

## SOUTH CAMBRIDGESHIRE DISTRICT COUNCIL

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**REPORT TO:** Planning Committee

11 January 2017

**AUTHOR/S:** Head of Development Management

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**Application Number:** S/2491/16/RM

**Parish(es):** Waterbeach

**Proposal:** Reserved Matters submission for Layout, Scale, Appearance and Landscaping of Planning Consent S/1907/14/OL for Residential Development of Up to 36 Dwellings

**Site address:** Land to the East of Cody Road

**Applicant(s):** Matthew Homes Limited

**Recommendation:** Approval

**Key material considerations:** Character and Appearance of the Area  
Housing Mix  
Design Considerations  
Trees and Landscaping  
Biodiversity  
Highway Safety and Sustainable Travel  
Flood Risk  
Neighbour Amenities  
Heritage Assets

**Committee Site Visit:** No

**Departure Application:** Yes

**Presenting Officer:** Karen Pell-Coggins, Principal Planning Officer

**Application brought to Committee because:** The officer recommendation conflicts with the recommendation of Waterbeach Parish Council

**Date by which decision due:** 19 December 2016

### Executive Summary

1. The site is located to the east of Cody Road and to the north of Bannold Road, outside the Waterbeach village framework and within the countryside. The principle of development has been established on the site as outline planning consent has been granted for up to 36 dwellings including access under reference S/1907/14/OL. This reserved matters application relates to the layout, scale, appearance and landscaping of the site. 40% affordable housing would be provided on site and a mix of market dwelling types. Whilst the Urban Design Officer has raised some concerns in relation

to the design scheme, it is not considered unacceptable to the extent that would warrant refusal of the application particularly given that the Council does not have a 5 year housing land supply. The application is therefore recommended for approval.

### **Site and Surroundings**

2. The site is located to the east of Cody Road and to the north of Bannold Road, outside the Waterbeach village framework and within the countryside. It measures 1.44 hectares in area and currently comprises open agricultural land. The village of Waterbeach is situated to the south within the framework and Waterbeach Barracks is situated to the north within the countryside. The site forms part of the Landscape Character Area known as 'The Fens' and is generally level ground. The northern boundary is well landscaped and the western boundary adjacent to Cody Road and the southern boundary adjacent Bannold Road have sporadic landscaping. The eastern boundary is open. The site lies within a Flood Zone 1 (low risk) area. There are drainage ditches on the southern and western boundaries of the site.

### **Proposal**

3. The proposal, as amended, seeks reserved matters approval for a residential development of 36 dwellings including affordable housing, access, car parking, open space and landscaping. 14 of the dwellings would be affordable to meet local needs. The mix would comprise 4 x one bedroom units, 8 x two bedroom units and 2 x three bedroom units. The tenure mix would be 70% affordable rented and 30% intermediate. The remaining 22 dwellings would be private market dwellings. The mix would comprise 5 x two bedroom units (21%), 7 x three bedroom units (32%) and 10 x four bedroom units (45%). The dwellings would range in scale and include single bungalows and two-storey flats and family houses. A variety of different designs and materials would be used. Two vehicular access points approved as part of the outline application would be from Cody Road. The majority of the dwellings would have two parking spaces and at least one parking space would be provided for each dwelling. An area that incorporates open space and a surface water attenuation basin would be provided on the eastern side of the site. The existing soft landscaping along the boundaries would be retained and new soft landscaping provided along the road frontages, eastern boundary and within the public open space.

### **Planning History**

4. **Site**  
S/0535/16/RM - Reserved Matters Submission for Layout, Scale, Appearance and Landscaping of Planning Consent S/1907/14/OL for Residential Development of up to 36 Dwelling - Refused (Layout and Design, Highway Safety, Flood Risk)  
S/1907/14/OL - Residential Development of up to 36 Dwellings (Class C3) including Affordable Housing, Access, Car Parking, Open Space and Landscaping - Approved  
S/2092/13/OL - Residential Development of up to 36 dwellings and Formation of Accesses - Refused
5. **Land West of Cody Road**  
S/0296/15/FL - 60 Dwellings - Approved  
S/0645/13/FL - 60 Dwellings - Appeal Allowed
6. **Land North of Bannold Road**  
S/2461/16/FL - Residential Development for the Erection of 45 Dwellings and Associated Works - Pending Decision  
S/2458/16/RM - Application for Reserved matters in Respect of Appearance,

Landscaping, Layout and Scale for the Residential Development of 90 Dwellings following Outline Planning Permission S/1359/13/OL - Pending Decision  
S/1431/15/OL - Residential Development of Up to 144 Dwellings with Access to Bannold Road - Refused  
S/1359/13/OL - Residential Development of Up to 90 Dwellings with Access to Bannold Road - Appeal Allowed

7. ***Land North of Bannold Road and West of Bannold Drove***

S/2588/15/OL - Reserved Matters for Layout, Scale, Appearance and Landscaping for the Erection of 57 Dwellings including Affordable Housing, Public Open Space, Roads and Associated Infrastructure including a Sustainable Drainage System - Approved  
S/2896/14/OL - Outline planning application with all matters reserved except for access for the development of land at Bannold Road for up to 57 dwellings, including affordable housing, public open space, new roads and associated infrastructure including a sustainable drainage system. Access to be secured from Bannold Road - Withdrawn  
S/0558/14/FL - Residential Development of Up to 57 Dwellings with Access to Bannold Road - Appeal Allowed

8. ***Land between Bannold Road and Orchard Drive***

S/1551/04/O - Residential Development and Ancillary Open Space and Landscaping - Approved  
S/1260/09/RM - 62 Dwellings - Approved

**National Guidance**

9. National Planning Policy Framework  
Planning Practice Guidance

**Development Plan Policies**

10. **South Cambridgeshire Local Development Framework Core Strategy DPD 2007**  
ST/2 Housing Provision  
ST/5 Minor Rural Centres
11. **South Cambridgeshire Local Development Framework Development Control Policies DPD 2007**  
DP/1 Sustainable Development  
DP/2 Design of New Development  
DP/3 Development Criteria  
DP/4 Infrastructure and New Developments  
DP/7 Development Frameworks  
HG/1 Housing Density  
HG/2 Housing Mix  
HG/3 Affordable Housing  
SF/6 Public Art and New Development  
SF/10 Outdoor Playspace, Informal Open Space, and New Developments  
SF/11 Open Space Standards  
NE/1 Energy Efficiency  
NE/3 Renewable Energy Technologies in New Development  
NE/4 Landscape Character Areas  
NE/6 Biodiversity  
NE/11 Flood Risk  
NE/12 Water Conservation  
NE/15 Noise Pollution

NE/17 Protecting High Quality Agricultural Land  
CH/2 Archaeological Sites  
TR/1 Planning for More Sustainable Travel  
TR/2 Car and Cycle Parking Standards  
TR/3 Mitigating Travel Impact

12. **South Cambridgeshire LDF Supplementary Planning Documents (SPD):**

Open Space in New Developments SPD - Adopted January 2009  
Affordable Housing SPD - Adopted March 2010  
Trees & Development Sites SPD - Adopted January 2009  
Landscape in New Developments SPD - Adopted March 2010  
Biodiversity SPD - Adopted July 2009  
District Design Guide SPD - Adopted March 2010

13. **South Cambridgeshire Local Plan Submission - March 2014**

S/3 Presumption in Favour of Sustainable Development  
S/4 Cambridge Green Belt  
S/7 Development Frameworks  
S/9 Minor Rural Centres  
SS/5 Waterbeach New Town  
HQ/1 Design Principles  
HQ/2 Public Art and New Development  
H/7 Housing Density  
H/8 Housing Mix  
H/9 Affordable Housing  
NH/2 Protecting and Enhancing Landscape Character  
NH/3 Protecting Agricultural Land  
NH/4 Biodiversity  
CC/1 Mitigation and Adaptation to Climate Change  
CC/3 Renewable and Low Carbon Energy in New Developments  
CC/4 Sustainable Design and Construction  
CC/6 Construction Methods  
CC/8 Sustainable Drainage Systems  
CC/9 Managing Flood Risk  
SC/6 Indoor Community Facilities  
SC/7 Outdoor Play Space, Informal Open Space and New Developments  
SC/8 Open Space Standards  
SC/10 Lighting Proposals  
SC/11 Noise Pollution  
SC/12 Contaminated Land  
TI/2 Planning for Sustainable Travel  
TI/3 Parking Provision  
TI/8 Infrastructure and New Developments

**Consultation**

14. **Waterbeach Parish Council** –Objects to this application for reserved matters based on the following:

- i) The previous comments from the Council were not taken into consideration.
- ii) Increase in road use - traffic surveys do not reflect the current situation.
- iii) Open space has been moved to the west side of the site.
- iv) Direct access from Cody Road needs to be changed.
- v) All previous comments to stand for this application.

Previous comments were: -

The Parish Council does not agree with the proposed layout, landscaping and appearance of the site. The houses facing Cody Road are too close to the road in view of the juxtaposition of the properties recently built on the opposite side of Cody Road. This is quite a narrow road to have vehicles exiting driveways on both sides. The plans do not show this in context. Waterbeach Parish asks for the retention of existing hedgerows on the north of the site and possibly elsewhere on the site. It is noted that there is no screening proposed on the east side of the open space and this would be an appropriate place for a new hedgerow.

15. **Affordable Housing Officer** – Comments that the application would provide 40% affordable housing and is policy compliant. There are 1760 applicants on the Homelink register seeking rented housing and 855 applicants seeking intermediate housing. The highest and most urgent need is for one and two bedroom properties. The proposed mix of 4 x 1 bed (rented), 8 x 2 bed (6 rented and 2 intermediate) and 2 x 3 bed (intermediate) would meet the local and district wide housing need and have an appropriate tenure mix. As a starting point for 5 year housing land supply sites, the first 8 dwellings will be occupied by those with a local connection with the remainder split 50% with a local connection and 50% district wide. If there are no households with a local connection, it will be made available to other households on a cascade basis looking next at adjoining parishes and the district as a whole in accordance with normal policies. A registered provider should be appointed to take forward the affordable housing.
16. **Urban Design Officer** – Comments as amended that the plans have been altered to demonstrate that the site can be developed in the event that the neighbouring site to the east is not developed in the future. It is critical that any consent is sufficiently flexible to allow it to connect to the adjacent development should this come forward. States that the proposal is disappointing and will just add to the suburban anonymous sprawl of development which mars the outskirts of Waterbeach. There is no sense of place. There is an opportunity on these sites to re-establish a sense of place by strongly referencing the positive elements of the historic core or establishing a new sense of place with more innovative house types, a high quality public realm and a distinct landscape strategy. House types generally seem to be from a standard range of a volume housebuilder and there is nothing that makes these units locally distinct in terms of form, details or materials. The outline application highlighted some elements of character and materials of the local area. The house types will need to be re-elevated to reflect the traditional local vernacular. Bricks should be gault and render stopped at a logical place such as abutments. More full height render/boarding would help to provide more variety in the street scene. No unallocated visitor parking is indicated and widening of the carriageway should be considered to avoid parking on footways.
17. **Trees and Landscapes Officer** – Has no objections.
18. **Landscape Design Officer** – Comments that the general layout in principle is acceptable. Requires a number of additional details in relation to hard and soft landscaping and tree protection.
19. **Ecology Officer** – Comments that retention of the north and south boundary hedgerows is welcomed but they should be retained outside boundary curtilages to ensure that they are protected in the long term. The planting scheme including native hedge planting and shrubs is welcomed. The hedge mix could be more diverse but given the initial low ecological value of the site, this is satisfactory and would be an enhancement. The planting scheme for the SUDS area including Emorsgate seed mixes is welcome. Management of this area will be key to ensuring ecological gain. A

specification of annual management measures should be provided with the ecological enhancement scheme subject to a condition on the outline consent.

20. **Environmental Health Officer** – No reply (out of time).
21. **Contaminated Land Officer** – Comments that a condition in relation to contamination was attached to the outline consent and no further condition is necessary.
22. **Local Highways Authority** – Comments as amended that drawing number SL.01 Revision Q is acceptable. Requires conditions in relation to a traffic management plan, pedestrian visibility splays measuring 2 metres x 2 metres either side of the driveways and kept clear over a height of 600mm, the vehicular access is constructed in accordance with Cambridgeshire County Council construction road specifications and the access constructed from bound material and so that it falls away from the public highway. Also requests an informative with regards to works to the public highway.
23. **Cambridgeshire County Council Flood and Water Team** – Has no comments as no information in relation to surface water has been submitted and it is understood that surface management will be dealt with the surface water drainage system conditions attached to the outline consent.
24. **Waterbeach Level Internal Drainage Board** – Comments that the consultant has contacted the Board and supplied the drainage design. This is acceptable.
25. **Drainage Officer** – Has no objections subject to a condition in relation to a scheme for the maintenance and management of a detailed surface water drainage system.
26. **Environment Agency** – Comments that no specific details have been submitted in response to the issues raised in the original response. In relation to contamination and pollution control.
27. **Anglian Water** – No reply (out of time).

### **Representations**

28. Two letters of representation have been received from local residents close to the site that raise the following concerns: -
  - i) Sustainability of the site due to traffic congestion on the A10, overcrowding of peak time trains and lack of a viable bus service.
  - ii) Poor design and layout of the site on the edge of the village resulting in overdevelopment and cramped street scene along Cody Road.
  - iii) Access driveways opposite Way Lane and on Cody Road would be dangerous.
  - iv) Contribution required to upgrade the Bannold Road and Way Lane junction.
  - v) Lack of visitor parking and potential on-street parking.
  - vi) Lack of social housing on the site.
  - vii) Need for contributions towards primary school and doctors surgery.
  - viii) The housing mix should provide smaller units of accommodation.
  - ix) Play facilities should be included.

### **PLANNING ASSESSMENT**

29. The principle of development on this site has already been established through the grant of outline planning permission S/1907/14/OL for a residential development of up to 36 dwellings with access from Cody Road.

30. Therefore, the key issues to consider in the determination of this application relate to affordable housing, housing mix, design considerations and the impacts of the development upon highway safety, flood risk and the amenities of neighbours.

### **Affordable Housing**

31. 14 of the 36 dwellings would be affordable dwellings. This would comply with the requirement for 40% of the development to be affordable housing as set out in Policy HG/3 of the LDF and Policy H/8 of the emerging Local Plan to assist with the identified local housing need across the district. The mix of 4 x one bed flats, 8 x two bed houses and 2 x three bed houses would provide a mix that would address the need. The tenure split of 10 social rented (70%) and 4 shared ownership (30%) is appropriate. The Affordable Housing Officer is content with the scheme.

### **Market Housing Mix**

32. The remaining 22 of the 36 dwellings would be market dwellings. The mix would consist of 5 x two bed dwellings (23%), 7 x three bed dwellings (32%) and 10 x four and five bed dwellings (45%). This mix is not considered to comply with Policy HG/2 of the LDF where the starting point is at least 40% one or two bedroom units, 25% three bedroom units and 25% four bedroom units unless the scheme is not economically viable, the local context of the site and the need to secure a more balanced community. It would also not comply with Policy H/8 of the emerging Local Plan that seeks at least 30% one or two bedroom units, 30% three bedroom units and 30% four bedroom units with 10% flexibility added. Some weight can be attached to this policy as a result of the lack of objections and status of the plan. However, it is considered to provide a range of sizes of dwellings very similar to the mix approved on the adjacent site and is therefore deemed acceptable particularly given the Council's lack of a 5 year housing land supply.

### **Design Considerations**

33. The layout of the site is considered satisfactory and broadly reflects the indicative layout shown at outline stage.
34. Whilst the comments of the Urban Design Officer are noted, the siting, scale, form, general design and materials of the dwellings are considered to be in satisfactory and in keeping with the character and appearance of the village. The development would provide a gateway to the north along Cody Road and create a focus around the open space. There would be a variety of different types of properties that reflect nearby modern developments. The design of the scheme is not therefore considered unacceptable to the extent that would warrant refusal of the application particularly given the Council's lack of 5 year housing land supply.
35. Two allocated visitor parking spaces would be provided adjacent to the parking area that serves the flats. This would provide additional parking for that flats that do not have the maximum number of parking spaces. All other properties have two parking spaces in accordance with the Council's maximum standards. A wider road would encourage on-street parking.
36. The amended layout shows the road links to the adjacent site removed as it has to be ensured that this site can be developed in its own right without reliance upon the adjacent site. However, there is scope for the links to be provided if a development comes forward on the land to the east.

37. The siting, area and use of the public open space is acceptable. Although it is acknowledged that the Parish Council would prefer the open space adjacent to Cody Road to create a more spacious layout and reduce the number of driveways on to Cody Road, officers consider that an active frontage along this road is important and the open space would be safer in its current position and provide a central area to possible future development to the east. Formal children's playspace is not required in policy terms or as a result of cumulative development to the east and west given the provision on these larger sites that would be easily accessible by walking and cycling from the development.

### **Trees and Landscaping**

38. The proposal is not considered to result in the loss of any important trees or landscaping that contributes to the visual amenity of the area. The native hedges along the northern and southern boundaries of the site would be retained and new native hedgerows planted along part of the eastern boundary and the Cody Road frontage. New trees would be planted on the public open space and within the site. Conditions are attached to the outline consent in relation to the retention and protection of trees and hard and soft landscaping details. The trees and landscape Officer has not raised any objections to the scheme.

### **Biodiversity**

39. The proposal would provide biodiversity enhancements through the provision of native hedgerows. A condition is attached to the outline consent to secure a scheme of ecological enhancement to include the provision of bird and bat boxes. The Ecology Officer considers the scheme is acceptable.

### **Flood Risk**

40. The site is situated within Flood Zone 1 (low risk). SUDS features in the form of an attenuation basin and underground crates would be provided within the open space to accommodate surface water run-off from the development. This would then discharge via a piped outfall along Cody Road and Bannold Road at a maximum rate of 1.1l/s/ha to (greenfield run-off rate) to the IDB watercourse east of Bannold Drove. This was agreed at the outline application stage and condition to agree the detailed design was attached to the consent. The County Flood Team and Drainage Officer would need to agree this scheme.

### **Highway Safety**

41. The main access points to the site have been agreed as part of the outline consent and no objections have been raised by the Local Highways Authority to the driveways on to Cody Road and opposite Way Lane. The proposal would not therefore be detrimental to highway safety. No contributions were required to upgrade the Bannold Road and Way Lane junction to make the development acceptable in planning terms. Conditions were attached to the outline consent in relation to the main accesses, vehicular visibility splays and a traffic management plan. Conditions will be attached to any consent in relation to pedestrian visibility splays and the driveways being constructed of bound material.
42. The Council's parking standards require an average of 1.5 spaces per dwelling with a maximum of 2 spaces per dwelling for larger properties in unsustainable locations. 0.25 spaces are required for visitor parking. The majority of the dwellings on the site



have two parking spaces. The only dwellings that have one parking space are the flats on Plots 21 to 28. However, there are two visitor's parking spaces to serve the flats. A total of 64 parking spaces would be provided for 36 dwellings that would result in an average of 1.78 spaces per dwelling. This level of parking across the site is considered appropriate given the close proximity to the bus route and services in the village. Cycle parking would be provided within garages for the dwellings and a separate store for the flats.

### **Neighbour Amenity**

43. The proposal is not considered to adversely affect the amenities of neighbours through being unduly overbearing in mass, through a significant loss of light or through a severe loss of privacy. A condition was attached to the outline consent in relation to hours of use of power operated machinery during construction, noisy works and deliveries.

### **Other Matters**

44. The sustainability of the site that relates to the principle of the development has already been established.
45. The contributions towards school places and expansion of the doctor's surgery have already been agreed as part of the outline consent.
46. The conditions in relation to contamination and pollution control on the outline consent would remain.

### **Conclusion**

47. Having regard to applicable national and local planning policies, and having taken all relevant material considerations into account, it is considered that planning permission should be granted in this instance.

### **RECOMMENDATION**

48. It is recommended that the Planning Committee approves the application subject to the following conditions: -

a) The development hereby permitted shall be carried out in accordance with the following approved plans: -

LP.01 Revision A  
SL.01 Revision Q  
HT.1004.p Revision A  
HT.1004.e Revision B  
HT.998.p Revision B  
HT.998.e Revision B  
HT.1102.pe Revision C  
HT.1557.p Revision C  
HT.1557.e Revision C  
P9.p Revision C  
P9.e Revision C  
HT.1848-A.p Revision C  
HT.18480-A.e Revision C  
HT.3B.p Revision A  
HT.3B.e Revision A

HT.1272.p Revision B  
HT.1272.e Revision B  
P21-28.p1 Revision B  
P21-28.p2 Revision B  
P21-28.e1 Revision D  
P21-28.e2 Revision D  
P.29-32.p Revision A  
P.29-32.e Revision A  
HT.1848-B.p Revision B  
HT.1848-B.e Revision B  
P35-36.p Revision A  
P35-36.e Revision A  
GAR.01 Revision B  
GAR.02 Revision C  
SHED.01 Revision A  
SHED.02.pe Revision A  
CYCLES.01.pe Revision B  
17603/CODY/5/500E

(Reason – To facilitate any future application to the Local Planning Authority under section 73 of the Town and Country Planning Act 1990.)

b) 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.)

c) Notwithstanding the provisions of the Town and Country Planning (General Permitted Development) (England) Order 2015 (or any order revoking and re-enacting that Order with or without modification), no development within Classes A, B and E of Part 1 of Schedule 2 of the Order shall take place on all plots unless expressly authorised by planning permission granted by the Local Planning Authority in that behalf.

(Reason - To safeguard the character and appearance of the area and the amenities of neighbours in accordance with Policies DP/2 and DP/3 of the adopted Local Development Framework 2007.)

d) Apart from any top hung vent, the proposed first floor windows in the following elevations of the dwellings hereby permitted, shall be fitted with obscured glazing (meeting as a minimum Pilkington Standard level 3 in obscurity) and shall be permanently fixed shut:-

Plot 9 - south elevation

Plots 21 to 28 - west elevation (kitchen only)

Plot 33 - west elevation

Plot 34 - east elevation

The development shall be retained as such thereafter.

(Reason - To prevent overlooking of the adjoining properties in accordance with Policy DP/3 of the adopted Local Development Framework 2007.)

e) No windows, doors or openings of any kind shall be constructed in the north elevations/roof slopes of the dwellings on Plots 1 to 5 at and above first floor level unless the windows are (i) obscure-glazed, and (ii) non-opening unless the parts of the window which can be opened are more than 1.7 metres above the floor of the room in which the window is installed; or expressly authorised by planning permission granted by the

Local Planning Authority in that behalf.

(Reason - To safeguard the privacy of adjoining occupiers in accordance with Policy DP/3 of the adopted Local Development Framework 2007.)

f) Visibility splays shall be provided on both sides of the driveways to all plots that are accessed off the public highway and shall be maintained free from any obstruction over a height of 600mm within an area of 2 metres x 2 metres measured from and along respectively the highway boundary. The development shall be retained as such thereafter.

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

g) The dwellings, hereby permitted, shall not be occupied until the parking spaces shown on drawing number SL.01 Revision Q have been laid out within the site. The development shall be retained as such thereafter.

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

h) The dwellings, 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.)

i) The road links to the site to the east shall be completed to top course level prior to the occupation of any dwellings.

(Reason - To safeguard the character and appearance of the area and in the interests of highway safety in accordance with Policies DP/2 and DP/3 of the adopted Local Development Framework 2007).

### **Background Papers:**

The following list contains links to the documents on the Council's website and / or an indication as to where hard copies can be inspected.

- South Cambridgeshire Local Development Framework Development Control Policies DPD 2007
- South Cambridgeshire Local Development Framework Supplementary Planning Documents (SPD's)
- South Cambridgeshire Local Plan Submission 2014
- Planning File References: S/2491/16/RM & S/1907/14/OL

### **Report Author:**

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