

## **SOUTH CAMBRIDGESHIRE DISTRICT COUNCIL**

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**REPORT TO:** Planning Committee

3 November 2010

**AUTHOR/S:** Executive Director (Operational Services)  
Corporate Manager - Planning and New Communities

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**S/0983/10/F - CAMBOURNE  
13 Dwellings (Affordable Housing) and Associated Works  
at East Part of Land Parcel UC11, Upper Cambourne  
for Cambridge Housing Society**

**Recommendation: Delegated Approval**

**Date for Determination: 25 October 2010**

**Notes:**

**This application has been reported to the Planning Committee for determination because Cambourne Parish Council has recommended refusal.**

**Site and Proposal**

1. The whole of land parcel UC11 is 1.08 hectare and this application comprises just under half of the land parcel (approximately 0.3 hectares). UC11 is located in the heart of the northern part of Upper Cambourne and is accessed by the northern spine road (Stirling Way). To the north there is an area of existing hedgerow that forms part of the East West Greenway. To the south and east there are further housing development parcels that originally formed part of the 3300 consent and are now proposed to be developed as part of the 950 application (planning reference S/6438/07/O). The site is flat and vacant. A reserved matters application for 27 dwellings on the western part of UC11 went before the Planning Committee on 1 September and was approved.
2. This full planning application, received on 26 July 2010 and amended on 23 September 2010, proposes 13 dwellings and associated roads. The roadway runs in an east to west direction where it meets a cycleway that crosses the site in a north/south direction. A tree lined spur to the south links the development with land parcel UC15. The application proposes the development of three detached and ten semi-detached dwellinghouses. All of these dwellinghouses will be two-storey except for a single-storey dwelling on plot 24.
3. As amended, the west elevation of unit 30 now has a bay window and the rumble strips shown as traffic calming have been omitted in favour of 75mm ramps. The first of these changes was requested in order to ensure that there is greater natural surveillance from habitable room windows over the highway leading into land parcel UC15. The house types for several of the plots have also been amended at the case officer's request.

**Planning History**

4. **S/1371/92/O** - Outline permission granted for 3300 dwellings in April 2004.

5. **Upper Cambourne Development Briefing Document Revision H**, associated with this application, sets out the design principles for the site.

### **Planning Policy**

6. Cambridgeshire and Peterborough Structure Plan 2003:  
**P9/8** Infrastructure Provision
7. South Cambridgeshire Local Plan 2004 (saved policies):  
**Cambourne 2** – Development in accordance with Cambourne Design Guide.  
**SE7** – New Settlement of Cambourne
8. Local Development Framework Core Strategy 2007:  
**STa-k** Objectives arising from the Strategic Vision for South Cambridgeshire  
**ST/4** Rural Growth Centres
9. Local Development Framework Development Control Policies 2007:  
**DP/1** Sustainable Development  
**DP/2** Design of New Development  
**DP/3** Development Criteria  
**DP/6** Construction Methods  
**HG/5** Exception Sites for Affordable Housing  
**NE/6** Biodiversity  
**NE/14** Lighting Proposals  
**TR/1** Planning for More Sustainable Travel  
**TR/2** Car and Cycle Parking Standards
10. Open Space in New Developments SPD – adopted 2009  
**Trees and Development Sites SPD - adopted 2009**  
**Affordable Housing SPD – adopted 2010**  
**District Design Guide SPD – adopted 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.
12. **Circular 05/2005** - Planning Obligations: Advises that planning obligations must be relevant to planning, necessary, directly related to the proposed development, fairly and reasonably related in scale and kind and reasonable in all other respect.

### **Consultations**

13. **Cambourne Parish Council** recommended refusal of the original plans on the following grounds:
  - (a) The design and layout of the site is boring, unimaginative, lazy and too uniform.
  - (b) Excessive amount of tandem parking.
  - (c) There is no LAP.
  - (d) Concern that the % of affordable housing is high compared to market housing due to the delay in construction of market housing.
  - (e) Concern over lack of front gardens.
  - (f) Lack of consultation from the developers with the Parish Council prior to submission of the application.

- (g) There is insufficient information to satisfy the Council that the drain infrastructure has the capacity to take further dwellings.

The following proposal was agreed by the Council and will apply until it is satisfied that the drain situation has been resolved.

The Council feels that there may be a design problem with the drainage system, resulting in the well-publicised flooding near the pumping station. Therefore until the Developers can prove to the satisfaction of the District and Parish Councils that the present drainage system is capable of coping with the existing and additional foul drainage discharge, Cambourne Parish Council is unlikely to be in a position to recommend approval of any large scale planning application. The District and Parish Council would have to be satisfied that any further application would not adversely affect dwellings lower down the drainage system.

14. **Ecology Officer** – considers the scheme of nest box provision to be satisfactory.
15. **Partnership Projects Officer** – “Circle Anglia submitted a bid for funding to the HCA, which the Local Authority supported by confirming that it is one of our top priority schemes needing the HCA's support. The deadline of 4<sup>th</sup> October was missed and the bid was not successful. Since then I've had discussions with the HCA and the RSL partners to look at our options. The HCA are aware that this site is of strategic importance to the Local Authority and we've agreed that the scheme will go into the "in yr bidding" programme and wait for any funding slippage within the current HCA programme. In the mean time the RSL and I are working to agree a flex within the tenure mix that would allow them to continue to progress the scheme, as this will then stand a better chance of attracting funding in the future.”
16. **Landscape Officer** – has no objection and has requested that a scheme of landscaping be submitted.
17. **Urban Design** – has no objection to the amended plans.
18. **Cambridgeshire Fire and Rescue** – has requested that adequate provision be made for fire hydrants.
19. **Local Highway Authority (Cambridgeshire County Council ('CCC'))** – has requested that several conditions relating to visibility and surface water drainage onto the public highway be attached to any consent that is granted. Concerns are also raised about the use of 'rumble' strips as traffic calming features and it is requested that they be changed to 75mm ramps.
20. **Police Architectural Liaison Officer** – has advised that plots 26 and 27 need protecting with defensible planting.
21. **Education (CCC)** – has confirmed that, as the application is for 100% affordable housing, no education contribution will be sought.
22. **Anglian Water** – has no objection and has confirmed that Uttons Drove Sewage Treatment Works has the capacity to accommodate the foul drainage from this development. Several informatives have been suggested.

### **Representations**

23. None received.

## **Planning Comments – Key Issues**

24. This application has been submitted as a full application due to the fact that the dwelling numbers fall outside of the 3300 dwellings that were originally approved at Cambourne under S/1371/92/O. The submission of this latest application is due to the fact that a bid had been submitted to the Homes and Communities Agency ('HCA') for a grant to fund forty affordable dwellings on land parcel UC11. These forty dwellings include the twenty-seven that were approved by Planning Committee on 1<sup>st</sup> September (S/0982/10/RM) and the thirteen dwellings that are proposed in this application. The somewhat complicated situation of submitting a reserved matters and a full application for different parts of the land parcel came about out of a need to meet the timeline to secure the funding for the delivery of the affordable housing. In the intervening period since approval of the reserved matters application this bid has been turned down, due to the fact that planning permission was not in place for all of the dwellings in the land parcel. However this application is still to be determined and the applicant is exploring means of securing alternative funding with the Council's Partnership Projects officer.
25. The submission of a full application means that planning issues that could not be considered during the determination of the reserved matters application, due to the fact that they were covered by the original outline consent, now need to be considered. These include issues such as drainage and the provision of open space and community facilities. In addition to these additional considerations, the Parish Council's and other consultees' comments about design and levels of affordable housing at Upper Cambourne are addressed below.

### ***Design***

26. The layout of the east part of land parcel UC11 is a continuation of the approved scheme for the west part and the dwellings have been located so that they positively address the highway and cycleway that cross through the site. The route through the land parcel to UC15 has also influenced the location of the dwellings within the site and allows for runs of houses to be continued into the neighbouring land parcel. Although not within the site edged red of this application, the LAP has a central location within the land parcel.
27. Other than the Parish Council there are no objections to the use of tandem parking, as it allows the dwellinghouses to present strong frontages to the highway, which would also be weakened by having front gardens. It is important for the occupants of the dwellings to have an area of 'defensible space' at the fronts of their properties, which this proposal achieves. The Police Architectural Liaison Officer's comments about defensible planting will be taken into consideration when a scheme of landscaping is submitted in order to discharge the relevant condition.

### ***Affordable Housing***

28. These additional thirteen units are outside the original outline consent, which achieved 30% affordable housing. As the application proposes 100% affordable housing within the village, policy HG3 of the adopted LDF is fully complied with.

### ***Drainage***

29. As this is a full application, drainage is one of the matters that need to be considered, especially in light of the present problems at Cambourne with surface water entering

the foul water system. An update on the issue of drainage, and the works to resolve it, will be given by Stephen Reid at the beginning of the meeting. The problems with flooding are not a result of the foul water system being unable to cope with the amount of housing at Cambourne and officers recognise that MCA is actively seeking a solution, which requires ongoing investigation works. Although Members and the Parish Council have concerns about the ongoing situation it should be recognised that resolution of this matter is not something that can be achieved by this applicant and the refusal of this application would delay the delivery of affordable housing. However, as foul drainage from the additional dwellings discharging into the existing system could exacerbate the problems of flooding after heavy rain events, a control mechanism is therefore considered necessary.

30. In order to mitigate any potential impact that these additional dwellings may have it is proposed to use a planning condition that would allow the dwellings to be constructed but not occupied until such time as officers were confident that the issues surrounding the existing foul and surface water drainage systems had been resolved. The applicant's agent has indicated that the build out of UC11 is unlikely to take place until next year, though they are keen to limit the costs of putting in the infrastructure for the thirteen dwellings by carrying out the works at the same time as putting in the infrastructure for the twenty-seven dwellings that have already been approved. If this infrastructure had to be put in at a latter date then it would have significant cost implications. With this condition in place the applicant would have to consider whether it had the confidence in MCA to resolve the drainage problems before work started on building out the additional thirteen dwellings. In addition to the aforementioned condition, the submission of details of the foul and surface water drainage will also be required by way of conditions. These conditions would allow the Council to ensure that the drainage scheme would not allow surface water to enter the foul water system and until the dwellings were occupied there would be no additional foul water entering the system.

#### ***Section 106 requirements and conditions***

31. A full application of this scale would normally require financial contributions to be secured by way of a Section 106 agreement. Negotiations are ongoing with the applicant about the requirements of the S106, though officers have stated that the S106 would need to cover issues such as public art, public open space, community facilities, bins and possibly education. The County is reviewing its position on this last item. Delegated approval is therefore sought for this application on the basis that a S106 will be drawn up to secure relevant contributions
32. In addition to the requirement for a S106 there are also a number of conditions that were attached to the outline consent for Cambourne that are still relevant to this proposal and will therefore need to be attached to any consent that is granted. At the committee meeting of 6<sup>th</sup> October 2010 a question was raised about conditions 38 to 41 of the original outline consent, which relate to the protection of aquifers. These conditions will be attached to the planning consent and are therefore listed below.

## Recommendation

33. Delegated approval (as amended by drawings received on 11 and 26 August 2010) - subject to the following conditions and completion of a S106 legal agreement:

### Conditions

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. **The development hereby permitted shall be carried out in accordance with the following approved plans AA0724\_2.1\_10 rev B, AA0724/2.1/001 rev E, AA0724/2.1/03 rev D, AA0724-2.3-101 rev A, AA0724-2.3-102 rev A, AA0724-2.3-103 rev A, AA0724-2.3-104 rev A, AA0724-2.3-105 rev A, AA0724-2.3-106 rev A, AA0724-2.3-107, AA0724-2.3-108, AA0724-2.3-109, AA0724-2.3-110, AA0724-2.3-201 rev B, AA0724-2.3-202 rev B, AA0724-2.3-203 rev A, AA0724-2.3-204, AA0724-2.3-205 rev A, AA0724-2.3-206 rev A, AA0724-2.3-207, AA0724-2.3-301 rev B, AA0724-2.3-302 rev A, AA0724-2.3-303 rev A, AA0724-2.3-401 rev A, AA0724-2.3-501 rev A, AA0724-2.3-502 and AA0724-2.3-701.**  
(Reason – To facilitate any future application to the Local Planning Authority under Section 73 of the Town and Country Planning Act 1990.)
3. **No development shall take place until there has been submitted to and approved in writing by the Local Planning Authority a scheme of landscaping, which 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.**  
(Reason – Because insufficient information was submitted with the application; to ensure the use of appropriate species in accordance with the Upper Cambourne Phase 7 Development Briefing Document and the context of the site, and to enhance the quality of the development and to assimilate it within the area, in accordance with South Cambridgeshire Local Plan 2004 saved policies Cambourne 2 and SE7, and South Cambridgeshire Local Development Framework Development Control Policies Development Plan Document policies DP/1 and DP/2.)
4. **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, or replacement planting, any tree or plant is removed, uprooted or destroyed or dies, another tree or plant 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.)

- 5. No development shall take place until a plan showing the location and details of the contractors' building compound and parking area 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.**

(Reason – To ensure that the compound and contractors' parking are adequately accommodated without an adverse impact on existing landscape features, amenity areas or existing residential areas, in accordance with South Cambridgeshire Local Development Framework Development Control Policies Development Plan Document policies DP/2 and DP/6.)
- 6. No development shall take place until a scheme showing access routes for construction traffic (deliveries and spoil removal) has been submitted to and approved in writing by the Local Planning Authority. The development shall subsequently take place strictly in accordance with the approved scheme.**

(Reason – In the interests of the amenities of existing residents in the vicinity, in accordance with South Cambridgeshire Local Development Framework Development Control Policies Development Plan Document policies DP/2 and DP/6.)
- 7. Development shall not take place within 100 metres of the boundaries of occupied dwellings other than in accordance with a scheme to be submitted to and approved by the Local Planning Authority specifying measures to be taken when carrying out construction work to protect those properties against the noise of construction works and construction traffic.**

(Reason – To protect residents of nearby occupied properties against the noise of construction work and construction traffic, in accordance with Policy DP/3 of the adopted Local Development Framework 2007.)
- 8. Prior to the commencement of any development, a scheme for the provision and implementation of foul and surface 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 and surface water drainage and to prevent the increased risk of flooding in accordance with Policies DP/1, NE/11 and NE/10 of the adopted Local Development Framework 2007.)
- 9. None of the dwellings, hereby approved, shall be occupied until it has been demonstrated to the satisfaction of the Local Planning Authority that any foul drainage or surface water drainage discharge will not exacerbate the issue of flooding elsewhere in Cambourne that has arisen as a result of surface water entering the foul drainage system.**

(Reason - To ensure that the risk of flooding elsewhere in Cambourne, as a result of surface water entering the foul drainage system, is not increased as a result of this development, in accordance with Policies DP/1 and NE/11 of the adopted Local Development Framework 2007.)

- 10. Prior to the commencement of any development, a scheme for the provision and implementation of pollution control 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 with the Local Planning Authority.**  
(Reason - To reduce the risk of pollution to the water environment in accordance with Policy DP/1 of the adopted Local Development Framework 2007.)
- 11. No dwelling shall be occupied until the approved space for the storage and collection of wheeled bins for that dwelling has been made available for use.**  
(Reason – To ensure the provision of appropriate facilities in the interests of visual and residential amenity, and usability, in accordance with South Cambridgeshire Local Plan 2004 saved policies Cambourne 2 and SE7, and South Cambridgeshire Local Development Framework Development Control Policies Development Plan Document policy DP/3.)
- 12. The use, hereby permitted, shall not commence [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.)
- 13. No development shall take place until details of materials and finishes for the doors, windows, walls and roofs of the dwellings and garages; hard surfacing, roads, footways, and designs for the cycle stores have been submitted to and approved in writing by the Local Planning Authority. The development shall subsequently be implemented in accordance with the approved details.**  
(Reason – Insufficient information was submitted with the application, and to ensure coordination and consistency with the adjacent parcels, and to enhance the visual quality of the development, in accordance with South Cambridgeshire Local Plan 2004 saved policies Cambourne 2 and SE7, and South Cambridgeshire Local Development Framework Development Control Policies Development Plan Document policies DP/2 and DP/3.)
- 14. No development shall take place until a scheme for the provision of external lighting has been submitted to and approved in writing by the Local Planning Authority. The development shall subsequently take place strictly in accordance with the approved scheme.**  
(Reason – In the interests of amenity, security and the quality of the development, in accordance with South Cambridgeshire Local Plan 2004 saved policies Cambourne 2 and SE7, and South Cambridgeshire Local Development Framework Development Control Policies Development Plan Document policies DP/2, DP/3 and NE/14.)
- 15. During the course of construction, outside a secure compound area (a secure compound is defined as an area with a security fence extending to the ground, and with a gate extending to the ground and locked at night), any steep sided trench of less than 600mm deep must have at least one end sloped, and any steep sided trench**



**of over 600 mm in depth must be covered or fenced if left open overnight.**

(Reason – To prevent injury or death to badgers that may forage on the site, in accordance with South Cambridgeshire Local Development Framework Development Control Policies Development Plan Document policies DP/1, DP/3 and NE/6.)

- 16. Save with the written consent of the Local Planning Authority all pipes, meter boxes, fibres, wires and cables required by statutory undertakers and all other appropriate bodies including cable T.V. operators shall be placed underground or in suitably concealed locations where this would not damage areas of ecological or archaeological importance.**

(Reason – To avoid visual clutter in the interest of the quality of the development, in accordance with South Cambridgeshire Local Plan 2004 saved policies Cambourne 2 and SE7, and South Cambridgeshire Local Development Framework Development Control Policies Development Plan Document policies DP/2 and DP/3.)

- 17. 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.**

(Reason – To avoid visual clutter in the interest of the quality of the development, in accordance with South Cambridgeshire Local Plan 2004 saved policies Cambourne 2 and SE7, and South Cambridgeshire Local Development Framework Development Control Policies Development Plan Document policies DP/2 and DP/3.)

- 18. Visibility splays shall be provided on both sides of all private drives and shall be maintained free from any obstruction over a height of 600 mm within an area of 1.5m x 1.5m measured from and along respectively the highway boundary.**

(Reason – In the interest of highway safety, in accordance with South Cambridgeshire Local Plan 2004 saved policies Cambourne 2 and SE7, and South Cambridgeshire Local Development Framework Development Control Policies Development Plan Document policies DP/2 and DP/3.)

- 19. Visibility splays at road junctions and on the inside of bends shall be laid out and constructed to form part of the highway and not enclosed within the curtilages of adjoining properties.**

(Reason – In the interest of highway safety, in accordance with South Cambridgeshire Local Plan 2004 saved policies Cambourne 2 and SE7, and South Cambridgeshire Local Development Framework Development Control Policies Development Plan Document policies DP/2 and DP/3.)

- 20. The permanent spaces to be reserved on the site 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.**

(Reason – In the interest of highway safety, in accordance with South Cambridgeshire Local Plan 2004 saved policies Cambourne 2 and SE7, and South Cambridgeshire Local Development Framework Development Control Policies Development Plan Document policies DP/2 and DP/3.)

- 21. No dwelling shall be occupied until the access road and footways linking that dwelling to the existing public highway network has been completed to at least base course level, and such roads and**

**footways shall subsequently be surfaced to wearing course level within 6 months of the occupation of the last dwelling to be completed on the site.**

(Reason – To protect the safety of users of the access roads and footways, and to enhance the appearance of the built environment, in accordance with South Cambridgeshire Local Plan 2004 saved policies Cambourne 2 and SE7, and South Cambridgeshire Local Development Framework Development Control Policies Development Plan Document policies DP/2 and DP/3.)

- 22. No development shall take place until there has been submitted to and approved in writing by the Local Planning Authority a plan indicating the positions, design, materials and type of boundary treatment to be erected. The boundary treatment for each dwelling shall be completed before that/the dwelling is occupied in accordance with the approved details and shall thereafter be retained.**

(Reason - To ensure that the appearance of the site does not detract from the character of the area in accordance with Policy DP/2 of the adopted Local Development Framework 2007.)

- 23. Any oil or liquid chemical storage tanks and associated pipework shall be sited within an impervious bunded area details of which shall have been previously submitted to and approved by the Local Planning Authority.**

(Reason – To prevent water pollution.)

- 24. All chemical storage areas and associated vehicle unloading areas shall be undercover and drained to a watertight sump.**

(Reason – To prevent water pollution.)

- 25. Surface water from impermeable vehicle parking areas and service areas shall not be discharged other than through a storm by-pass oil interceptor the details of which shall have previously been submitted to and approved by the Local Planning Authority.**

(Reason – To prevent water pollution.)

- 26. All surface water from roofs, roads and hardstanding areas shall not be discharged other than to a piped positive system incorporating trapped road type gullies unless otherwise agreed by the Local Planning Authority.**

(Reason – To prevent water pollution.)

#### **Informatives.**

1. This Decision Notice is accompanied by a List of Approved Drawings.
2. This planning approval is subject to a Section 106 agreement covering.... (to be completed once negotiations have taken place)
3. The foul flows would discharge via Section 104 adoptable sewers. The owners would need to confirm approval/provide comments on available capacity of the private system, in conjunction with the agreed drainage strategy for the site. If the developer wishes to connect to Anglian Water's sewerage network they should serve notice under Section 106 of the Water Industry Act 1991.

**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 LDF Development Control Policies DPD (adopted July 2007)
- South Cambridgeshire Local Plan 2004 (saved policies)
- Cambridgeshire and Peterborough Structure Plan 2003
- District Design Guide SPD
- Open Space in New Developments SPD
- Trees and Development Sites SPD
- Affordable Housing SPD
- District Design Guide SPD
- Planning File Ref: S/0983/10/F, S/1371/92/O, S/6438/07/O and S/0982/10/RM

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