

SOUTH CAMBRIDGESHIRE DISTRICT COUNCIL

REPORT TO: Planning Committee

9 January 2013

AUTHOR/S: Planning and New Communities Director

S/2284/12/RM – CAXTON AND ELSWORTH

Submission of reserved matters in respect of appearance and landscaping for the erection of restaurant/takeaway buildings (class A3/A5) following outline consent S/1723/12/OL, and in respect of the appearance, landscaping, layout and scale for the erection of restaurant/takeaway building (class A3/A5) following outline planning consent S/0060/12/OL, Land at Caxton Gibbet, St Neots Road, for The Abbey Group

Recommendation: Delegated Approval

Date for Determination: 1 January 2013

Notes:

This Application has been reported to the Planning Committee for determination as the application seeks approval of the design of the buildings, and a previous planning application for the design of two of the buildings has been refused by Planning Committee

To be presented to the Committee by Paul Sexton

Site and Proposal

1. This application for approval of reserved matters follows the granting of two outline planning consents for the redevelopment of the former Yim Wah Site, at the Caxton Gibbet roundabout for a total of three restaurant/takeaway buildings and associated parking and landscaping, following demolition of the existing building on the site. The site is part within the parish of Caxton and part within the parish of Elsworth.
2. In respect of the buildings to be occupied by McDonalds and Costa the outline consent reserved appearance and landscaping. In respect of the outline consent for the Subway building all matters apart from access were reserved, however the layout of the site as a whole was covered in the consent for the remainder of the site.
3. The McDonalds building is located in the north west section of the site. It measures 33m x 14m, with a height of 5.3m, and is described as having a mansard style roof. An outdoor seating area is proposed on the west side of the building. Materials include the use of yellow buff brickwork. The Costa building is located to the east of McDonalds. It measures 16m x 11m and is a mono-pitched building, 5.5m at the highest point. Again yellow buff brickwork is amongst the materials proposed, along with anthracite grey steel sheeting, and thermowood timber cladding. Both buildings have drive-thru facilities.
4. The Subway building is site at the east end of the site and measures 24m x 10.5m. It is a flat roofed building, with a height of 4.2m and uses yellow buff brickwork, 'wood décor' cladding and Kingspan insulated panels.

5. Access, car and cycle parking, and drive thru facilities are as addressed in the outline application.

History

6. Outline planning consent (Ref: **S/1723/12/OL**) was granted at the October 2012 meeting for the erection of restaurant/takeaway buildings (Class A3/A5) (including approval of access, siting and scale).
7. At the August 2012 meeting Members gave officers delegated powers to grant outline consent for a third building on the site (**S/0060/12/O**) (Item 15). That consent was issued on 22 October for the erection of restaurant/takeaway buildings (Class A3/A5) (including approval of access details).
8. At the same meeting, Members will recall refusing a full planning application for the redevelopment of the site with two buildings (Ref **S/0059/12/FL**) (Item 14), on the grounds that the design of the two buildings, by reason of their form, detailing, materials and the lack of continuity in design, was inappropriate in this rural location, and the lack of cycle parking facilities.
9. A series of applications for advertisement consents were deferred (**S/0048/12/AD**, **S/0049/12/AD**, **S/0050/12/AD**, **S/0240/12/AD** and **S/0244/12/AD**). A planning application for a 25m high (to tip) wind turbine at the eastern end of the site is currently undetermined (**S/0050/12/FL**)

Planning Policy

10. National Planning Policy Framework 2012

Local Development Framework Development Control Policies 2007:

DP/1 Sustainable Development
DP/2 Design of New Development
DP/3 Development Criteria
DP/7 Development Frameworks
ET/10 Tourist Facilities and Visitor Accommodation
SF/6 Public Art and New Development
NE/1 Energy Efficiency
NE/3 Renewable Energy Technologies in New Development
NE/6 Biodiversity
NE/14 Lighting Pollution
TR/1 Planning for More Sustainable Travel
TR/2 Car and Cycle Parking Standards

South Cambridgeshire LDF Supplementary Planning Documents

Biodiversity SPD – adopted July 2009

District Design Guide SPD – adopted March 2010

Landscape in New Developments SPD – adopted March 2010

Public Art SPD – adopted January 2009

Consultation by South Cambridgeshire District Council as Local Planning Authority

11. **Caxton Parish Council** recommends approval.

12. **Elsworth Parish Council** makes no comment.
13. **Cambourne Parish Council** recommends approval and notes that cycle parking provision has been adjusted in the layout.
14. The comments of **Papworth Everard Parish Council** will be reported.
15. The **Urban Design Team** expresses concern that previous design advice has not been incorporated in the scheme but on balance recommends approval subject to the applicant meeting 100% grey-water recycling and 100% permeable surfaces on the site (particularly the car park) to mitigate the concerns over rain water drainage, in and around Cambourne.
16. The **Economic Development Panel** supported the outline applications. The reserved matter application has not been referred to the panel for further comment.
17. The comments of the **Local Highway Authority** and **Landscapes Officer** will be reported.

Representations by Members of the Public

18. None received.

Representations on behalf of the applicant

19. The applicant comments that the external appearance of the buildings has been changed so that they relate to each other by utilising common materials and colours throughout. This includes the timber effect on the proposed McDonalds and Costa, the use of traditional Cambridge white brick throughout, the use of similar colours on the McDonalds and Subway, and the use of common hard landscaping materials throughout the scheme to ensure that there are no obvious subdivisions on the ground. The colour of the green and brown on the McDonalds building has been made darker to reduce impact.
20. The form of the buildings has also been altered to ensure that there is a more common theme running through the site. The curved roof originally proposed for the Costa has been changed to a more angular roof to reflect the angular shapes of the McDonalds and Subway Buildings. The Subway building is of a much more simple form to ensure that the buildings do not compete with each other architecturally. All three buildings respect the scale of the buildings originally proposed which assists in the landscaping of the site, and the impact the appearance of the building will have upon the rural setting as they are generally much lower than the previous building on site.
21. With reference to the suggested use of more traditional buildings, possibly two-storey, it states that this is not cost effective on this site. Each building and each operator must have a scheme that is financially viable. It is not possible for this site to be subsidised by other sites so as to alter the form of the buildings. Each McDonalds, Costa and Subway must be financially viable without subsidy from other sites, which imposes limitations, one of which is design. It is considered that the scheme is acceptable in design terms. There is a relationship between each building on site and the use of materials both in terms of hard landscaping and on the buildings themselves which helps to reinforce this, as well as the overall form of the buildings.

22. Landscaping is an integral element of the design and layout and a detailed specification is submitted with the application. This has been discussed with officers. The number of large trees has increased six fold and the position of boundary hedges has been altered. Additional landscaping has been included within and on the perimeter of the site, providing a much more landscaped setting, which over time will make a positive contribution to the character and appearance of the area.
23. More detailed information in support of the scheme is contained in the Planning Statement accompanying the application.

Material Planning Considerations

24. The principle of development has been established by the two outline planning permissions. In respect of the buildings for occupation by McDonalds and Costa, outline consent S/1723/12/OL approved details of access, scale and layout and therefore the only matters for Members to consider in the respect of this part of the development is appearance and landscaping. In respect of the Subway building, although the outline consent only approved details of access, the siting and layout of the site is dictated by the consent for the two other buildings, and therefore again the main issues for Members to consider are appearance and landscaping.
25. The submitted scheme has been the subject of two meetings with officers and local members. In respect of the design Members need to consider whether the reserved matters submission overcomes the previous concerns that form, detailing, materials and the lack of continuity in design, was inappropriate in this rural location.

Appearance and Visual Impact in the Countryside

26. At the outline stage officers accepted that proposal will represent a significant change to the character and appearance of the site and it is therefore important to ensure that the details of the scheme are appropriate.
27. The site is prominently located, particularly when approaching from the south and west. The existing building is located close to the north and west boundaries of the site. There are no buildings in the immediate locality on which to base a design for buildings on this site.
28. All buildings are single storey with low heights. Although the form of the overall outline of the McDonalds building has not changed significantly since the refused application the use of materials has been revised. The use of a stock brick, which is followed through in the materials for the other two buildings, will help to introduce a more local feature to the building and the use of darker materials will, in officer's view, aid the appearance of the building.
29. The proposed Costa building is set a significant distance from the A1198 and is in a part of the site that is well screened from the north by existing planting between the site and the A428. The building has been changed to a more angular form, with a mono-pitched roof. Although a different form to the McDonalds building, the use of the same stock brick as part of the external materials will help to provide continuity between the buildings. The landscaping scheme will further help this continuity.
30. The Subway building is a simple rectangular form, with flat roof and again, although different in design to the other two buildings, the use of the same stock brick in a significant part of the external materials will help maintain a visual continuity between the three buildings.

Landscaping

31. The landscaping scheme has been the subject of discussion with officers prior to submission of the application, and is recognised as being an important factor if the development is to be satisfactorily assimilated into its surroundings.
32. There is a large area of young planting to the south of the site, carried out by the Highways Agency as part of the dualling works to the A428. Although this is outside of the applicant's control, once mature it will provide a substantial screen to the development from the south.
33. Additional planting has been included within the site, both in the form of hedgerows and larger trees. Officers are of the view that the north boundary of the site will be particularly important and the mixed hedgerow and trees proposed should be maintained at a reasonable height in order to screen the site. The landscape plan indicates this boundary to be maintained every three years and the comments of the Landscapes Officer on this point and the views on the landscape scheme as a whole will be reported, although it is substantially based on the views given at the pre-application stage.
34. In essence, officers consider that there is no inherent reason why the appearance of the proposed buildings together with a detailed landscaping scheme should not bring forward an acceptable development that reflects the prevailing landscape character of the surrounding area.

Neighbour Amenity

35. The closest residential properties to the site are 500m to the east of the site and are will screened from the proposed development.

Other matters

36. Matters such as drainage, lighting and use of renewable energy are dealt with in the outline application.
37. The applications for advertisement consent and wind turbine will be considered separately

Conclusion

38. Subject to the detailed comments of the Landscapes Officer, officers are of the view that the scheme as revised incorporates revisions to the design and materials, which will result in a continuity between the three buildings, which, when combined with the landscaping proposed will result in an acceptable form of development

Recommendation

39. Subject to the comments of the Landscapes Officer it is recommended that the Planning Committee approves the application.

Conditions

Most matters are already included in the outline consents and informatives should be attached to reminding the applicant of the details to be submitted for approval

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 Local Development Framework Development Control Policies (adopted July 2007)
- Planning File Ref: S/1723/12/FL, S/0060/12/OL and S/0059/12/FL

Case Officer: Paul Sexton – Principal Planning Officer
Telephone: (01954) 713255