

## **SOUTH CAMBRIDGESHIRE DISTRICT COUNCIL**

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**REPORT TO:** Planning Committee

6<sup>th</sup> February 2008

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

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### **S/2101/07/RM- IMPINGTON Erection of 98 Dwellings and Associated Infrastructure**

**Recommendation: Approval**

**Date for Determination: 6<sup>th</sup> February 2008**

#### **Notes:**

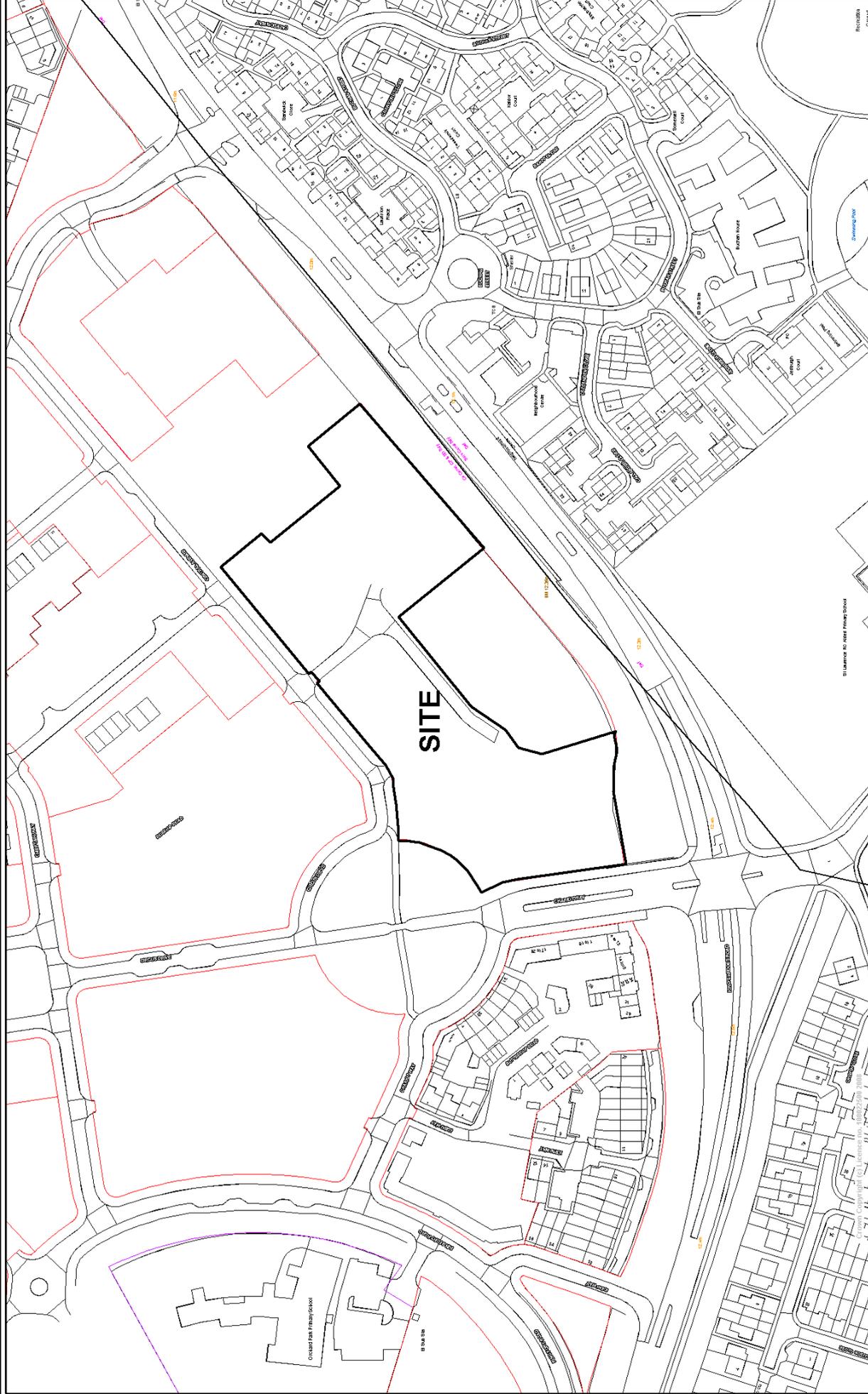
**This Application has been reported to the Planning Committee for determination because of objection received from Impington Parish Council.**

**Members will visit this site on 6<sup>th</sup> February 2008**

#### **Site and Proposal**

1. This site is particularly prominent as it fronts Kings Hedges Road and will complete the south eastern quadrant of the Circus and the eastern side of the principal access into Arbury Park. Construction is underway on the three other sides of the Circus. This includes Land Parcel C1, which fronts the Circus and extends across the north of the application site. The site itself extends around land parcel B2 and up to Public Open Space No4 where the Community Centre is under construction. To the south are B2 and the route of the Cambridge Guided Bus. Separating Kings Hedges road from the route of the CGB and the application site is a hedge of varying thickness .To the east the hedge will obscure views from Kings Hedges road but to the west the site will be clearly visible from the road. A bus stop for the CGB is proposed at the western end.
2. The site is of an irregular shape of approximately 1.606ha wrapping around Land Parcel B2 (23 Affordable Houses under construction). The site is generally flat and has no other distinguishing features.  
The reserved matter application received 7<sup>th</sup> November 2007 seeks reserved matters approval for the Layout; Scale; Appearance and Access for 98 dwellings with a mixture of three storey dwellings around the perimeter, two storey in the rear mews courts and a taller block rising to five storey to match that already built by the same developer on land parcel A2 on the western side of the main access.
3. Vehicular access is to be taken from three points off the northern most road but only one of these serves the majority of the development and the others serve small parking courts. The principle Mews roadway connects with a loop circulating around Land Parcel B2.
4. The application seeks 60 two bedroomed flats, 10 three bedroomed houses, 27 four bedroomed houses and 1 five bedroomed house. The flats are principally at the eastern and western ends of the site .A total of 158 car parking spaces (including 15 identified disabled spaces) and 156 cycle spaces are to be provided.

S-2101-07-RM



South  
Hampshire  
District Council

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Scale 1/2500

Centre = 544872 E 261516 N

Date 24/1/2008

Feb 2008 Planning Committee

5. A Design Statement accompanied the application. Four Character areas are referred to. Kings Hedges Road, Boulevard, Street, and Mews. Access has been varied slightly from the Design Guide and Car parking provided mainly to the rear of the Mews but with some on street "Mews" parking

### **Planning History**

Outline planning consent was granted 14<sup>th</sup> June 2005 following the signing of a Section 106 Agreement that covered the full range matters including education, transport, affordable housing, sustainability, community facilities, public open space and design guidance.

6. Reserved matters planning consent was granted 6<sup>th</sup> November 2007 for Land Parcel B2, **S/1496/07/RM**

### **Planning Policy**

Until recently, the adopted Local Plan 2004 formed part of the development Plan for South Cambridgeshire, setting out the planning policy framework for development within the District. With the introduction of the new planning system in 2004 the Council produced a suite of Development Plan Documents (DPD), known collectively as a Local Development Framework (LDF), which will replace the Local Plan

The Core Strategy DPD was adopted in January 2007 with the Development Control Policies DPD adopted in July 2007 and as such a number of the Local Plan 2004 policies have now been superseded. However the Site Specific Policies DPD is currently in a draft form dated January 2006 with the hearings for this Examination currently in progress. As such and until this DPD is formally adopted there are still some of the Local Plan 2004 policies which remain in force.

Core Strategy DPD (January 2007) policies relevant to this application: **ST/2 Housing Provision**. This policy seeks provision for 20,000 new homes in South Cambridgeshire during the period 1999 to 2016. Priority is given to development on the edge of Cambridge

Development Control Policies DPD (July 2007) policies relevant to this application: **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; HG/3 Affordable Housing SF/6 Public Art; SF/10 Outdoor Playspace, Informal Open Space, and new Developments; SF/11 Open Space Standards; NE /1 Energy Efficiency; NE/3 Renewable Energy Technologies; NE/6 Biodiversity; NE/9 Water and Drainage Infrastructure; NE/16 Emissions; NE/15 Noise Pollution; R/1 Planning for more sustainable Travel; TR/2 Car and Cycle Parking.**

**Site Specific Policies DPD (January 2006) Policy SP/1 will replace CNF1 Cambridge Northern Fringe**

South Cambridgeshire Local Plan 2004 ("The Local Plan 2004") **Policies CNF1 Cambridge Northern Fringe; CS2 Water recourses; CS3 Foul and surface water drainage; CS4 Ground water protection; SC5 Flood protection; HG2 Requires the site to provide a minimum of 900 dwellings; HG7 30% Affordable Housing; SE9 Edges be sympathetically designed and landscaped to minimize impact on Countryside; EN5 Landscaping of new development; EN7 New tree and hedge planting; ES2 Road and footway lighting; ES5 Recycling/waste minimisation; ES6 Noise and pollution; ES7 Noise from road traffic; TP1 Planning for more**

**sustainable travel; TP3 St. Ives transport corridor; Appendix 7/1 Standards for car parking provision; Appendix 7/2 Standards for cycle provision; Appendix 11/1 Adopted noise standards; Appendix 11/2 Adopted protection against road noise.**

### **Policy CNF1 Cambridge Northern Fringe**

This policy allocates the site for a minimum of 900 dwellings and up to 18,000 sq.m of B1 Development etc. The Housing potential of the site should be fully exploited with a minimum of 900 dwellings, including a mix of types with an emphasis on small units and lower cost accommodation. It requires development to take place in accordance with a Masterplan that will provide intra alia:

- Adequate attenuation measures in relation to noise and emissions generated by traffic on the A14, including the adoption of an appropriate layout and disposition of uses
  - The retention of an attractive urban edge to Cambridge through the use of high standards of design and landscaping and the creation of gateway features
  - The retention of appropriate existing features of ecological interest and the creation of new features which will enhance the interest of the site
- Appendix 7/2 Standards for cycle parking for CNF West requires one secure cycle space (within the curtilage where possible) for one-bed dwellings and two spaces for larger dwellings

Cambridgeshire and Peterborough Structure Plan 2003 ("The County Structure Plan").

### **Policy P1/3 Sustainable design in built development**

Government Policies: **PPS1 Delivering sustainable development; PPS7 Sustainable development in rural areas; PPS9 Biodiversity and Geological conservation; PPS11 Regional spatial strategies; PPG16 Archaeology and planning; PPS23 planning and pollution control; PPS22 Renewable energy; PPG24 Planning and noise; PPS25 Development and flood risk; PPG13 Transport.**

7. **The Arbury Camp Design Guide and Codes** show this site straddling two "neighbourhoods" the Circus to the west and the Square to the east. The Guide suggests a mix of housing densities with the highest to the western side with the Boulevard and the Circus in the range of 95-105 dwellings /hectare, with mixed town houses along the Kings Hedges road frontage, 60-95 d/ha and a density of 35/60 within the rear mews area. The Guide provides some "ordering principles" to guide the scale and form of buildings. This site falls within the "Boulevard, Kings Hedges Road frontage, street not for buses and mews categories.
- The Design Code shows Key Buildings at four points, at the entrance to the Boulevard, on both corners of the Circus and at the eastern most point facing Public Open Space No4 (POS4) and the Community Centre. A range of building heights is shown with 4+ at the entrance to the Boulevard, 3 storey town houses/apartments around the Circus and along the kings hedges road frontage and fronting POS4. Two storey houses are shown on the northern perimeter road which carries the east west cycle route and is not designed for the Bus route. The Design code shows two main vehicular access points from the north and a loop around land parcel B2. The code shows the provision of site two LAPS (Local areas for Play)

### **Consultations**

**Impington Parish Council** recommends refusal based on

- Safety aspect-difficulties of access for fire service etc
- Potential obstruction by cars due to low parking provision
- Cycle provision too low

- Parking inadequate, based on experience already on the site

**The Local Highway Authority** has only specific comments relating to individual plots. The access between plots 3 and 4 crosses a footway/cycleway and needs visibility splays. That needs a condition restricting any obstacle on the frontage of plots 1 to 3 and northern side of plot 4 to 600mm. Same for the access adjacent to plot 31, restricting obstructions on frontages of plots 30 and 31, and south side of plots 19 to 30. The pedestrian/cycle route between plot 57 and plots 58 to 61 has its desire line cut by parked vehicles.

**The Environment Agency** comments that the application falls with Cell G7 (flood zone 1/greater than 1 hectare) of the EA PPS25 Flood Risk Standing Advice. It is not necessary for the Council to respond on behalf of the Agency in respect of land drainage/flood risk issues. Parcel B1 should comply with the original drainage strategy as coordinated for the site as a whole (as previously agreed)

**Police Architectural Liaison Officer** comments " while a degree of permeability is seen as necessary for community interaction, too many through routes and footpaths in a development make crime easier to commit by providing offenders with additional access and escape routes together with the anonymity they seek. The additional access points to the parking areas between plots 90&91 and 57&58 increase the vulnerability of parked vehicles to crime. It may be advantageous to consider reducing the size of parking courts thereby to reduce the number of necessary access points for each court. For the purposes of Secure by Design internal courtyards are actively discouraged as they result in exposure of rear dwelling boundaries. Where such parking arrangements are necessary they should be relatively small and secured by gates. Adjoining parking courts such as between plots 14&18 should be avoided, particularly as it is not clear how access to third garage either for plot 16 or 17 is to be achieved. All roads, footpaths and parking courts should be lit by means of column mounted white down lighters to BS 5489: code of practice for outdoor lighting."

**Cambridgeshire Fire and Rescue Service** has asked that should the authority be minded to grant permission adequate provision be made for fire hydrants, by way of S106 or planning condition. Access and facilities for the Fire Service should also be provided in accordance with the building Regulations Approved Document B5, Section 16.

**SCDC Design Officer** has commented that

" The main elevations of this development are the blocks fronting the north-south Boulevard, the Circus and Kings Hedges Road. The elevations to these blocks reflect the elevations already constructed on parcel A2. Having seen the existing development on A2, I am of the opinion that the proposals for B1 are appropriate and will help ensure the architectural form established in A2 is continued through into B1 where it is particularly important to achieve a consistency of treatment to the Boulevard and Circus. The treatment of Kings Hedges Road is also important as this marks one of the major entries into the development. The elevational compositions of A2 and B1 will be read together in long views from the south side of the junction with Kings Hedges Road, and I believe the current proposals will deliver this.

I am aware of officers concern over the treatment of the Kings Hedges Road elevation and in particular the need to provide architectural richness adjacent to the guided bus stop. This need for architectural embellishment around the guided bus stop might be equated to the treatment of buildings in central Cambridge. How many shoppers are aware of (& therefore could describe) the treatment of the upper floors of, say, Marks & Spencer's, or the new development opposite Grand Arcade? It is my opinion that any architectural enrichment should be at street level (say to the railings or entrance

canopies), where it can be appreciated by pedestrians, since (as mentioned above) the overall massing of this block will only be fully visible from the south side of the junction, and from that distance it is more important for the treatment to be consistent with that on A2.

My only real criticism of this proposal would be the step from 4 to two stories that occurs between the landmark building on the corner of the circus and the rest of the development along the street leading east from the circus. The step from 4 to two stories is a bit too abrupt for me, and exacerbated by the block then stepping down to a single storey. However, this is a relatively minor point and if all other aspects of the scheme work (housing mix, parking etc) then I would be inclined to consider this a minor failing.

**Cambridgeshire Guided Bus Team** has no comments on the layout.” standard CGB adjoining land interface matters as per the CGB operations Policy and Guidance for developers apply. Please can you ensure that they consult with the CGB Project as part of the build etc and ensure they check their boundaries are correct so we can avoid any encroachment onto CGB land already transferred through the Arbury S106. Use condition 10 as per S/1495/07/rm but can this also relate to setting out of roads etc”(“10. No development shall commence until the precise position of the building on plots 11,12 and 13 have been marked out and checked on site by the Local Planning Authority in consultation with the Local Highway authority and Cambridgeshire County Council, Guided Bus team. This shall be in accordance with the approved Plans”). (Reason – For the avoidance of doubt as the route of the planned route of the Cambridge Guided bus runs very close to the south of these properties and space for the required road width and landscaping are minimal.)

**SCDC Landscape Officer** comments specifically in relation to a draft amended plan which adds 10 car parking spaces in the area around the Circus frontage. The Distance to the trees is not too bad - approx 2m plus - but the proposed trees (Metasequoia) will eventually interfere with the cars

I'm not sure how the design relates to the POS to the north, and the right hand side looks very weak.

Drivers will cut through the planted areas to reach the dwellings - Gaps and fencing needed - or more limited planting and the design picked out with hard surfacing.

#### **Comments are awaited from**

- **Cambridge City Council**
- **SCDC Arts Officer**
- **SCDC Ecologist**
- **SDCD Commercial Officer**
- **SCDC Environmental Health Officer**

**Arbury Camp Design Review Panel** consider this proposal in draft prior to the applications submission on 11<sup>th</sup> June 2007 The proposals were welcomed, subject to detailed scrutiny of the refuse disposal arrangements and assessment of the design details of the scheme. It was agreed that a one-way street should be avoided if possible to preclude the need for intrusive traffic signs.

## Representations

8. None received .Two site notices were posted and immediate occupied properties were notified.

## Planning Comments – Key Issues

9. The principle of residential development on this site has already been established by the granting of the outline permission. The key issues in determining this reserved matters application are the Access, Density, Design form and Massing, Car and Cycle Parking.
10. *Access* .The application differs from the Design Code in that only one (instead of two) main vehicular access is proposed from the north. There is no objection to this although the second access, near the Circus is still proposed but serves a court yard rather than the whole development. Pedestrian access will still be possible through at this point to provide links to the CGB Stop and Land Parcel B2.The police have reservations regarding too many pedestrian links (such as this adjacent Plot 90) but in this particular case officers are of the opinion that the advantages of links at this point outweigh potential crime concerns. Since the original application the applicant has suggested closing general public access from a point off the Circus following discussions with the police. Without any pedestrian access adjacent plot 90 residents would not have a convenient walk to POS3 and the planned Local Centre to the north. The pedestrian link also has a number of properties directly facing/overlooking thus maximising surveillance. The Parish Council's concerned that the access and car parking will allow insufficient width for Fire access. The applicant has demonstrated through submission of a tracking plan that refuse vehicles can safely access the site and the Local Highway authority has raised no objection.
11. *Density, numbers and housing mix*. The gross density is 61 dwellings to the hectare, which accords with the Arbury Camp Design Guide. The high number of smaller two bed roomed properties (60) taken together with that on the adjoining site B2 accords with the mix agreed under condition 3 of the outline planning consent **S/2379/01/0** This high number of smaller properties is also consistent with the aspirations of the Inspector commenting on the Local Plan 2004
12. *Design Form and massing*. The general form and massing follows that suggested in the Arbury Camp Design Guide with possibly two main exceptions. At the point on the Circus frontage where it meets the east west cycle route the guide envisaged a three storey height. The proposal for four stories at this point mirrors that which occurred on the opposite corner at A2 but a) results in a significant drop from four stories to two in the adjoining street and b) does not accord with the Design Code for this site. However this change is not felt to be significant to warrant objection.  
The Design Guide showed only a few two storey dwellings in the rear Mews area and a higher number of single storey garages and carports. Given the number of housing units allocated to this site this was probably unrealistic but has resulted in small garden areas and tight car parking areas (see below)
13. *Car and Cycle Parking* The Arbury Camp Design Guide/Codes suggests a car parking ratio of 1; 1.5.This indeed is a maximum figure in government advice and it is indicated that the ratio can be lower in areas where good public transport exists. Immediately to the south of this site there will be a Stop for the CGB and as part of the S106 agreement contributions were received to facilitate the running of the Citi 4 Bus through the site. Whilst neither are up nor running at present both are likely to be before occupation (or soon after) of the houses on B1.

The applicant has indicated that the total number of car parking spaces is 158 (amended, to 164, following the addition of 6 spaces around the Circle.) and including 15 disabled spaces and 156 motorcycle/cycle spaces. (amended following discussions to 233 spaces). The submitted plans show some of these spaces being very tight and these totals may need updating at the committee. Nevertheless I am satisfied that this overall provision is adequate to meet these agreed standards.

The large number of car parking spaces around the flats on the western side creates security concerns. This has been discussed with the applicant and the Police Architectural Liaison Officer and amended plans showing security barriers are awaited. Additional car parking spaces have been proposed around the Circus but some of these may eventually conflict with the planned trees.

The applicant has agreed to provide two secure cycle parking spaces for each dwelling. In the case of dwelling houses this is either within the garage or within the garden space. Separate lockable space is provided in the flats and following a discussion with the applicants amended plans are awaited enlarging some of these spaces. Separately from this some additional open cycle loops are to be provided fronting POS 3, adjacent POS4 and near the CGB Stop. The applicant is to confirm the future management arrangements for these spaces.

14. *Amendments sought* A meeting was held with the applicant on the 16<sup>th</sup> January and a number of additional changes were discussed. These included some tight car parking arrangements; need to amend building materials to accord with the Design Guide; provision of window grills instead of dummy windows where integral parking spaces proposed; checking the layout does not conflict with the easement strip (buried electricity Cables) over which buildings are not permitted and checking there is no conflict with the route of the Cambridge guided bus. Amended plans are awaited.

### **Recommendation**

15. Subject to the receipt of satisfactory amended plans addressing the comments above, Approve subject to conditions

### **Conditions**

Approvals required prior to commencement of development:

1. No development shall commence until a schedule of the 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.
2. No development shall commence until detailed designs, materials and finishes for all railings, bollards, and cycle stands 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 details and samples.
3. No development shall commence until a scheme of hard surfacing and road surfacing within the sites 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

4. No development shall commence until full details of compliance with the surface water drainage Strategy (agreed as required by condition 8 S/2379/01/0) have been submitted to and agreed in writing with the Local Planning Authority.
5. No development shall commence until there has been submitted to and approved in writing by the Local Planning Authority a scheme of ecological enhancement. The development shall be implemented in accordance with the approved scheme.
6. No dwellings shall be occupied until detailed designs of the proposed LAPS (Local Area Play) have been submitted to and approved in writing by the Local Planning Authority; the development shall be carried out in accordance with the approved details
7. No development shall commence until a plan specifying the location and extent of a compound to be provided clear of the public highway for 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.
8. No development shall commence until details of finished floor levels of the dwellings, garages and road surfaces in relation to existing and proposed ground levels have been submitted to and approved in writing by the Local Planning Authority. This shall include details of all finished road levels and specifically the levels in relation to all adjoining sites; the development shall be carried out in accordance with the approved details..
9. 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.
10. No development shall commence until a scheme for the programming of the provision of public art within the site has been submitted to and agreed in writing with the Local Planning Authority.
11. No development shall take place until there has been submitted to and approved in writing by the Local Planning Authority a scheme of hard and soft landscaping: the principle areas for landscaping are agreed by this consent but not the details. Details to be submitted shall include details of species, density and size of stock.
12. All planting, seeding or turfing comprised in the approved details of landscaping shall be carried out in the first planting and seeding seasons following the occupation of the buildings or the completion of the development, whichever is the sooner; and any trees or plants which within a period of five years from the completion of the development die, are removed or become seriously damaged or diseased shall be replaced in the next planting season with others of similar size and species, unless the Local Planning Authority gives written consent to any variation.

Approvals/action required prior to occupation:

13. No dwellings shall be occupied until the access road and footpaths necessary to serve that development shall have been completed to wearing course level.
14. The permanent 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.

15. No dwelling shall be occupied until the refuse stores have been implemented in accordance with the approved details and timing.

Planning restrictions:

16. 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.
17. Notwithstanding the provisions of Article 3, 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 are expressly prohibited in respect of all plots facing external roads 1a, 3a (namely Chariot Way, Central drive /Circus Drive) or Kings Hedges Road , the Circus POS 3 or POS 4 unless expressly authorised by planning permission granted by the Local Planning Authority in that behalf: Part 1 (Satellite Antenna), Class H.

**Informative**

Note the conditions of the outline planning consent S/2379/01/o continue to apply. In particular condition 35 states

During the period of construction no power operated machinery shall be operated on the premises before 07.30 hours on weekdays and 08.00 hours on Saturdays nor after 18.00 hours on weekdays and 13.00 hours on Saturdays (nor at any time on Sundays or Bank Holidays) unless otherwise previously agreed in writing with the Local Planning Authority in accordance with any agreed noise restrictions.  
(Reason - In order to protect the residential amenities of neighbouring properties.)

Condition 36 states

Should driven pile foundations be proposed, then before those works commence, a statement of the method for construction of these foundations shall be submitted to and agreed by the Local Planning Authority so that noise and vibration can be controlled.  
(Reason - In order to protect the residential amenities of neighbouring properties.)

Condition 13 states.

Development shall not commence on any phase or Sub-Phase until a scheme for the provision and location of fire hydrants to serve that Phase or Sub-Phase of the site, to a standard recommended by the Cambridgeshire Fire and Rescue Service, has been submitted to and approved by the Local Planning Authority. No development shall take place otherwise than in accordance with the approved scheme  
(Reason- To ensure adequate water supply is available for emergency use)

**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 Development Control Policies DPD adopted July 2007.

- South Cambridgeshire Local Plan  
HG2 (900 dwellings Cambridge Northern Fringe West)  
CNF1 (CNF West (Arbury Camp))
- Cambridgeshire and Peterborough Structure Plan 2003  
P1/3 (Sustainable design in built development)  
P5/3 (Density)
- Arbury Design Guide
- Planning File Ref: S/2101/07/rm, S/2379/01/0.

**Case Officer:** John Pym – Senior Planning Officer (Major Developments)  
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**Presented to the Planning Committee by:** John Pym