



**South
Cambridgeshire**
District Council

13 April 2021

Report to: South Cambridgeshire Planning
Committee

Lead Officer: Joint Director of Planning and Economic Development

20/03151/REM– Land South of Thompsons Meadow, Guilden Morden, Cambridgeshire.

Proposal: Reserved matters for appearance, landscaping, layout and scale following outline planning permission S/3077/16/OL for the proposed development of up to 16 dwellings (8 market and 8 affordable) with all matters reserved except access.

Applicant: Peter David Homes Ltd.

Date of Member site visit: None

Is it a Departure Application?: No

Decision due by: 16th April 2021 (extension of time agreed)

Application brought to Committee because Guilden Morden Parish Council requested the application be determined by Planning Committee.

Officer Recommendation: Approval

Presenting officer: Aaron Coe, Principal Planning Officer

Executive Summary

1. The proposal seeks permission for Reserved Matters consent for appearance, landscaping, layout and scale following outline permission S/3077/16/OL for the erection of 16 dwellings (8 affordable, 8 market).

2. The application has been amended by the applicants following consultee comments. The amendments involve alterations to layout and landscaping details. These amendments are considered to improve the quality of the scheme to ensure that it provides a high quality development and fits in with the surrounding area.
3. The reserved matters details for appearance, layout, scale and landscaping are considered acceptable by officers and the application is recommended for approval subject to conditions.

Site and Surroundings

4. The site is located on land adjacent to but outside of the village framework of Guilden Morden. The site is to the west of Trap Road and to south of Thompsons Meadow. The site is not within the conservation area. The access to the site is via the northern boundary off Thompsons Meadow. The application site is currently undeveloped grass land with several trees, some of which are covered by a Tree Preservation Order. The northern and eastern boundary of the site is protected by a group Tree Preservation Order. The southern and western boundary also consists of tall trees, however, none of these are protected. The site is located in flood zone 1 (low risk).

Relevant planning history

5. S/3077/16/OL- Erection of 16 dwellings (50% affordable) with all matters reserved except from access.

Planning policies

National Planning Policy

6. National Planning Policy Framework (NPPF) – February 2019
National Planning Practice Guidance (NPPG)
National Design Guide (NDG)

South Cambridgeshire Local Plan 2018

- S/1 – Vision
- S/2 – Objectives of the Local Plan
- S/3 – Presumption in Favour of Sustainable Development
- S/5 – Provision of New Jobs and Homes
- S/7 – Development Frameworks
- S/10 – Group Villages
- CC/1 – Mitigation and Adaptation to Climate Change
- CC/3 – Renewable and Low Carbon Energy in New Developments

CC/4 – Water Efficiency
CC/6 – Construction Methods
CC/7 – Water Quality
CC/8 – Sustainable Drainage Systems
CC/9 – Managing Flood Risk
HQ/1 – Design Principles
HQ/2 – Public Art and New Development
NH/4 – Biodiversity
H/8 – Housing Density
H/9 – Housing Mix
H/10 – Affordable Housing
H/12 – Residential Space Standards
SC/6 – Indoor Community Facilities
SC/7 – Outdoor Play Space, Informal Open Space and New Developments
SC/8 – Open Space Standards
SC/9 – Lighting Proposals
SC/10 – Noise Pollution
SC/11 – Contaminated Land
SC/12 – Air Quality
TI/2 – Planning for Sustainable Travel
TI/3 – Parking Provision
TI/8 – Infrastructure and New Developments
TI/10 – Broadband

South Cambridgeshire Supplementary Planning Documents (SPD):

7. Open space in New Development SPD- January 2009
Biodiversity SPD- Adopted July 2009
Trees and Development Sites SPD- Adopted January 2009
South Cambridgeshire Supplementary Planning Documents (SPD)
Sustainable Design and Construction – Adopted January 2020
District Design Guide – Adopted 2010
Development Affecting Conservation Areas SPD – January 2009

Consultations

8. Guilden Morden Parish Council:

-The Parish Council objects on the grounds of traffic and safety. It is concerned about the congestion which will occur at the exit onto Thompson's Meadow and at the junction of Thompson's Meadow with Trap Road. Problems will be caused by the increase in traffic onto Trap Road, adding to the traffic from the development across the road. This will be particularly bad and hazardous during morning and evening peak times and when the weekly refuse collection takes place. There should be a separate entrance or exit from the site onto Trap Road.

- The Parish Council remains concerned about the future use of the paddock land. A condition should be placed to ensure that this is public open space in perpetuity.

- The Council is also concerned about the safety of the pond. The pond should be fenced and life saving equipment provided.

9. Affordable Housing Officer

Support the affordable housing tenure split and mix (of 50% rented and 50% shared ownership) as this will more appropriately match the findings of the Housing Needs Survey and will mean that the affordable housing on this site is delivered to meet the locally identified housing need in Guilden Morden. The scheme is policy compliant.

10. Highway Authority

As submitted

The proposed access as detailed on plan 1753 -XX-XX-DR-A -505 Rev F (Proposed Site Plan) differs from that approved under outline permission ref S/3077/16/OL. The Highway Authority would request that the access be constructed so that the layout conforms to Cambridgeshire County Councils Housing Estate Road Specification Appendix 6, whose layout is more akin to that approved under the outline planning permission.

As amended

The proposed access layout as detailed on plan 1753 SBA -XX-XX-DR-A -508 is acceptable to the Highway Authority

Following the provision of the above drawing the Highway Authority is now satisfied that the proposal will have no significant adverse effect upon the public highway.

Conditions and informatives relating to the following matters are required:

- Management and maintenance
- Details of pedestrian connection
- Swept path analysis for refuse vehicle
- Visibility splays
- Falls and levels
- Bound material

11. Contaminated Land officer

-No further contaminated land conditions required.

12. Landscape officer

-The proposed layout is acceptable.

-A link between public open space and field should be created.

-Scale acceptable and consistent with local character

-Hard and Soft landscape details (Acceptable comments via outline condition S/3077/16/CONDA.)

- Boundary treatments: Boundaries to respect the local landscape character. c/b fencing is not acceptable on the edge of the development. Applicant to replace with post and rail or post and wire to prevent residents from fly tipping e.g rear boundary for plots 2-5 to be replaced with post and rail. 100 x 100mm gaps to be provided within rear gardens as hedgehog highways. Boundaries adjacent to the public realm are to be masonry with sympathetic coping details reflecting the local settlement character e.g plot 1 & 5
- Boundary treatment details for pond to be provided to provide barrier to unintended entry.
- Confirmation of cycle parking provision and lighting strategy.

13. Tree officer

- No arboricultural or hedgerow objections. Tree protection plans to be listed as approved plans.

14. Urban Design

- Generally no objection to the proposals in urban design terms.
- Some concern regarding the clustering of affordable units with north facing gardens.
- Recommended various layout improvements to design elements. Plots 10 and 12 accommodate large houses but small front gardens. Plots 9,10 & 14 -15 introduce a blank side elevation on the principal street and the POS. Such approach would compromise the quality of the public realm and the streetscene. Introducing some fenestration on these elevations will be beneficial for the public realm quality and can also strengthen the overlooking and natural surveillance over the POS.
- The lengths of the driveways proposed are excessive.
- Request the applicant completes the space standards spreadsheet to demonstrate compliance.

15. Sustainable Drainage Engineer

- No objection. The proposed site plan makes provision for an indicative location of infiltration suds in accordance with the drainage strategy in the outline application.

16. Ecology Officer:

- Ecological Enhancement and protection secured through outline consent.
- The large field to the south east should consist of a wildflower mix
- Amenity grassland mixes should have an element of clover to increase nectar provision.
- Boundary hedging should be mixed native species of local provenance.

Representations from members of the public

17. Representations have been received from the following addresses:

- 17 Thompsons Meadow
- 19 Thompsons Meadow
- 9 Bells Meadow
- 63A High Street

18. The representations can be summarised as follows:

- Concerned that the development gives rise to highway safety issues.
- Concerned by safety issues associated with the proposed drainage pond.
- Questions of who will be responsible for management and maintenance of treebelt, ditch and verge.
- Concerned by the impact on the area during construction in relation to vehicle parking and construction hours.
- Confirmation required that the lighting will be sympathetic to wildlife
- Clarification on the affordable housing provision proposed.
- Concerned by the environmental impacts (flooding, wildlife etc.)

The full details of the comments are available on the council's website.

Planning Assessment

19. Proposal

This application seeks approval of matters reserved for appearance landscaping layout and scale following outline planning permission S/3077/16/OL for the erection of 16 dwellings (Including 8 affordable units).

20. Planning Assessment

The application comprises the submission of matters for approval that were reserved when outline planning permission for the development of the site was granted. Those matters that were reserved are set out in condition 1 of outline consent S/3077/16/OL and form:

- Details of the layout of the site
- Details of the scale of buildings
- Details of the appearance of buildings
- Details of landscaping

The Town and Country Planning (Development Management Procedure) (England) Order 2015 provides a definition of what each of the above matters means in practice:

“layout” means the way in which buildings, routes and open spaces within the development are provided, situated and orientated in relation to each other and to buildings and spaces outside the development.

“*scale*” means the height, width and length of each building proposed within the development in relation to its surroundings.

“*appearance*” means the aspects of a building or place within the development which determines the visual impression the building or place makes, including the external built form of the development, its architecture, materials, decoration, lighting, colour and texture.

“*landscaping*” means the treatment of land (other than buildings) for the purpose of enhancing or protecting the amenities of the site and the area in which it is situated and includes; (a) screening by fences, walls or other means; (b) the planting of trees, hedges, shrubs or grass; (c) the formation of banks, terraces or other earthworks; (d) the laying out or provision of gardens, courts, squares, water features, sculpture or public art; and (e) the provision of other amenity features.

21. Principle of Development

The principle of residential development for the erection of 16 dwellings on the site was established through outline planning consent S/3077/16/OL. The outline application also dealt with the matter of access with condition 4 of the consent listing the relevant approved drawing number. The Section 106 agreement secured the provision of affordable units within the site (8 units).

The key issues to consider in the determination of this application are therefore compliance with the outline planning permission, housing provision (including affordable housing), open space provision, the reserved matters (layout, scale, appearance, landscaping), biodiversity, flood risk and drainage, highway safety and residential amenity.

22. Compliance with the Outline Consent

Condition 4 of the outline consent secured details of access to the proposed development site from Thompsons Meadow. The site layout and access plan, as amended demonstrates compliance with the outline consent.

The outline consent granted permission for the erection of 16 dwellings, including 8 affordable units secured through the Section 106 agreement. The reserved matters application is for the erection of 16 dwellings, including 8 affordable dwellings, and is therefore in accordance with the outline consent.

23. Housing Provision

The reserved matters application proposes the erection of 16 residential dwellings. The Section 106 agreement secured at outline stage requires that 50% of the dwellings shall

be constructed for affordable housing. The application therefore provides for 8 market dwellings and 8 affordable dwellings (50%).

24. Housing Density

Policy H/8 of the Local Plan details that housing developments will achieve an average net density of 30 dwellings per hectare in Group Villages but that the net density on a site may vary from the above where justified by the character of the locality, the scale of the development, or other local circumstances.

The site measures approximately 1.75 hectares in area. The development of 16 dwellings on this area would equate to a density of approximately 9 dwellings per hectare.

The density is considered acceptable given the location of the site on the edge of the village outside of the development framework, also noting that the density had already been accepted through the outline planning permission.

The proposal would therefore comply with Policy H/8 of the Local Plan.

25. Market Housing Mix

Policy H/9 of the 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, those seeking starter homes, people wishing to build their own homes, people seeking private rented sector housing, and people with disabilities. The market homes in developments of 10 or more homes will consist of (a) at least 30% 1 or 2 bedroom homes, (b) at least 30% 3 bedroom homes, (c) at least 30% 4 or more bedroom homes, (d) with a 10% flexibility allowance that can be added to any of the above categories taking account of local circumstances. This detail is also covered by outline condition 25 parts a-c.

The application proposes the development of 8 market dwellings in the form of 2x2-bedroom properties, 2x3-bedroom properties, 2x4-bedroom properties 2x5 bedroom properties. This equates to a market housing mix of 25% 2-bedroom properties, 25% 3-bedroom properties 50% 4 or 5 bedroom properties. Whilst it is acknowledged the number of 2 and 3-bedrom properties proposed falls slightly below the 30% requirement of policy H/9, officers note that through the provision of 8 market dwellings it is not possible to achieve a split which would meet 30% in all categories and given the scheme includes the provision of affordable housing that exceeds local and national policy requirements this slight over provision of larger dwellings is considered acceptable in this instance.

26. Affordable Housing

Policy H/10 of the Local Plan states that all developments of 11 dwellings or more will provide affordable housing (a) to provide that 40% of the homes on site will be affordable, (b) to address evidence of housing need; an agreed mix of affordable house tenures will be determined by local circumstances at the time of granting planning permission and (c) in small groups or clusters distributed through the site.

The application proposes the development of 8 affordable properties in the form of 4x2-bedroom houses for affordable rented and 2x2-bedroom and 2x3 bedroom houses for shared ownership. The Council's Affordable Housing Team has confirmed their support for the proposal as the proposed tenure split and mix is appropriately matched to the Housing Needs Survey and the local identified housing need in Guilden Morden.

The layout of the affordable properties in relation to 'clustering' / distribution within the site is considered later in this report.

The proposal would accord with policy H/10 of the Local Plan.

27. Residential Space Standards

Policy H/12 of the Local Plan states that new residential units will be permitted where their gross internal floor areas meet or exceed the Government's Technical Housing Standards – Nationally Described Space Standard (2015) or successor document.

Given that the outline planning consent did not require the dwellings to be built to meet the residential space standards and this matter does not fall under the definition of the reserved matters for layout, appearance or scale, the development would not need to accord with national space standards.

However, officers have still assessed the proposals in line with this policy and evidence has been provided to demonstrate that all units exceed the internal space standard requirements in accordance with Policy H/12.

28. Open Space Provision

The Section 106 for the development requires the following areas of open space to be delivered on site, based on the number of dwellings of each type (by bedrooms) provided on the site (8x2bed, 4x3bed, 2x4bed, 2x5bed).

The proposed layout includes a central area of open space (654sqm). Officers are satisfied that the proposed layout would exceed the requirements of the Section 106 (444sqm) in terms of open space provision.

29. Reserved Matters

The design of the site follows pre-application discussions with the Local Planning Authority and the development has been further enhanced through the formal reserved

matters application with minor amendments made in response to comments raised from the Council's Landscape Officer and Urban Design Officer.

30. *Layout*

The layout of the site has been largely informed by the enclosed character and location of mature vegetation and trees along all boundaries of the site. The scheme involves a large central green space and areas for surface water attenuation.

The layout has been designed to create rows of houses along the northern and western boundaries of the site with a separate group of four detached units within the centre of the site. The area of public open space has been positioned to ensure there is passive surveillance of the open space within the development. There is also an undeveloped grassed area to be retained in the south east corner of the site which helps to mitigate the impact of the development on views into the site from the access along Thompsons Meadow and contributes to retaining a countryside and edge of village character.

Each plot benefits from being a reasonable size with adequate external space. There is a footpath link and vehicular access along the northern boundary providing good connectivity. As originally submitted the proposals involved plots 2 to 9 being separated by two areas of open space. However, this created a cramped north west corner and an area of open space which lacked surveillance. By relocating two plots to between the originally submitted plots 9 and 10 this created wider frontages for plots 2 and 3 and improved rear garden orientation, layouts and better surveillance over the public open space. Parking within the development has largely been incorporated to the side of each property, integrating parking with the layout in a manner which does not dominate its surroundings.

Officers consider the proposed layout of the development to be compatible with its location. Overall, officers consider that the proposed layout of the development would accord with policy HQ/1 of the Local Plan.

In terms of the layout of the 8 affordable units, both policy H/10 of the Local Plan and the Affordable Housing SPD require affordable homes to be in small groups or clusters distributed through the site; small groups or clusters will typically be of 6 to 8 units.

The layout of the site in terms of the location of the affordable housing involves plots 2 and 3 which are two-storey 3-bed shared ownership properties being located along the northern boundary and plots 4 to 9 being located along the western boundary. As originally proposed there was public open space between the market units and the affordable units, however, during the course of the application this has been amended to remove this separation. Officers consider that the distribution of the affordable units would accord with policy H/10 of the Local Plan and the Affordable Housing SPD.

31. *Scale*

The scale and character of the existing residential development around the site presents a mixture of two storey and single storey properties. These properties vary in terms of their width, lengths and footprint. The proposed properties include a mix of detached and semi detached two storey dwellings and detached bungalow units.

Overall, the scale of the proposed development is in keeping with the existing scale of development and character of the area. As such the buildings would not dramatically change the overall visual character of the village edge with the development providing a suitable design response in reflecting the scale of neighbouring dwellings.

Officers consider that the proposed scale of the development would accord with policy HQ/1 of the Local Plan.

32. Appearance

The appearance and material palette of the existing residential development around the site varies greatly. The development to the north is typically finished in facing brickwork and tiled roofs of no particularly architectural merit. Here there is much more architectural activity and variation in the appearance of the buildings, the material palette includes predominantly facing brick work and weatherboarding with slate and tiled roofs. Officers considered it reasonable and necessary to impose a condition requiring further details of external materials to ensure that the quality of development is taken through to completion.

Overall, and subject to the recommended conditions, the appearance of the development would accord with policy HQ/1 of the Local Plan.

33. Landscaping and Trees

The application is supported by a site plan, which shows the general landscape arrangements for the site. The details of the hard and soft landscaping proposals have been assessed as part of a discharge of condition application on the outline consent (application reference S/3077/16/CONDA), the details have been subject to formal consultation with the Council's Landscape Officer who is supportive of these proposed details.

The Council's Trees Officer has advised that the submitted Tree Protection Plans are acceptable and should be listed as approved plans. Officers are satisfied that subject to the Tree Protection details being secured through a compliance condition the proposals are acceptable in respect of arboricultural details.

Officers consider that the proposed landscaping would accord with policy HQ/1 of the Local Plan, which seeks to secure high quality landscaping and public spaces that would integrate the development in with the surroundings.

34. Biodiversity

Officers note that conditions 16 and 22 of the outline consent requires the submission of ecological enhancement and protection, these precise details will need to be formally agreed through discharge of conditions applications rather than this reserved matters application. The Council's Ecology officer has commented on soft landscaping details in respect of grass and hedgerow mixes, these details have been amended and assessed by the Council's Landscape officer through the soft landscaping discharge of condition application and considered acceptable.

Officers consider that the proposal would accord with policy NH/4 of the Local Plan and paragraphs 170, 174, and 175 of the National Planning Policy Framework (NPPF) which requires development to enhance, restore and add to biodiversity with opportunities should be taken to achieve a net gain in biodiversity through the form and design of development.

35. Flood Risk and Drainage

Drainage is largely a matter dealt with at outline stage when establishing the principle of development, with reserved matters applications requiring supporting details to demonstrate that drainage can be dealt appropriately within the layout of the site. Reserved Matters applications would typically only impose a condition for the maintenance arrangements for surface water drainage.

Conditions 12 and 13 of the outline consent required the submission of a scheme for foul and surface water drainage, including arrangements for subsequent management. Therefore, in this instance, conditions 12 and 13 of the outline consent has covered both the surface water drainage scheme and foul water drainage. The details have been submitted via discharge of condition application reference S/3077/16/CONDA, these details have been assessed by both the Lead Local Flood Authority and the Council's Sustainable Drainage Engineer and have been considered acceptable.

Overall, officers are satisfied that the proposal would accord with policies CC/7, CC/8 and CC/9 of the Local Plan which requires developments to have an appropriate sustainable foul and surface water drainage systems and minimise flood risk.

36. Highway Safety, Management of Roads and Parking

The outline consent considered the matter of 'access' to the site and was found acceptable. As noted above the access to the site is in accordance with the details secured at outline stage. Parish Council and residents comments suggest an alternative access arrangement would be more appropriate. However, as detailed above the access arrangement has been established through the outline permission and is not a consideration for this reserved matters application.

The application has been subject to formal consultation with the Local Highways Authority who have confirmed the proposed details are acceptable and would not have an adverse impact upon the public highway. However, conditions are recommended in

respect of visibility splays and further details of the pedestrian connection. Given that the outline permission includes conditions 10 and 18 which secure the submission of these details, it is not considered necessary to impose these conditions again at this reserved matters stage. The conditions requested in respect of management and maintenance of roads and a swept path analysis for refuse are considered reasonable and are recommended by officers to be imposed as part of this reserved matters application.

Officers note that condition 8 of the outline consent requires the submission of a construction management plan, which would include details of contractor parking and management of construction noise – a concern raised by a local resident.

Subject to the recommended conditions the proposal is considered acceptable in highway safety terms and to accord with policy TI/2 of the Local Plan and paragraphs 108 and 110 of the NPPF.

In terms of car and cycle parking provision, each property would benefit from at least one off-road parking spaces with the majority benefitting from two spaces, which would accord with policy TI/3 of the Local Plan. Each property would also benefit secure cycle parking either in the form of an appropriately sized garage or a shed in the private gardens. The provision would accord with policy TI/3 of the Local Plan.

In respect of electric vehicle charging points, outline condition 31 secured the details of the locations of the charge points to be installed which has been assessed by the Council's Sustainability officer and considered acceptable. However, it is considered reasonable and necessary to impose a condition which secures further detail on the specifications of the charge points that are being installed.

37. Residential Amenity

38. Neighbouring Properties

Paragraph 6.68 of the Council's District Design Guide details that to prevent the overlooking of habitable rooms to the rear of residential properties and rear private gardens, it is preferable that a minimum distance of 15 metres is provided between the windows and the property boundary; for two storey residential properties, a minimum distance of 25 metres should be provided between rear or side building faces containing habitable rooms.

To the west of the site is Morden Farm and Morden House, the proposed site plan demonstrates that each of the properties along the western boundary would be set off the common boundary by approximately 15 metres and there would be a separation distance in excess of the recommended 25 metres. To the north of the site are Thompsons Meadow properties. Again, there is a significant separation distance, in excess of 35metres with a densely vegetated protected tree boundary and public highway in between. Given the degree of separation along the northern and western

boundaries the proposed development is not considered to result in significant harm to the amenities of neighbouring properties.

Areas immediately to the south and east of the site are not occupied by residential units and therefore no harm is caused to these areas from the proposed development.

The proposed development has been assessed in terms of loss of privacy, loss of light and overbearing impact and is not considered to result in significant harm to the amenities of neighbouring properties.

39. *Future Occupiers*

Consideration is also given to the amenities of the future occupiers of the site. The internal layout of the site is such that it is not considered to significantly compromise the quality of amenity afforded to each property. In terms of residential space standards, although the outline planning consent did not require the dwellings to be built to meet the residential space standards as noted above, the proposal does still successfully achieve these standards and each property would benefit from a private garden area of reasonable sizes which would accord with the recommendations of the Council's District Design Guide.

40. *Conclusion*

The proposal is considered to accord with policy HQ/1 of the Local Plan which required development to protect the health and amenity of occupiers and surrounding uses from development that is overlooking, overbearing or results in a loss of daylight.

Other Matters

41. *Third Party Comments*

The comments made in third-party representations are noted, with many points already considered in the report but are summarised below:

Representation	Response
Concerned by highway safety issues and location of access.	Addressed at paragraph 36.
Concerned by safety issues associated with the drainage pond.	A condition will be imposed to ensure a sufficient boundary treatment is put in place surrounding the drainage features.

Clarification required on the management and maintenance arrangements.	Management and maintenance condition imposed in relation to the private roads. The details agreed within the S106 ensures the owner will be responsible for appointing a management company to maintain SUDs features. Maintenance arrangements for the site in respect of open space are secured through the S106 agreement.
Concerned by the arrangements during construction (contractor parking).	Addressed at paragraph 36.
Concerned by lighting impact on wildlife.	Addressed within the outline consent (condition 25- details of external lighting to be submitted prior to installation).
Clarification on the affordable housing provision	Addressed at paragraph 26.
Concerned by the environmental impacts on flooding and ecology.	Drainage and flooding details addressed at paragraph 35. Ecological details assessed at paragraph 34.

Planning balance and conclusion

42. Officers consider the reserved matters, including the layout, scale, appearance and landscaping, to be acceptable. The proposal would provide a high-quality scheme that would positively contribute to the character and appearance of the area.

For the reasons set out in this report, officers consider the reserved matters to be acceptable in accordance with the relevant national and local planning policies. Subject to conditions the application is recommended for approval.

Recommendation

43. Officers recommend that the Planning Committee approve the application subject to the following conditions: