing mass, through a loss of light or through a loss of privacy. Whilst it is noted that Plot 1 would be situated 12 metres from No. 133 Bannold Road and close to the boundary with the garden of that property, the relationship is considered acceptable given the significant landscaping along the boundary. The relationship of the block of flats with No. 60 Kirby Road is also satisfactory given the distance of 20 metres and oblique angle of view. Conditions would be attached to any consent to ensure any windows facing neighbours are fixed shut and obscure glazed to maintain privacy.

46. Other Matters

The road would be adopted by the Local Highways Authority providing it is constructed in accordance with its specification. The areas of open space would be maintained by the Parish Council or a Management Company.

47. Conclusion

Having regard to applicable national and local planning policies, and having taken all relevant material considerations into account, it is considered that planning permission should be granted in this instance.

RECOMMENDATION

48. It is recommended that the Planning Committee approves the application subject to the following conditions: -

- i) Time Limit
- ii) Approved Plans
- iii) Removal of Permitted Development Rights – Extensions, Roof Extensions, Outbuildings to All Plots
- iv) Windows (Fixed and Obscure Glazed) – Plots to be Confirmed
- v) Pedestrian Visibility Splays
- vi) Parking Layout
- vii) Road Link Construction
- viii) Cycle Store/ Garden Shed Details - All Plots

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 References: S/2588/15/RM & S/0558/14/OL

Report Author:

Karen Pell-Coggins
Telephone Number:

Principal Planning Officer
01954 713230