

SOUTH CAMBRIDGESHIRE DISTRICT COUNCIL

REPORT TO: Planning Committee

5th December 2007

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

**S/1737/07/RM – WATERBEACH
100 Dwellings with Associated Garages, Roads, Sewers and Ancillary Works
and Landscaping
(Reserved Matters Pursuant to Outline Planning Permission Ref S/1551/04/O)
Bannold Road for Morris Homes**

**Recommendation: Approval
Date for determination: 11th December 2007
(Major Application)**

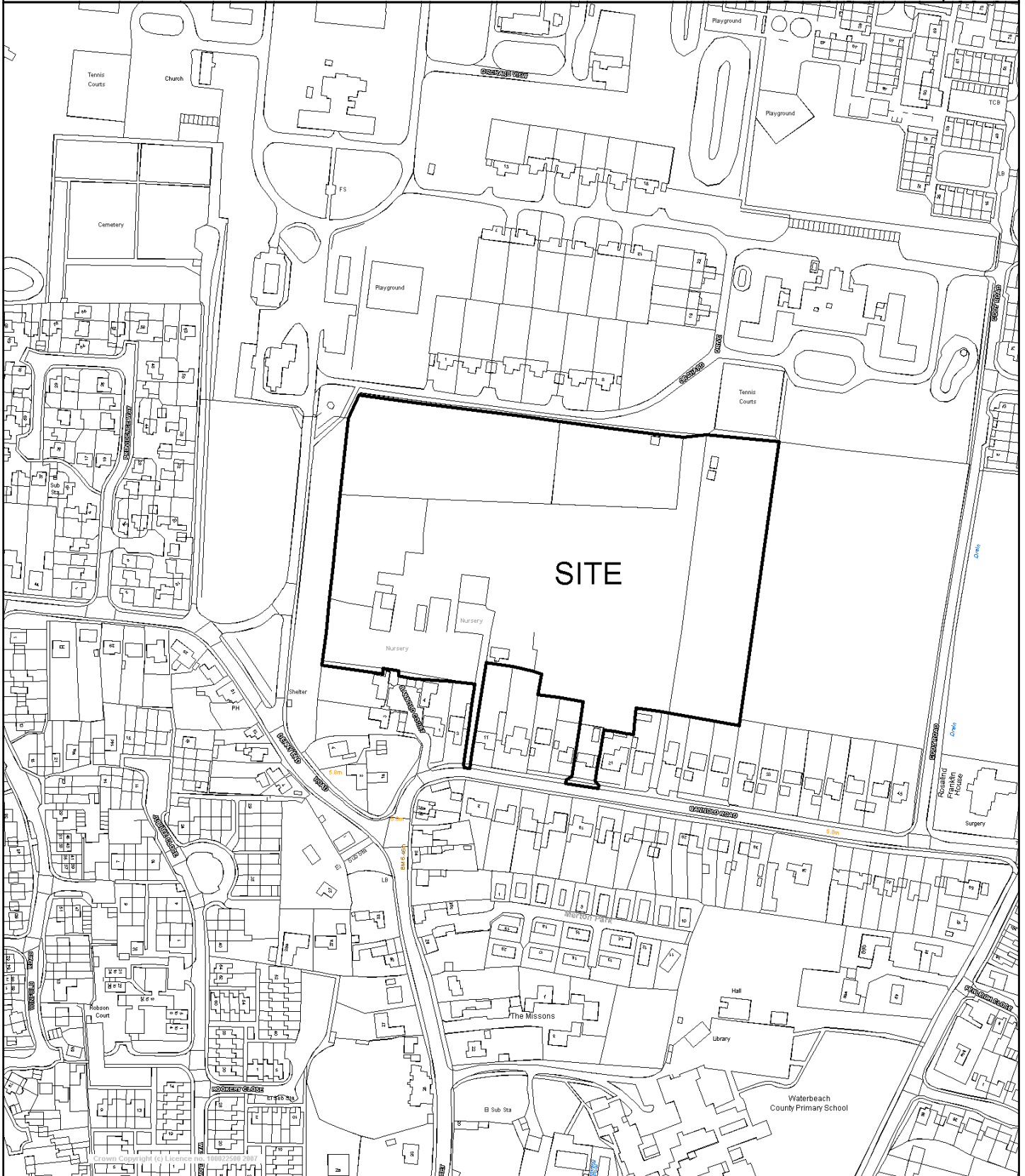
Members will visit the site on 5th December 2007.

Notes:

This Application has been reported to the Planning Committee for determination because the officer recommendation is contrary to the comments of the Parish Council.

Site and Proposal

1. This 4.23Ha site is located to the north side of Bannold Road, which separates the village from Waterbeach Barracks to the north. The site is hidden from public view being enclosed by existing residential development and substantial mature hedgerows. The site was previously occupied by Bannold Supplies a building and landscaping materials business. There were a number of buildings on site including greenhouse(s) and temporary office accommodation. Building materials including soil and rubble used to be stored in piles and stacks as well as plant and machinery. This has all been cleared. The remainder of the site is given over to paddock, divided into small fields. The eastern part of the site is an enclosed paddock surrounded by mature hedgerow.
2. The site backs onto the residential properties on the south side which are all bungalows with the exception of the detached houses in Bannold Court, which are side on to the site. The rear garden boundaries are largely fenced or planted. Waterbeach Barracks adjoins the entire north boundary. The barracks is enclosed by a post and wire security fence approximately 3m high with two sets of security lights approximately 1.5m and 6m high set at regularly intervals. A service road runs along the boundary with two storey service houses beyond.
3. The western boundary adjoins the vehicle access to the Barracks. The roadway is flanked by lawns and the shared boundary is planted with mature trees. To the east are arable fields and Cody Road beyond which provides access to the service houses. The boundary is planted with mature trees and hedge, which form an effective screen. The topography of the entire site, like the adjoining area is relatively flat.



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Scale 1/3160 Date 20/11/2007

Centre = 549620 E 266026 N

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4. The site currently only has one access for both vehicles and pedestrians located on the south side off Bannold Road between no's 3 and 11. The roadway is single track at 3.5m wide and visibility is severely limited to the east by a high conifer hedge. The view to the south is more open. No 19 Bannold Road a detached house has been demolished to make way for the main vehicular access to the site.
5. The main landscape features are the hedges to the western boundary, internally and to the east. The internal hedge is less significant in landscape terms as it is more gappy. These hedges all run on a north south axis parallel to each other.
6. The reserved matters application was received on 11th September 2007, and amended on 9th November 2007. The reserved matters to be considered are siting of buildings, design and external appearance and landscaping. The access was approved at the outline stage.
7. Accompanying the reserved matters application is a Design and Access Statement, a Biodiversity Strategy, a Tree Assessment Report, a Landscape Assessment, a Landscape Management Plan and Maintenance Programme, an Ecological Appraisal, a Flood Risk and Drainage Statement and a Sustainability Check List.
8. The accommodation, as amended, is to be 70 private market housing with 30 affordable housing. This will consist of the following mix, 2 one bedroomed dwellings, 12 one/two bedroom dwellings, 16 two bedroomed dwellings, 41 three bedroomed dwellings, 28 four bedroomed dwellings and one five bedroomed dwelling. The units will be houses rather than flats or bungalows.
9. The density of the development over the developable area of 2.4ha equates to 41 dwellings per hectare which is in excess of the minimum requirement.
10. The layout has a hierarchical network of routes and spaces which is based on two principal street types, a village street which links to village squares and village lanes which access open spaces. A network of pedestrian and cycle routes is to be provided to link the development to surrounding areas. The developed site will be surrounded by open space which will contain a kick about area and Local Equipped Area of Play (LEAP). There will be two Local Areas for Play (LAPs) within the development area.

Planning History

11. A development brief was approved by the District Council in 2004.
12. **S/1551/04/O** Outline planning permission in May 2007 granted for residential development, ancillary open space and landscaping with all matters reserved except means of access. Conditions are attached which include a limit of the development to 100 units and compliance with the Development Brief. A Section 106 agreement includes affordable housing, public open space provisions and contributions, public art contribution, contribution for off site highway works and an education contribution.

Planning Policy

Cambridgeshire and Peterborough Structure Plan 2003

13. **P1/3 Sustainable Design in Built Development** requires a high standard of design and sustainability for all new development, providing a sense of place appropriate to

the location, efficient use of energy and resources and account to be taken of community requirements.

South Cambridgeshire Core Strategy 2007

14. **ST/5 Minor Rural Centres** includes Waterbeach. Development or re-development up to a maximum scheme size of thirty dwellings is allowed within village frameworks.

South Cambridgeshire Development Control Policies 2007

15. **DP/1 Sustainable Development** only permits development where it is demonstrated that it is consistent with the principles of sustainable development. The policy lists the main considerations in assessing whether development meets this requirement.
16. **DP/2 Design of New Development** requires all new development to be of a high quality design and indicates the specific elements to be achieved where appropriate. It also sets out the requirements for Design and Access Statements.
17. **DP/3 Development Criteria** sets out what all new development should provide, as appropriate to its nature, scale and economic viability and clearly sets out circumstances where development will not be granted on grounds of an unacceptable adverse impact e.g. residential amenity and traffic generation.
18. **DP/4 Infrastructure and New Developments** requires that development proposals should include suitable arrangements for the improvement or provision of infrastructure necessary to make the scheme acceptable in planning terms. It identifies circumstances where contributions may be required e.g. affordable housing and education.
19. **DP/7 Development Frameworks** permits development within village frameworks provided that retention of the site in its present state does not form an essential part of the local character; it would be sensitive to the character of the location, local features of landscape, ecological or historic importance, and the amenities of neighbours; there is the necessary infrastructure capacity to support the development; and it would not result in the loss of local employment, or a local service or facility.
20. **HG/1 Housing Density** is set at a minimum of 30 dph unless there are exceptional local circumstances that require a different treatment in order to make best use of land. Higher densities of 40 dph will be sought in the most sustainable locations.
21. **HG/2 Housing Mix** requires a mix of units, including one and two bedroom dwellings, in developments of more than 10 dwellings.
22. **HG/3 Affordable Housing** at a level of 40% of all new dwellings on developments on two or more units is required to meet housing need. The exact proportion, type and mix will be subject to the individual location and the subject of negotiation. Affordable housing should be distributed in small groups or clusters. Financial contributions will be accepted in exceptional circumstances.
23. **SF/10 Outdoor Play Space**, Informal Open Space and New Development requires that all new residential development contribute towards outdoor space. The policy states the specific requirements, including that for small developments (less than ten units) it is expected that only informal open space be provided within the site.

Contributions to off-site provision and maintenance of other types of open space will be expected in addition to this.

24. **SF/11 Open Space Standards** sets out minimum space requirements as follows: 2.8ha per 1000 people comprising 1) 1.6ha per 1000 people outdoor sport; 2) 0.8ha per 1000 people children's play space; and 3) 0.4ha per 1000 people informal open space.
25. **NE/1 Energy Efficiency** requires development to demonstrate that it would achieve a high degree of measures to increase the energy efficiency of new and converted buildings. Developers are encouraged to reduce the amount of CO₂m³ / year emitted by 10%.
26. **NE/3 Renewable Energy** states all development over 10 dwellings will include technology for renewable energy to provide at least 10% of their predicted energy requirements.
27. **NE/9 Water and Drainage** Infrastructure indicates that planning permission will not be granted where there are inadequate water supply, sewerage or land drainage systems to meet the demands of the development unless there is an agreed phasing agreement between the developer and the relevant service provider to ensure the provision of necessary infrastructure.
28. **TR/2 Car and Cycle Parking Standards** identifies maximum parking standards to reduce over-reliance of the car and to promote more sustainable forms of transport. Cycle parking should be provided in accordance with minimum standards.

South Cambridgeshire Site Specific Policies Draft Submission 2006

29. **Policy SP/6** Bannold Road allocated for residential development of a minimum 85 units. This takes forward saved policies HG3 and Waterbeach 1 of the 2004 Local Plan.

Consultations

Original Submission dated 11th September 2007

30. **Waterbeach Parish Council** recommends refusal. It comments: "No details of schemes for surface and foul water drainage. Council need to be assured that the future of the balancing pond is guaranteed in perpetuity. Evidence of a comprehensive risk assessment of the balancing pond to mitigate the proposed design and an explanation of why the area is not fenced off.
31. Concerned that there is low level rain water harvesting and request that it is increased in order that surface water run off is reduced and the need for clean water use for outside activities such as gardening is reduced.
32. Council need to know what arrangements for the long term management and maintenance of the private shared driveways will be put in place.
33. The Council consider that the opportunity to reduce the carbon footprint has not been explored to the full potential and are disappointed that there is no evidence of design features such as solar water heating, photovoltaics and insulation above the minimum standards all of which would reduce the ecological impact of the development.

34. The Council request that construction vehicles do not use Bannold Road/Way Lane or Bannold Road /High Street and only access to the site from Denny End Road and that signage directing the vehicles to observe these restrictions are put in place. All construction traffic is limited in times of access.
35. The Council seek assurance that the type and location of the trees adjacent to the village squares are suitable for the locality in respect of the creation of leaves and root growth.
36. The Council need clarification of the maintenance of the landscaping of the area between the leap and the kickabout area.
37. There is inadequate provision of storage for recycling bins and boxes. Evidence is also required of where the recycling bins will be collected from and the hard standing provision for this.
38. Evidence of provision of dog litter bins and litter bins and the arrangements for the emptying them is required.
39. There are a number of inconsistencies in the plans and documents included eg plan 1030/003 is shown on the web site but MOR-WAT/07-01 was submitted to the Council. The Council request that a resubmission is made with a consistent set of documents”.

Local Highway Authority

40. Resin bonded gravel is not accepted by the Highway Authority as a suitable surfacing material for an adoptable road. A speed reducing measure should be incorporated at the entrance to the development within 6 metres of the junction. The LAP may be better located away from the principle access road into the estate rather than on a corner. The roads are not dimensioned but at points seem excessively narrow which coupled with the levels of parking provision proposed may lead to obstruction to the flow of vehicles particularly service vehicles. No visibility splays are shown. 2.4m by 90m splays must be provided in each direction at the main entrance. Internal visibility both at junctions and forward visibility should be in accordance with the criteria set out in the Manual for Streets. No tracking diagram has been submitted. This is required to demonstrate that servicing vehicles would be able to access the site satisfactorily. The applicant should show the proposed visibility splays as indicated above and provide the required tracking diagrams and dimensioned drawings. Please confirm if the balancing pond is intended to take highway drainage. If planning permission is to be granted please add informative regarding works carried out in the public highway.

County Archaeological Unit

41. No further archaeological work necessary as the evaluation done in 2004 did not reveal any evidence to suggest that significant remains survive on this site.

Cambridgeshire Police Architectural Liaison Officer

42. Provision of visitor spaces in rear car parking courts should be resisted. Adjoining parking courts should be avoided. Entrances to dwellings should be open to view and type A and W should be redesigned. The LEAP in northeast corner is poorly overlooked and has a potential as a gathering area for youths. The footpath /cycleway along western boundary could be better overlooked. Path adjacent No 3

and 11 Bannold Road should be designed out. Roads, foot/cycle ways, parking courts and shared driveways should be provided with lighting. Landscaping next to footways should be set back to allow a clear view.

Cambridgeshire Fire and Rescue Service

43. Request that adequate provision is made for fire hydrants through legal agreement or condition. (This is already covered by condition 9 of the outline permission)

Waterbeach Internal Drainage Board

44. The Board requires a scheme of surface water accommodation to be delivered prior to works on site to prevent increased flood risk within the District. A condition was attached to the outline consent regarding a scheme for surface water drainage. The principles of the scheme are acceptable in the form of a balancing pond attenuated to the Boards requirement of 1.11/s/ha, discharging through a new sewer to outfall to the Boards received system. Further details are required, detailed design of the balancing pond and flow control structure, detailed design of the discharge pipework and headwall to the boards watercourse, a consent/agreement is with the Board to create a new discharge to the Board's watercourse, restrict any further connection to proposed pipework on site or in the highway, details of adoption of the balancing facility and discharge pipework. These matters must be resolved prior to the condition 6(b) of outline permission being satisfied.

Council's Ecologist

45. Largely happy with the way the landscaping seeks to intergrate biodiversity issues. However it is not clear who will be funding the work and what mechanism exists to make sure that the plan is properly implemented and continued. Who will maintain the balancing pond? Would wish to see the introduction of flowering species into the retained grassland area to enhance its visual impact as a meadow. Need to know species that are to be used in the balancing pond area. Satisfied that there are no protected species unnecessarily impacted upon. No clarification made as to the provision of nest boxes upon buildings. Clarification required as to the path surface across the grassland area.

Council's Trees and Landscape Officer

46. Path through the improved grassland area should be sinuous curve . Management plan talks of removing grass cutting from the A2 amenity areas but this is not necessary. Hedge H2 is in good condition and well clothed at ground level so consider it premature to lay it at this stage. Prefer to see hedge sided up with a flail on a rotation.

Council's Housing Officer

47. There seems to be a high number of one bedroomed affordable homes which we normally don't support. Require more two bedroomed units.

Council's Environment Operations Manager

48. No comments received

Council's Sustainability Officer

49. No comments received

Representations

50. 4 letters of objection received from Nos. 2 Bannold Court, 1 Bannold Road, 38 High Street and 2 Denny End Road, summarised as follows:
- a) Major traffic increase could lead to increase in accidents.
 - b) Construction work needs to be regulated on site and regulation of work traffic.
 - c) Junction of Bannold Road, Denny End Road and High Street already has traffic problems of congestion. Main roads of Waterbeach were never designed to carry the increased volume of traffic.
 - d) Construction traffic using Denny End Road and Bannold Road junction.
 - e) Noisy work early in morning.
 - f) Design of house type C looks like there is a white box on roof which is an eyesore.
 - g) Request that a close boarded fence is erected on the site side to preserve privacy to No. 2 Bannold Court.
 - h) Suggested use of trees would seriously diminish growth of shrubs and border plants established in garden.

Amended Plans Received 9th November 2007

51. These involve changes to the housing mix and minor changes to house types, layout and detailing in response to points raised by the Consultees. The applicant's letter seeks to clarify some of the matter raised.
52. **Waterbeach Parish Council** - Comments to be reported.
53. **Local Highway Authority** - Comments to be reported verbally.
54. **Representations** - Any comments will be reported verbally.

Planning Comments – Key Issues

Drainage

55. Concerns have been raised regarding the surface water drainage of the site and the proposed balancing pond. Condition 6 b and c of the outline permission will deal with the specific details of the surface and foul water drainage which will need to be submitted before development commences to discharge this condition. The principles of the drainage of the site are acceptable as confirmed by the Waterbeach Internal Drainage Board. Once the layout has been approved detailed designs will be drawn up as any changes to the layout will impact on the amount of impermeable area.

56. The applicant has stated that Anglian Water has agreed that up to 120 dwellings can discharge foul flows into their sewer in Bannold Road.
57. The fencing of the pond is not necessary as in reality it will not be constantly wet. Lesser rainstorm events will be attenuated in the oversized pipework beneath the road.

Highways

58. The concerns regarding the impact of the traffic generated are not a matter for consideration at this stage as this has been fully considered and approved at the outline permission stage.
59. The use of resin bonded gravel on some of the road surfaces of the site is key to achieving the right character. It is noted that the Highways Authority has stated that this will not be adopted. However the County Council has signed up to a draft document Cambridgeshire Design Manual 2007 which agrees to the use of such a material for streets with very low traffic flows and where the number of heavy vehicles likely to use them is insignificant.
60. The plans have been amended to indicate highway surface treatment to be agreed as part of the S.38 Agreement.
61. The applicant has confirmed that access to the site by construction traffic will be from Denny End Road and not through the village.

Layout

62. The comments of the Police Architectural Liaison officer are noted. However the development in layout terms is largely compliant with the development brief. Some of the requests whilst laudable are advisory and in some case would conflict with the aims of the Development Brief. For example the request to remove the footpath between Nos. 3 and 11 Bannold Road would reduce the accessibility and permeability of the site to occupiers and visitors. This footpath is a key requirement.

Landscaping/Ecology

63. The landscaping scheme is acceptable and the type and location of the trees adjacent to the village squares will be suitable for the locality in respect of the creation of leaves and root growth. The maintenance of the landscaping areas is covered by the S.106 Agreement. Essentially no more than 90% of the housing units can be occupied until the open space land has been transferred to the Parish Council.

Affordable Housing

64. The proposed affordable housing mix was agreed at the outline stage and on this basis it is understood that a Housing Corporation Grant was approved on this mix. Whilst it is noted that more two bedroomed units are preferable it is considered that it would be unreasonable to insist on the increase of two bedroomed units. This would alter the overall total mix of the site which is broadly in line with the development brief. The units are distributed within 3 groups within the layout.

Sustainability Issues

65. The comments of the Parish are noted. The Sustainability Checklist states that the development will be built to the latest Building Regulations for 2006 which will make use of condensing boilers, high insulation and double glazing. In addition 25% of the dwellings will have solar water heating systems installed. In addition, the developer has offered house purchasers of the detached houses, water butts. This is a good starting point. It is not possible to assess if this will meet the 10 % of energy consumed from the development. However in pursuance to Condition 21 of the outline permission, which requires a strategy to be submitted in relation to energy and water efficiency, further details can be agreed.

Neighbours

66. Relatively few neighbour objections have been received (4) and those are mainly concerned with the access and traffic impacts which have already been resolved at the outline planning application stage. I am satisfied the impact on neighbouring properties will be acceptable given the separation of the proposed houses from the site's boundaries and their scale. Condition 8 of the outline planning permission requires details of site boundary treatment to be agreed.

Other Issues

67. In relation to litter bins the applicant has confirmed that these will be provided. Condition 6 d of the outline permission requires approval of refuse storage.
68. The inconsistent plans referred to relates to the development plan and landscaping plan. Both plans were sent to the Parish. The landscaping on the development plan is indicative. Any inconsistencies that officers have picked up have been corrected by the applicant. These relate to the house type plans which did have several errors.

Recommendation

69. Subject to the nature of responses from Consultees upon the amended plans of 9 November 2007, Approval of reserved matters for the siting, design and external appearance of 100 dwellings and landscaping of the site at Bannold Road Waterbeach in accordance with the application dated 11 September (as amended by plans and letters received 9 November).
70. All of the conditions contained in the outline planning permission ref S/1551/04/O continue to apply but subject to the additional conditions set out below.

Additional Conditions

1. Prior to the occupation of each dwelling, hereby permitted, the parking and turning spaces required to serve each dwelling as detailed on the approved drawing number 1030/003 Rev C shall be constructed and made available for use and shall be retained at all times.
(Reason – To ensure that turning and parking facilities are available in the interest of highway safety).
2. Notwithstanding the provisions of Regulations 3 and Schedule 2 of the Town and Country Planning (General Permitted Development) Order 1995 (or any order revoking and re-enacting that Order) the following classes of development more particularly described in the Order are expressly prohibited in respect of

these affordable dwellings as indicated on the approved plan number 1030/003 Rev C unless expressly authorised by planning permission granted by the Local Planning Authority in that behalf.

i) Part I (Development within the curtilage of a dwelling house), Class A (Reason - To ensure that these dwellings are retained as shown in that this level is to be met in perpetuity.)

3. Notwithstanding the plans submitted prior to any development commencing on site, the following detailed drawings shall be submitted to and approved of in writing by the Local Planning Authority and thereafter the approved details shall be implemented in accordance with these:
 - a) windows, doors, cills, headers, eaves and feature brick detailing
 - b) chimneys
 - c) porches
 - d) lighting of the footways/cycleways/roads/parking courts and open space. (Reason - To ensure appropriate details of the development.)
4. Notwithstanding the materials details, samples of the external roofing and wall materials shall be submitted to and approved in writing by the Local Planning Authority. Thereafter the approved materials shall be used. (Reason - To ensure that visually the development accords with the surrounding development.)

Informatives

Highways

1. The granting of a planning permission does not constitute a permission or licence to a developer to carry out any works within, or disturbance of, or interference with, the Public Highway, and that a separate permission must be sought from the Highway Authority for such works.
2. The developer should contact the Highway Authority, or it's Agent, to arrange construction of any works within, or disturbance of, or interference with, the Public Highway, and that all costs associated with such works shall be borne by the Developer.
3. The Developer will neither be permitted to drain roof water over the public highway, nor across it in a surface channel, but must make arrangements to install a piped drainage connection.
4. That no window nor door will be allowed to open over a highway, and no foundation nor footing for the structure will be allowed to encroach under the Public Highway.

Materials

The materials as detailed on plan Number 1030/003 Rev C are not approved.

Reasons for Approval

1. The development is considered generally to accord with the Development Plan and particularly the following policies:
 - **South Cambridgeshire Local Development Framework (LDF)** adopted January 2007:
 - **Core Strategy, ST/5 (Minor Rural Centres)**
 - **Development Control Policies**
 - DP/1** (Sustainable Development)
 - DP/2** (Design of New development)
 - DP/3** (Development Criteria)
 - HG/1** (Density)
 - HG/2** (Housing Mix)
 - HG/3** (Affordable Housing)
 - SF10** (Outdoor Play Space)
 - SF/11** (Open Space Standards)
 - **Cambridgeshire and Peterborough Structure Plan 2003:**
 - P1/3** (Sustainable design in built development)
2. The development is not considered to be significantly detrimental to the following material planning considerations which have been raised during the consultation exercise:
 - Residential amenity
 - Traffic
 - Drainage /flooding
 - Sustainability
 - Affordable housing
 - Landscaping
 - Layout

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

- Cambridgeshire and Peterborough Structure Plan 2003
- South Cambridgeshire Local Development Framework Core Strategy (adopted January 2007)
- South Cambridgeshire Local Development Framework Development Control Policies (adopted July 2007)
- Site Specific Policies Draft Submission 2006
- Development Brief Approved 2004
- Planning files Ref: S/1551/04/O and S/1737/07/RM

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