

SOUTH CAMBRIDGESHIRE DISTRICT COUNCIL

REPORT TO: Planning Committee

4th June 2008

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

S/0198/08/F - WATERBEACH

Community Building at Waterbeach Recreation Ground, Cambridge Road for Waterbeach Parish Council

Recommendation: Delegated minded to approve

Date for Determination: 1st May 2008 (Major)

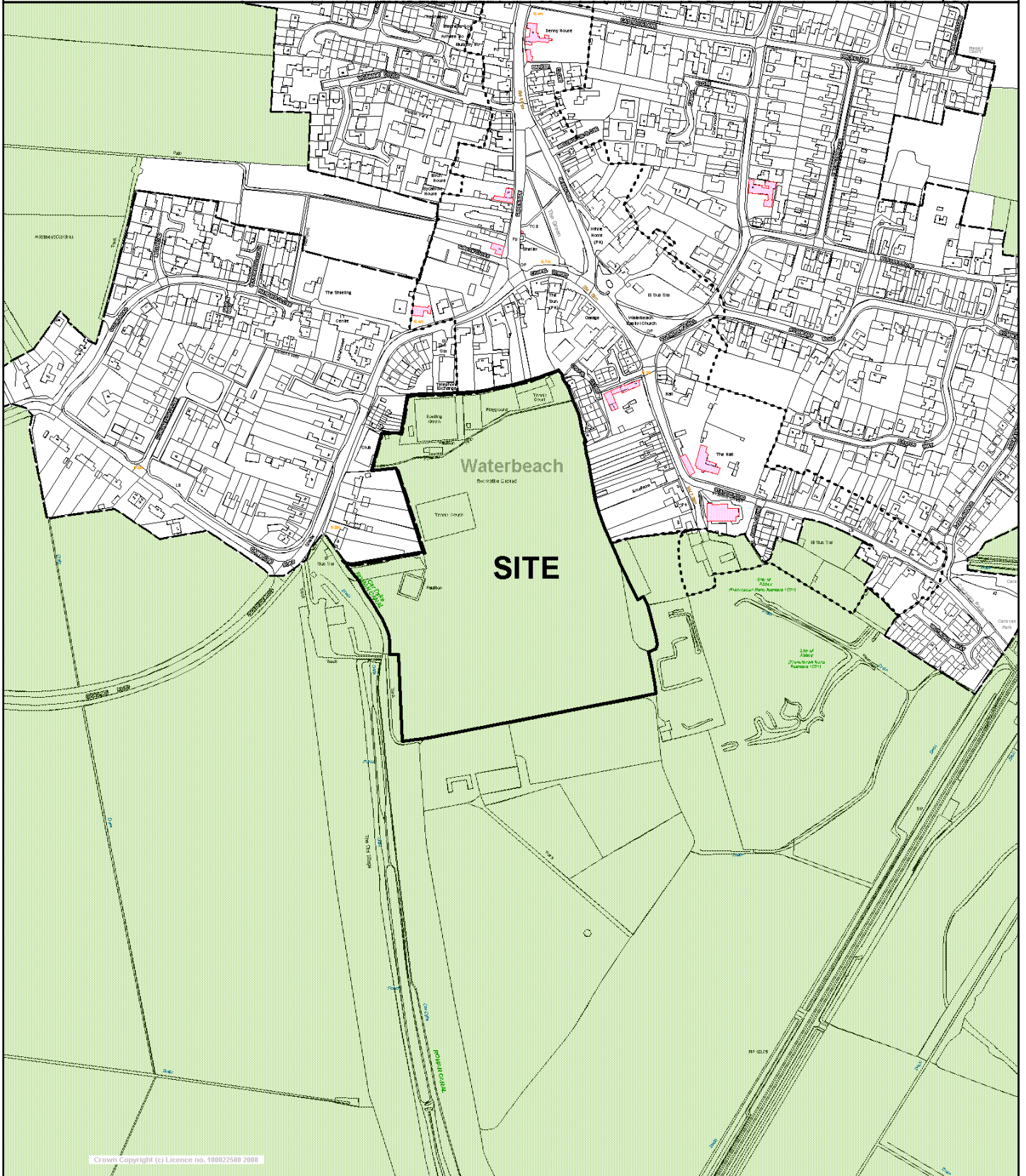
Notes:

This Application has been reported to the Planning Committee for determination because the proposal is contrary to the development plan and will be referred to the Secretary of State.

Departure Application

Site and Proposal

1. The recreation ground, measuring approximately 6 hectares, is sited to the south of the village of Waterbeach outside of the village framework and within the Cambridge Green Belt. The scheduled ancient monument, Car Dyke, lies adjacent to the west of the site. To the northwest the site is adjoined by rear gardens of properties fronting Cambridge Road and the Beach Social Club. To the north residential and commercial properties fronting Chapel Street, in the heart of the village, and to the east residential properties on Station Road back onto the site. To the south and southeast lies open countryside. The site is flat and bordered by mature hedges to east and southern boundaries.
2. It has vehicular access via a dirt track off Cambridge Road and further pedestrian accesses are provided off Cambridge Road and Chapel Close. Car parking is currently provided within an area north of a modern pavilion sited on the western side of the ground.
3. This full planning application, received on 31st January 2008, seeks permission for a community building, primarily to serve the needs of a well-established youth club that operates currently from the Old Pavilion building on the recreation ground. The building proposed measures 15.0m by 16.0m and is 7.3m high. The building will provide a hall with ancillary rooms, including a mezzanine within the roof space. The application was amended on 16th May 2008 to include a fly-hip roof design and additional car parking area to provide a total of 50 spaces.
4. The application was accompanied by eleven letters of support from organisations such as Waterbeach and Landbeach Action For Youth (WAY project), and arts development officer for Start (who support arts development), a police community officer, Waterbeach Colts Football Club, three youth club workers; and a letter from Waterbeach Youth Club signed by



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4th June Planning Committee

twenty-one individuals. These letters acknowledge the very important role the facility would provide, primarily to enable a very successful youth club that serves the village to expand into purpose built facilities. The club currently operates from the old pavilion and is limited in space and with Health and Safety implications. The roles of the youth club in relation to youth activities, anti-social behaviour and building within the youth population a sense of community and pride in the village. The new facility would enable the youth club to accommodate the increasing numbers of youth who wish to attend.

5. The Parish Council, in support of its application, has submitted two letters. These reiterate the need for purpose built community facilities. It notes:
 - (a) The importance of the youth facilities in keeping crime and vandalism low in Waterbeach.
 - (b) Letters of support clearly identify the need for improved facilities for the youth club.
 - (c) The village Plan project identifies a need for community space for healthy living classes and public access to the internet, which can be provided alongside the youth club.
 - (d) The design incorporates a mezzanine storage area to accommodate further expansion.
 - (e) This building means the Old Pavilion will be vacated, freeing up valuable space for a Parish Council office or youth club.

Planning History

6. **S/0239/95/F** – an application for permission change of use of land to recreation ground with car park (retrospective application) and erection of a sports pavilion was approved in relation to land adjacent to the recreation ground, off Cambridge Road.
7. **S/0093/99/O** – approved a community building (use class D1).
8. **S/1183/00/F** – granted permission for a pavilion and bowls green.
9. **S/0971/01/F** – an application for change of use of tennis court to fenced play area was approved.
10. **S/1536/01/F** – proposed extensions to the old pavilion to create a multi-purpose community building together with access and parking was refused.
11. A proposal to extend the old pavilion (ref. **S/0743/02/F**) to create a multi-purpose community building together with access and parking was approved. This has not been implemented.
12. A current application, submitted in tandem with the subject proposal for groundsman's shed is due to be approved under officers' delegated powers (ref. **S/0197/08/F**).

Planning Policy

Cambridgeshire and Peterborough Structure Plan 2003:

13. **Planning Policy Guidance 2, “Green Belts”**, states: The construction of new buildings inside a Green Belt is inappropriate unless it is for the following purposes, inter alia: essential facilities for outdoor sport and outdoor recreation and for other uses of land which preserve the openness of the Green Belt and which do not conflict with the purposes of including land within it.
14. **Policy P1/3 – Sustainable Design** requires a high standard of design and sustainability for all new development, which provides a sense of place and responds to the local character of the built environment.
15. **Policy P9/2a – Green Belt** defines the extent to which urban growth around Cambridge will be limited in order to preserve the character of Cambridge, maintain and enhance the quality of its setting, and to prevent communities merging into one another and the city. In the Green Belt development is limited to appropriate rural uses such as for agriculture.

South Cambridgeshire Development Core Strategy DPD 2007:

16. **Policy ST/1 – Green Belt** establishes that a Green Belt will be maintained around Cambridge, which will define the extent of the urban area.

South Cambridgeshire Development Control Policies DPD 2007:

17. **Policy DP/1 – Sustainable Development** states that development will only be permitted where it is demonstrated that it is consistent with the principles of sustainable development, as appropriate to its location, scale and form.
18. **Policy DP/2 – Design of New Development** states that all new development must be of high quality design and, inter alia:
 - (a) Preserve or enhance the character of the local area.
 - (b) Conserve or enhance important environmental assets of the use.
 - (c) Include variety and interest within a coherent design.
 - (d) Provide higher residential densities, and a mix of housing types including smaller homes.
 - (e) Provide high quality public spaces.
 - (f) Include high quality landscaping compatible with the scale and character of the development and its surroundings.
19. **Policy DP/3 – Development Criteria** states:

All development proposals should provide, as appropriate to the nature, scale and economic viability, inter alia:

 - (a) Affordable housing.
 - (b) Car parking, with provision kept to a minimum.
 - (c) Safe and secure cycle parking.
 - (d) Outdoor play space.
 - (e) Safe and convenient access for all to public buildings.
 - (f) Screened storage and collection of refuse, including recyclable materials.
 - (g) A design and layout that minimises opportunities for crime.

- (h) Financial contribution towards the provision and, where appropriate, the maintenance of infrastructure, services and facilities required by the development.
 - (i) It also states planning permission will not be granted where the proposed development would have an unacceptable adverse impact, inter alia:
 - (a) Residential amenity
 - (b) From traffic generated
 - (c) On village character
 - (d) On ecological, wildlife and archaeological interests.
 - (e) On flooding and flood risk.
 - (f) On recreation or other community facilities.
20. **Policy GB/1 – Green Belt** states that there is a presumption against inappropriate **development** in the Green Belt, as defined in section 3 of PPG2: Green Belts.
21. **Policy GB/2 – Mitigating the Impact of Development in the Green Belt** requires appropriate development in the Green Belt to be located and designed so that it does not have an adverse effect on its rural character and openness and subject to appropriate landscaping.
22. **Policy NE/6 – Biodiversity** requires new developments to aim to maintain, enhance, restore or add to biodiversity. The District Council will refuse development that would have an adverse significant impact on the population or conservation status of protected species, priority species or habitat, unless the impact can be adequately mitigated by measures secured by planning conditions. Previously developed land will not be considered to be devoid of biodiversity. The re-use of such sites must be undertaken carefully with regard to existing features of biodiversity interest. Development proposals will be expected to include measures that maintain and enhance important features whilst incorporating them within any development of the site.
23. **Policy CH/2 – Archaeological Sites** requires that archaeological sites will be protected in accordance with national policy (currently PPG16).
24. **Policy TR/1 – Planning for More Sustainable Travel** states planning permission will not be granted for developments likely to give rise to a material increase in travel demands unless the site has a sufficient standard of accessibility to offer an appropriate choice of travel by public transport or other non-car travel modes. The amount of car parking provision in new developments should be minimised, compatible with their location. Developments should be designed from the outset with permeable layouts to facilitate and encourage short distance trips by cycle and walking. Safe and secure cycle parking shall be provided.
25. **Policy TR/2 – Car and Cycle Parking Standards** states car parking should be provided in accordance with the Council's maximum standards, to reduce over reliance on the car and to promote more sustainable forms of transport.
26. **Policy TR/4 - Non-motorised Modes** states that the District Council will use its planning powers by ensuring that all new developments are designed at the outset to facilitate and encourage short distance trips between home, work, schools and for leisure.

Consultation

27. **Waterbeach Parish Council** – has not commented. It is the applicant.
28. **Sport England** – comments to be reported verbally.
29. **Landscape Design Officer** – comments to be reported verbally.
30. **Local Highway Authority** – has no objection, commenting on the initial scheme that the applicants have demonstrated that there is adequate visibility available at the existing access. The additional vehicle movements on the existing access are acceptable. It requests that conditions be added if approved requiring pedestrian visibility splays and the manoeuvring area be provided as shown on the plan; and are retained and kept free of obstruction. Further comments on the amended scheme will be reported verbally.
31. **Waterbeach Internal Drainage Board** – has no comment from a drainage point of view.

Representations

32. None received.

Planning Comments – Key Issues

33. The key considerations in determining this application are sustainability, Green Belt, design, car parking, the existing playing field, archaeology, and the extant planning permission.

Sustainable principles

34. The proposal will enable the Parish to provide additional infrastructure to meet the needs of its expanding population. The location is easily accessible via foot, cycle or public transport due to its proximity to and footpath connections with the village centre. The proposals do not include cycle parking provision, however this could be the subject of a planning condition, and will minimise the need to travel by car. The facility will contribute towards the creation of a mixed and socially inclusive community, as supported by the letters accompanying the application. It will not harm biodiversity or the natural environment.

Design

35. The initial submission for a gabled roof was considered to not fit comfortably with the existing pavilion, next to which it is to be sited, as this has a hipped roof. The revised design shows a 'fly-hip' roof type. This is an acceptable compromise, as it better reflects with its neighbour and eases its visual impact on the countryside. The building is compatible with its surroundings in terms of its scale, mass, form, siting, design, proportion and materials, which reflect the existing pavilion.

Car parking

36. The amended site layout plan shows a larger area of car parking. It is not clear from it that fifty spaces can be provided. In order to adequately meet the existing and proposed needs a more detailed layout plan has been requested to ensure that provision is closer to the level set out in policy TR/2. Members will be updated verbally at the meeting.

Highways

37. The conditions requested by the Local Highway Authority are noted, however, the access is as existing and it is not proposed to alter it. They note that the scheme is acceptable. The conditions are unnecessary and do not meet the tests set out in Circular 11/95, "The use of conditions in planning permission".

Green Belt

38. The proposed site is within the Green Belt. The use is not one that is identified as 'appropriate' in PPG2 (Green Belts). The building is well-related to the existing pavilion and is compatible with the existing recreational use of the site. Although the comments of Sport England are awaited it is officers' view that there will not be significant harm to the recreation function of the playing field, as it is on a little used area, away from the sports pitches. The design is considered to minimise its visual impact upon the countryside but any building will reduce openness of the Green Belt. No other significant harm has been identified in considering the application. The harm by way of inappropriateness is outweighed by the very special circumstances put forward by the applicant i.e. the need for improved community facilities and benefit to the community.
39. The proposal falls within the requirements of The Town and Country Planning (Green Belt) Directive 2005, as it is inappropriate development that would have a significant impact upon the openness of the Green Belt due to its relatively prominent location in the landscape.

Recommendation

40. That the Committee, subject to receiving a detailed car parking plan, the comments of the Local Highways Authority, Landscape Design Officer and Sport England, be minded to approve the application and that it be referred to the Secretary of State in accordance with The Town and Country Planning (Green Belt) Directive 2005.
41. In the event that the Secretary of State does not call the application in for her decision, approval, as amended by letter dated 3rd April 2008 and drawing nos. KK/0802/1 rev. A, KK/0802/2 rev. A and KK/0802/4 rev. A be issued with the following planning conditions attached:
1. The development hereby permitted shall be begun before the expiration of 3 years from the date of this permission.
(Reason - To ensure that consideration of any future application for development in the area will not be prejudiced by permissions for development which have not been acted upon.)
 2. No development shall take place until full details of both hard and soft landscape works have been submitted to and approved in writing by the Local Planning Authority. These details shall include indications of all existing trees and hedgerows on the land and details of any to be retained, together with measures for their protection in the course of development. The details shall also include specification of all proposed trees, hedges and shrub planting, which shall include details of species, density and size of stock.

(Reason - To ensure the development is satisfactorily assimilated into the area and enhances biodiversity in accordance with Policies DP/2 and NE/6 of the adopted Local Development Framework 2007.)

3. All hard and soft landscape works shall be carried out in accordance with the approved details. The works shall be carried out prior to the occupation of any part of the development or in accordance with a programme agreed in writing with the Local Planning Authority. If within a period of five years from the date of the planting of any tree that tree, or any tree planted in replacement for it, is removed, uprooted or destroyed or dies, another tree of the same species and size as that originally planted shall be planted at the same place, unless the Local Planning Authority gives its written consent to any variation.

(Reason - To ensure the development is satisfactorily assimilated into the area and enhances biodiversity in accordance with Policies DP/2 and NE/6 of the adopted Local Development Framework 2007.)

4. 'Notwithstanding the submitted details, which are specifically omitted from this permission, no development shall take place until details of the materials to be used in the construction of the external surfaces of the buildings hereby permitted have been submitted to and approved in writing by the Local Planning Authority. Development shall be carried out in accordance with the approved details.

(Reason - To ensure the appearance of the development is satisfactory in accordance with Policy DP/2 of the adopted Local Development Framework 2007.)

5. The building, hereby permitted, shall not be occupied until parking and turning space has been laid out within the site in accordance with a scheme to be submitted to and approved in writing by the Local Planning Authority.

(Reason - In the interests of highway safety in accordance with Policy DP/3 of the adopted Local Development Framework 2007.)

6. The building, hereby permitted, shall not be occupied until covered and secure cycle parking has been provided within the site in accordance with a scheme to be submitted to and approved in writing by the Local Planning Authority.

(Reason - To ensure the provision of covered and secure cycle parking in accordance with Policy TR/2 of the adopted Local Development Framework 2007.)

7. No development shall take place until a scheme of ecological enhancement has been submitted to and approved in writing by the Local Planning Authority. The scheme shall include details of the features to be enhanced, recreated and managed for species of local importance both in the course of development and in the future. The scheme shall be carried out prior to the occupation of any part of the development or in accordance with a programme agreed in writing with the Local Planning Authority.

(Reason - To enhance ecological interests in accordance with Policies DP/1, DP/3 and NE/6 of the adopted Local Development Framework 2007.)

8. No external lighting shall be provided or installed within the site other than in accordance with a scheme which has been submitted to and approved in writing by the Local Planning Authority.
(Reason -To minimise the effects of light pollution on the surrounding area in accordance with Policy NE/14 of the adopted Local Development Framework 2007.)
9. No development shall take place until a scheme for the siting and design of the screened storage of refuse has been submitted to and approved in writing by the Local Planning Authority. The screened refuse storage [for each dwelling] shall be completed before that/the dwelling is occupied in accordance with the approved scheme and shall thereafter be retained.
(Reason - To provide for the screened storage of refuse in accordance with Policy DP/3 of the adopted Local Development Framework 2007.)

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

- South Cambridgeshire Core Strategy DPD 2007
- South Cambridgeshire Development Control Policies DPD 2007
- Cambridgeshire and Peterborough Structure Plan 2003
- Planning Policy Guidance 2: Green Belts
- Circular 11/95
- Planning files ref. S/0239/95/F, S/0093/99/O, S/1183/00/F, S/0971/01/F, S/1536/01/F, S/0743/02/F, S/0197/08/F and S/0198/08/F

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