

SOUTH CAMBRIDGESHIRE DISTRICT COUNCIL

REPORT TO: Planning Committee 2nd June 2010
AUTHOR/S: Executive Director (Operational Services)/
Corporate Manager (Planning and New Communities)

S/0507/10/RM – CAMBOURNE

Reserved Matters of Layout, Scale, Appearance, Access and Principles of Landscaping for a Sports Centre, Extended Car Park, New Vehicular Access to Sports Fields and Associated Landscaping Works, Sports Centre Site, Land North-West of Youth centre, Back Lane for MCA Developments Ltd

Recommendation: Delegated: Approval

Date for determination: 30th June 2010

Notes:

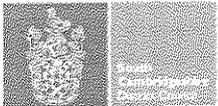
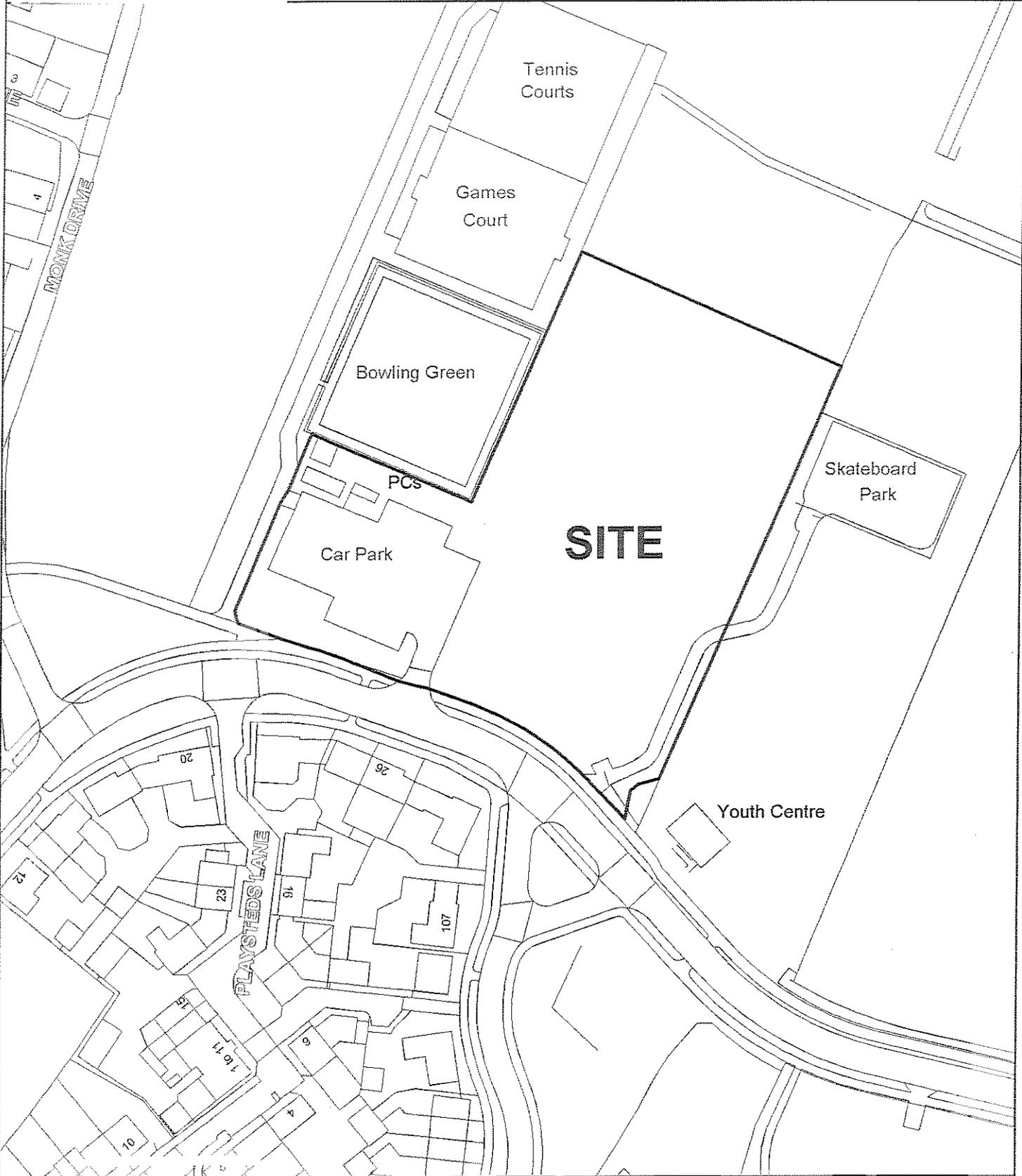
This application has been reported to the Planning Committee for determination because it relates to a timetable for provision which, if not met, is subject to Injunctive Proceedings which were authorised by this Committee in December 2009.

Site and Proposal

1. The proposed sports centre will be located on a prominent site that sits on the northern side of the village. There is an existing vehicular access off Back Lane and the site is presently rough grassland. Surrounding the site there are sports fields, a bowling green and a MUGA (multi-use games area) and to the south east there is a car park and temporary changing facilities. To the east of the proposed new access there is a strip of mature vegetation that separates the site from the adjacent temporary youth centre and skate park. The nearest residential properties are on the southern side of Back Lane and to the far west of the bowling green and MUGA. The site forms part of an overall area allocated for sports in the approved Cambourne Masterplan.
2. A reserved matters application was received on 31st March 2010 for the layout, scale, appearance, access and principles of landscaping for a sports centre with a gross internal floor area of 1,572 sqm. The building will incorporate a sports hall, dance studio, gym, changing rooms, social area and has a pay and play functionality. The application also proposes an extension of the existing car park, landscaping and a new vehicular access to the sports fields north of the site. The provision of a sports centre was a requirement of part 2 of the third schedule of the Section 106 agreement for Cambourne that was signed in April 1994.

Planning History

3. **S/1371/92/O** - Outline planning consent was originally granted in 2004 for the settlement of Cambourne. The S106 agreement that was attached to this planning consent required the provision of a 'Multi Purpose Sports Centre' of 1425sq.m. with 144 parking spaces and subject to users being able to "pay and play" (i.e. not requiring to become members).



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Scale 1/1250 Date 19/5/2010

Centre = 532467 E 259853 N

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4. The original trigger point for the provision of a sports centre was on the completion of the 2000th dwelling, which was reached in 2006. Approximately 2,900 dwellings are now occupied out of the 3,300 approved. The applicant requested a variation to the trigger point whilst an operator for the centre was found, and this was reported to Planning Committee on 2nd December 2009. Members agreed to vary the trigger point in the S106 to 1st December 2011 and also to authorise injunctive proceedings if the timetable for the provision of the sports centre is not met. The timetable which, if not met would result in injunctive proceedings, was set as:
5. Submission of application by 24-3-10; Approval of application by the soonest of 13wks from submission or 23-6-10; submission of tender by the soonest of 5wks from permission or 28-7-10; start on site by the soonest of 11wks from close of tender or 24-11-10; not to slip more than 8 weeks from the construction programme; and completion by 1st December 2011.
6. This application has been submitted in order to comply with the timetable for the provision of the sports centre. The determination of the application within the statutory thirteen-week period would result in SCDC fulfilling its obligation to facilitate the delivery of the sports centre.

Planning Policy

7. East of England Plan 2008:
SS1 - Achieving Sustainable Development
ENV7 - Quality in the Built Environment
8. South Cambridgeshire Local Development Framework Core Strategy Development Plan Document, adopted January 2007:
N/A
9. South Cambridgeshire Local Development Framework Development Control Policies DPD, adopted July 2007:
DP/1 - Sustainable Development
DP/2 - Design of New Development
DP/3 - Development Criteria
TR/2 – Car and Cycle Parking Standards
10. Supplementary Planning Documents, adopted 2009:
District Design Guide SPD – Adopted March 2010
11. **Circular 11/95 (The Use of Conditions in Planning Permissions)** - Advises that conditions should be necessary, relevant to planning, relevant to the development permitted, enforceable, precise and reasonable in all other respects.

Consultations

12. **Cambourne Parish Council** – Comments will be reported verbally
13. **Sustrans** – has objected to the application, as there is insufficient cycle parking for clients and none for staff. The location of the cycle parking is also considered to be unacceptable as it is too far from the entrance and is therefore not overlooked from the premises.

14. **SCDC Arts Officer** – has requested that the developers make a payment towards art interventions at Cambourne for community benefit.
15. **Police Architectural Liaison Officer** – has requested the following:
 - (a) that adequate lighting of the car park be provided and that it be covered by CCTV;
 - (b) consideration be given to the fact that the open staircases are likely meeting places and would allow access to upper doors;
 - (c) consideration be given to providing a defensible planting strip along the northern and eastern elevations to protect from graffiti;
 - (d) the external doors to be of LPS standard;
 - (e) for the internal door to the plant room to be either excluded or to be of the same standard as the external doors; and
 - (f) that internal CCTV monitor movement within the building.
16. **Sport England** – is pleased to see that recommendations made at the pre-application stage have been incorporated into the proposed design. Sport England is happy to support the application and wish to make some minor additional points:
 - (a) the toilets should be accessible immediately on entering the changing rooms, rather than crossing the changing areas;
 - (b) people may cause the gated entry point to remain open at peak times if there is not quick access into the facility;
 - (c) the proposed studio does not have a ‘clear’ wall on which to site a mirror if this is desired;
 - (d) the water fountain would be better located to serve both gym and studio; and
 - (e) windcatchers can cause problems for badminton players if air speed exceeds 1m per second.
17. **The County Archaeologist** – has requested that a model condition be attached to any consent that is granted.
18. **Cambridgeshire Fire and Rescue Service** – has requested that adequate provision be made for fire hydrants, which may be by way of Section 106 agreement or a planning condition.
19. **SCDC Ecology Officer** – Has stated that the sports centre is particularly suitable for the erection of swift boxes and requested that a scheme of ecological enhancement be provided.

Representations

20. E-mails in support of the application have been received from the owner/occupiers of 2 Oakwood Drive, 21 Miller Way and 21 Tithe Way (on behalf of Cambourne Tennis Club).
21. The owner/occupier of 39 Greenhaze Lane welcomes the leisure centre but is disappointed that squash and swimming are not catered for.
22. The owner/occupier of 4 Bullrush Lane has questioned where the outdoor sports users are expected to change.

Planning Comments – Key Issues

Design

23. The sports centre has been designed to take reference from the other modern buildings in Back Lane and from the surrounding natural environment on this edge of village site. The functional requirements of the building have also influenced its design as well as a desire for it to positively address Back Lane. The elevations are proposed to be finished in timber cladding, with vertical elements, including windows, to break up the horizontal expanse of the walls. The entrance is highlighted by a red coloured canopy. The south eastern front corner of the building would be a café which also has vertical floor-to-ceiling windows to provide overlooking of the outdoor area.
24. The building's location within the site, and its internal layout and location of the escape stairs, have been planned so that it has the ability to accommodate possible expansion in the future. The design of the building also maximises solar gain and involves technologies such as roof mounted windcatchers to allow the natural circulation of air to ensure that energy usage is reduced.
25. The comments of Sports England and the Police Architectural Liaison Officer will be forwarded to the applicant for their attention. In the case of the former the comments are based on the internal layout of the sports centre and are not matters to be considered in the determination of this application. In the case of the latter the use of defensive planting can be considered once a detailed scheme of landscaping is submitted and the approval of a scheme of lighting will be required by way of a condition. Although the Architectural Liaison Officer recommends the use of internal and external CCTV, its use is a matter for the applicant to consider.

Landscaping

26. The proposed landscaping will enhance the existing vegetation and the development will not result in the loss of any trees or significant vegetation. More detailed plans will be secured by way of a standard landscaping condition. The requirement for additional cycle parking will have an impact upon part of the proposed landscaping, which is detailed below.

Compliance with the original Section 106 agreement

27. The LDF policies detailed in this report are concerned more with the design and impact of the sports centre rather than focussing on what facilities it provides. In considering the acceptability of the facilities within the sports centre it is therefore necessary to refer to the S106 agreement that was attached to the outline consent for Cambourne, which has subsequently been amended.
28. The Section 106 required that a sports centre with a gross internal floor area of 1,425 sqm be provided. This sports centre was to include a sports hall, ancillary hall, 2 squash courts, fitness room, health suite, changing rooms, a bar, a car park and have a play and play functionality.
29. Since the signing of the S106 in 1994 there is a general consensus that these requirements have become outdated and Planning Committee agreed to changes in the specification of the sports centre in the S106 on 5th April 2006. The present proposal is the result of consultation with Sport England, Council Officers and Cambourne Parish Council, with the aim of securing a sports centre that is

deliverable, financially viable, and meets the needs for Cambourne residents. The operator of the sports centre, Active Nation, has resulted in a proposal that it believes would be commercially viable.

30. In comparison with the above schedule this proposal includes a sports centre that has a gross internal floor area of 1,572 sqm, with a sports hall and gym both of which have areas that exceed the requirements of the S106 and are more realistic. In addition to the sports hall and gym there will be a dance studio, changing rooms, social area and car park. The facilities will have a pay and play functionality.
31. Although it is recognised that there is a need for permanent changing facilities for the users of the outdoor sports pitches the sports centre is not required to provide such a facility. It would therefore be unreasonable to refuse this application on the basis of facilities that the local community has aspirations to see provided. Moreover there is a further requirement in the original S106 Agreement for outdoor changing facilities to be provided within a pavilion. At the Great Cambourne cricket pitch (on the south side of Back Lane), the design of which officers are negotiating at the moment.

Provision of car and cycle parking

32. This application proposes to extend the existing car park that is presently being used to serve the bowling green, MUGA and sports fields. The applicant states that the level of car parking provided is up to the maximum level allowed in the Section 106 (144 spaces), which breaks down into 109 spaces at the front of the site and 24 to the rear (north). There are an additional 11-disabled parking spaces near to the entrance of the building.
33. In accordance with the standards for car parking provision detailed in the LDF the maximum parking requirement for the sports centre alone would equate to only 71 spaces. However the total spaces that are required are also to serve the existing bowling green, MUGA and sports pitches. Presently only twenty cycle parking spaces are proposed, which falls well below the figure of 63 that would be needed to accord with the standards for cycle parking provision detailed in the LDF. In addition to an under provision of cycle parking the proposed location of the cycle parking is unacceptable as it does not benefit from the natural surveillance provided by the entrance and reception area of the building.
34. The applicant has been made aware of this issue and has been requested to amend the application in order to provide increased cycle parking, to be located at the front of the building. This relocation is likely to result in a loss of part of the strip of landscaping that is presently proposed at the front of the building, but is considered acceptable

Public Art

35. As this is a reserved matters application it would not be reasonable to request money towards the provision of public art as this matter has already been considered, and the requirement discharged, at the outline stage.

Drainage and others issues

36. Officers are fully aware of issues regarding surface and foul water drainage at Cambourne. Therefore conditions will be used to ensure that drainage schemes are submitted for approval before development commences. In addition to this the works will be inspected to ensure that they have been carried out in accordance with the

approved details. In terms of foul water there is capacity at Uttons Drove to accommodate a development of this scale.

37. Further to the comments of SCDC's Ecology Officer and Cambridgeshire Fire and Rescue Service planning conditions will be used to secure the provision of a scheme of ecological enhancement and fire hydrants.

Recommendations

38. Approval – subject to the provision of amended plans demonstrating an increase in the cycle parking provision being provided at the front of the building, delegated powers are sought to approve the application, subject to the following conditions:
1. Standard Condition A – Time limited permission (Reason A);
 2. Sc5a – Details of materials for external walls and roofs (Rc5a(ii));
 3. Sc51 – Landscaping (Rc51);
 4. Sc52 – Implementation of landscaping (Rc52);
 5. No development shall take place within the area indicated until the applicant, or their agents or successors in title, has secured the implementation of a programme of archaeological work in accordance with a written scheme of investigation which has been submitted by the applicant and approved in writing by the Local Planning Authority.)
(Reason - To secure the provision of archaeological excavation and the subsequent recording of the remains in accordance with Policy CH/2 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 development shall take place until a scheme for the provision and location of fire hydrants to serve the development to a standard recommended by the Cambridgeshire Fire and Rescue Service has been submitted to and approved in writing by the Local Planning Authority. The development shall not be occupied until the approved scheme has been implemented.
(Reason - To ensure an adequate water supply is available for emergency use.)

9. 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 ensure that the proposed lighting provides sufficient security for the site in accordance with Policy NE/14 of the adopted Local Development Framework 2007.)
10. Prior to the commencement of any development, a scheme for the provision and implementation of foul water drainage shall be submitted to and approved in writing by the Local Planning Authority. The scheme shall be constructed and completed in accordance with the approved plans prior to the occupation of any part of the development or in accordance with the implementation programme agreed in writing with the Local Planning Authority. (Reason - To reduce the risk of pollution to the water environment and to ensure a satisfactory method of foul water drainage in accordance with Policy NE/10 of the adopted Local Development Framework 2007.)
11. Prior to the commencement of any development, a scheme for the provision and implementation of surface water drainage shall be submitted to and approved in writing by the Local Planning Authority. The scheme which will include provision for inspections by the local Planning authority shall be constructed and completed in accordance with the approved plans prior to the occupation of any part of the development or in accordance with the implementation programme agreed in writing with the Local Planning Authority (Reason - To ensure a satisfactory method of surface water drainage and to prevent the increased risk of flooding in accordance with Policies DP/1 and NE/11 of the adopted Local Development Framework 2007.)

Informatives - none

Reasons for Approval

1. The approved development is considered generally to accord with the Development Plan and particularly the following policies:
 - **South Cambridgeshire Local Plan 2004: DP/1** (Sustainable Development), **DP/2** (Design of New Development), **DP/3** (Development Criteria) and **TR/2** Car and Cycle Parking Standards
2. The proposal conditionally approved is not considered to be significantly detrimental to the following material planning considerations which have been raised during the consultation exercise:
 - Lack of outdoor changing facilities within the sports centre
 - Cycle parking
 - Lighting and CCTV
 - Ecological enhancement
 - Landscaping
 - Drainage

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

- South Cambridgeshire Local Development Framework (LDF) Development Control Policies, adopted July 2007.

- South Cambridgeshire Local Development Framework (LDF) Supplementary Planning Documents: District Design Guide.
- Circular 11/95.
- Planning File Refs: S/1371/92/O, and S/0507/10/RM.

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