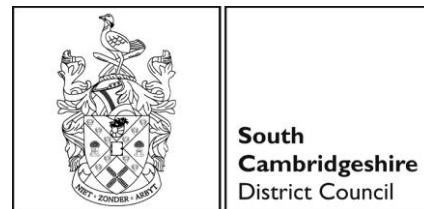


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3 January 2017

To: Chairman – Councillor David Bard  
Vice-Chairman – Councillor Kevin Cuffley  
All Members of the Planning Committee - Councillors John Batchelor,  
Anna Bradnam, Brian Burling, Pippa Corney, Sebastian Kindersley,  
David McCraith, Des O'Brien, Deborah Roberts, Tim Scott and Robert Turner

Quorum: 3

Dear Councillor

You are invited to attend the next meeting of **PLANNING COMMITTEE**, which will be held in the **COUNCIL CHAMBER, FIRST FLOOR** at South Cambridgeshire Hall on **WEDNESDAY, 11 JANUARY 2017 at 9.30 a.m.**

Members are respectfully reminded that when substituting on committees, subcommittees, and outside or joint bodies, Democratic Services must be advised of the substitution ***in advance of*** the meeting. It is not possible to accept a substitute once the meeting has started. Council Standing Order 4.3 refers.

Yours faithfully

**Alex Colyer**

Interim Chief Executive

**The Council is committed to improving, for all members of the community, access to its agendas and minutes. We try to take all circumstances into account but, if you have any specific needs, please let us know, and we will do what we can to help you.**

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## AGENDA

## PAGES

### **PUBLIC SEATING AND SPEAKING**

Public seating is available both in the Council Chamber (First Floor) and the Public Gallery / Balcony (Second Floor). Those not on the Committee but wishing to speak at the meeting should first read the Public Speaking Protocol (revised October 2016) attached to the electronic version of the agenda on the Council's website.

### **PROCEDURAL ITEMS**

#### **1. Apologies**

To receive apologies for absence from committee members.

#### **2. Declarations of Interest**

##### **1. Disclosable pecuniary interests ("DPI")**

A DPI is where a committee member or his/her spouse or partner has any kind of beneficial interest in the land under

consideration at the meeting.

**2. Non-disclosable pecuniary interests**

These are interests that are pecuniary involving a personal financial benefit or detriment but do not come within the definition of a DPI. An example would be where a member of their family/close friend (who is not their spouse or partner) has such an interest.

**3. Non-pecuniary interests**

Where the interest is not one which involves any personal financial benefit or detriment to the Councillor but arises out of a close connection with someone or some body /association. An example would be membership of a sports committee/ membership of another council which is involved in the matter under consideration.

**3. Minutes of Previous Meeting**

**1 - 8**

To authorise the Chairman to sign the Minutes of the meeting held on 7 December 2016 as a correct record.

**PLANNING APPLICATIONS AND OTHER DECISION ITEMS**

**4. S/2903/14/OL- Cambourne [Land to the West of Cambourne (Excluding Swansley Wood Farm)]**

**9 - 138**

Development of up to 2,350 residential units including affordable housing; retail, use classes A1-A5 (up to 1.04 ha); offices/light industry, use class B1 (up to 5.66ha); community and leisure facilities, use class D1 and D2 (up to 0.92 ha); Two primary schools and one secondary school (up to 11.28 ha), use class D1; three vehicular access points including the extension and modification of Sheepfold Lane, a four arm roundabout provided on A1198/Caxton Bypass and an access point off the A1198, south of the Caxton Gibbet to serve the proposed employment uses; a network of segregated pedestrian and cycle routes; sustainable drainage system and other infrastructure; together with associated earth works, parking, open space, including equipped play, playing fields and landscaping.

**5. S/3301/16/FL - Cambourne (South Cambridgeshire Hall, 6010, Cambourne Business Park)**

**139 - 146**

Temporary Change of Use of land for vehicular parking and erection of signage for 5 years

**6. S/1027/16/OL - Swavesey (Fen Drayton Road)**

**147 - 196**

Outline planning permission for the erection of up to 99 dwellings with associated access, infrastructure and open space. All matters reserved with the exception of the means of access

**7. S/2224/16/OL - Shingay cum Wendy (Monkfield Nutrition, High Street)**

**197 - 222**

	Outline planning Permission for the development of up to 10 dwellings all matters reserved except for access.	
<b>8.</b>	<b>S/2553/16/OL - Linton (Land to the South of Horseheath Road)</b>	<b>223 - 272</b>
	Outline application for the development of up to 50 dwellings and 20 allotments including open space (all matters reserved)	
<b>9.</b>	<b>S/1433/16/OL - Great Abington (Strawberry Farm, Pampisford Road)</b>	<b>273 - 296</b>
	Outline application for the development of up to 8 dwellings including access	
<b>10.</b>	<b>S/2084/16/FL - Girton (Howes Close Sports Ground, Whitehouse Lane)</b>	<b>297 - 326</b>
	Demolition of the existing pavilion and development of a new sports pavilion, two fenced and flood lit artificial turf pitches, additional acoustic fencing, car, coach and cycle parking and associated landscaping and access improvements	
<b>11.</b>	<b>S/2491/16/RM - Waterbeach (Land to the East of Cody Road and North of Bannold Road)</b>	<b>327 - 340</b>
	Reserved matters for 36 dwellings	
<b>12.</b>	<b>S/3401/16/PO - Waterbeach (Land to the West of Cody Road)</b>	<b>341 - 348</b>
	Variation of Planning Obligation (Affordable housing tenure mix	
<b>13.</b>	<b>S/2593/16/OL - Weston Colville (Garage site to the North of 14 Horseshoes Lane)</b>	<b>349 - 360</b>
	Outline planning application for erection of a single dwelling following demolition of garages.	
	<b>MONITORING REPORTS</b>	
<b>14.</b>	<b>Enforcement Report</b>	<b>361 - 368</b>
<b>15.</b>	<b>Appeals against Planning Decisions and Enforcement Action</b>	<b>369 - 376</b>

## **OUR LONG-TERM VISION**

South Cambridgeshire will continue to be the best place to live, work and study in the country. Our district will demonstrate impressive and sustainable economic growth. Our residents will have a superb quality of life in an exceptionally beautiful, rural and green environment.

## **OUR VALUES**

We will demonstrate our corporate values in all our actions. These are:

- Working Together
- Integrity
- Dynamism
- Innovation



## **GUIDANCE NOTES FOR VISITORS TO SOUTH CAMBRIDGESHIRE HALL**

### **Notes to help those people visiting the South Cambridgeshire District Council offices**

While we try to make sure that you stay safe when visiting South Cambridgeshire Hall, you also have a responsibility for your own safety, and that of others.

#### **Security**

When attending meetings in non-public areas of the Council offices you must report to Reception, sign in, and at all times wear the Visitor badge issued. Before leaving the building, please sign out and return the Visitor badge to Reception.

Public seating in meeting rooms is limited. For further details contact Democratic Services on 03450 450 500 or e-mail [democratic.services@scambs.gov.uk](mailto:democratic.services@scambs.gov.uk)

#### **Emergency and Evacuation**

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- **Do not** use the lifts to leave the building. If you are unable to use stairs by yourself, the emergency staircase landings have fire refuge areas, which give protection for a minimum of 1.5 hours. Press the alarm button and wait for help from Council fire wardens or the fire brigade.
- **Do not** re-enter the building until the officer in charge or the fire brigade confirms that it is safe to do so.

#### **First Aid**

If you feel unwell or need first aid, please alert a member of staff.

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#### **Toilets**

Public toilets are available on each floor of the building next to the lifts.

#### **Recording of Business and Use of Mobile Phones**

We are open and transparent about how we make decisions. We allow recording, filming and photography at Council, Cabinet and other meetings, which members of the public can attend, so long as proceedings at the meeting are not disrupted. We also allow the use of social media during meetings to bring Council issues to the attention of a wider audience. To minimise disturbance to others attending the meeting, please switch your phone or other mobile device to silent / vibrate mode.

#### **Banners, Placards and similar items**

You are not allowed to bring into, or display at, any public meeting any banner, placard, poster or other similar item. Failure to do so, will result in the Chairman suspending the meeting until such items are removed.

#### **Disturbance by Public**

If a member of the public interrupts proceedings at a meeting, the Chairman will warn the person concerned. If they continue to interrupt, the Chairman will order their removal from the meeting room. If there is a general disturbance in any part of the meeting room open to the public, the Chairman may call for that part to be cleared. The meeting will be suspended until order has been restored.

#### **Smoking**

Since 1 July 2008, South Cambridgeshire District Council has operated a Smoke Free Policy. No one is allowed to smoke at any time within the Council offices, or in the car park or other grounds forming part of those offices.

#### **Food and Drink**

Vending machines and a water dispenser are available on the ground floor near the lifts at the front of the building. You are not allowed to bring food or drink into the meeting room.

## **EXCLUSION OF PRESS AND PUBLIC**

The law allows Councils to consider a limited range of issues in private session without members of the Press and public being present. Typically, such issues relate to personal details, financial and business affairs, legal privilege and so on. In every case, the public interest in excluding the Press and Public from the meeting room must outweigh the public interest in having the information disclosed to them. The following statement will be proposed, seconded and voted upon.

"I propose that the Press and public be excluded from the meeting during the consideration of the following item number(s) ..... in accordance with Section 100(A) (4) of the Local Government Act 1972 on the grounds that, if present, there would be disclosure to them of exempt information as defined in paragraph(s) ..... of Part 1 of Schedule 12A of the Act."

If exempt (confidential) information has been provided as part of the agenda, the Press and public will not be able to view it. There will be an explanation on the website however as to why the information is exempt.

### **Notes**

- (1) Some development control matters in this Agenda where the periods of consultation and representation may not have quite expired are reported to Committee to save time in the decision making process. Decisions on these applications will only be made at the end of the consultation periods after taking into account all material representations made within the full consultation period. The final decisions may be delegated to the Corporate Manager (Planning and Sustainable Communities).
- (2) The Council considers every planning application on its merits and in the context of national, regional and local planning policy. As part of the Council's customer service standards, Councillors and officers aim to put customers first, deliver outstanding service and provide easy access to services and information. At all times, we will treat customers with respect and will be polite, patient and honest. The Council is also committed to treat everyone fairly and justly, and to promote equality. This applies to all residents and customers, planning applicants and those people against whom the Council is taking, or proposing to take, planning enforcement action. More details can be found on the Council's website under 'Council and Democracy'.

# Agenda Item 3

## SOUTH CAMBRIDGESHIRE DISTRICT COUNCIL

Minutes of a meeting of the Planning Committee held on  
Wednesday, 7 December 2016 at 9.30 a.m.

PRESENT: Councillor David Bard – Chairman  
Councillor Kevin Cuffley – Vice-Chairman

Councillors: John Batchelor Anna Bradnam  
Brian Burling Pippa Corney  
Sebastian Kindersley David McCraith  
Deborah Roberts Tim Scott  
Robert Turner Nick Wright (substitute)

Officers in attendance for all or part of the meeting:

Julie Ayre (Planning Team Leader (East)), Julie Baird (Head of Development Management), Jane Green (Head of New Communities), Stephen Kelly (Joint Director for Planning and Economic Development), John Koch (Planning Team Leader (West)), Chris Morgan (Senior Planning Officer), Paul Mumford (New Communities Team Leader), Lydia Pravin (Planning Officer), Stephen Reid (Senior Planning Lawyer), Ian Senior (Democratic Services Officer), James Stone (Principal Planning Officer), Charles Swain (Principal Planning Enforcement Officer) and Rebecca Ward (Senior Planning Officer)

Councillors Douglas de Lacey, Cicely Murfitt, Alex Riley and Tim Wotherspoon were in attendance, by invitation.

### 1. **S/2084/16/FL - GIRTON (HOWES CLOSE SPORTS GROUND, WHITEHOUSE LANE)**

Members visited the site on 6 December 2016. This item was brought to committee for a technical briefing prior to the application being brought to committee for consideration. It was undertaken in accordance with the Council's approved Protocol (April 2016) which was referred to by the Chairman.

Martin Beaver (Head of Sports) representing the applicants Anglia Ruskin University, and Claire Frost (applicant's agent) attended the meeting to present a technical briefing relating to the demolition of the existing pavilion, and development of a new sports pavilion, two fenced and floodlit artificial turf pitches, additional acoustic fencing, car, coach and cycle parking and associated landscaping and access improvements.

The following points were made:

- Recognition of the role played by sport, and its importance to Anglia Ruskin University
- The practical difficulties of sharing sporting facilities with other organisations
- There was a need for artificial pitches
- No other site was available

Members were given a booklet entitled *Anglia Ruskin University: Howes Close sports Ground Proposals*. This booklet outlined consultation with residents since 2014, and Mr. Beaver expanded on the measures taken to address their concerns about:

- The increased intensity of use

- Noise
- Light pollution and height of the proposed floodlights
- Effective management of the site
- Balls and players entering neighbours' gardens
- The use of bad language
- Loss of the 'Girton Gap'
- Use of the pavilion for private functions, and hours of operation
- Possible use of the facility by Cambridge City sports clubs
- ARU's lack of a connection with the community of Girton

Mr. Beaver said that ARU was committed to being a good neighbour, and was willing to accept a Condition requiring it to manage and maintain the site.

Members raised several technical issues. These included:

- The need to control the use of bad language on the site
- Maintenance of the proposed willow fence
- The need to attenuate light pollution
- Noise
- Engagement with the development at North West Cambridge, and with Girton College

The Chairman invited any questions from the public gallery. However, there being no further matters to discuss, the Chairman adjourned the meeting until 10.30am.

## **2. APOLOGIES**

Councillor Des O'Brien sent Apologies for Absence and was substituted by Councillor Nick Wright.

## **3. DECLARATIONS OF INTEREST**

In respect of Minute 6 (S/1991/16/OL in Newton), Councillors David Bard and Deborah Roberts declared non-pecuniary interests having served terms of office alongside the applicant when Henry Hurrell had been an elected Member of South Cambridgeshire District Council.

In respect of Minute 15 (Enforcement Action in Little Gransden), Councillor Sebastian Kindersley declared a non-pecuniary interest having worked alongside various parties in an effort to resolve the issue. He confirmed that he was considering the matter afresh.

In respect of Minutes 9 and 10 (S/2425/16/FL and S/2426/16/LB in Conington), Councillor Nick Wright declared a Disclosable Pecuniary Interest as the applicant. After making a short statement as applicant, Councillor Wright withdrew from the Chamber, took no part in the debate and did not vote.

## **4. MINUTES OF PREVIOUS MEETING**

The Committee authorised the Chairman to sign, as a correct record, the minutes of the Special meeting held on 2 November 2016.

## **5. S/2011/14/RM - NORTHSTOWE (LAND TO THE EAST OF B1050 AND LONGSTANTON, WEST OF THE CAMBRIDGESHIRE GUIDED BUSWAY (CGB) AND NORTH OF OAKINGTON)**

Members received a briefing, and visited the site, on 6 December 2016.

The Joint Director for Planning and Economic Development introduced the report by summarising the work carried out by South Cambridgeshire District Council and the Homes and Communities Agency (HCA), following a Prime Ministerial Statement in January 2016, to ensure that the concept of starter homes could be used to increase the overall provision of affordable housing on Phase 2. As a result, 50% of the total number of dwellings on the Phase 2 site would now be available at less than market value. The Joint Director also drew Members' attention to the HCA's commitment to providing a burial ground on Phase 3 land prior to completion of Phase 2.

The New Communities Team Leader made a PowerPoint presentation. The presentation referred to the following:

- The importance of Northstowe to the Council's growth strategy and its positive impact on the five-year supply of housing land
- The extent of the proposals within the Legal Agreement under Section 106 of the Town and Country Planning Act 1990
- The implications of Paragraph 14 of the National Planning Policy Framework
- Starter homes as defined by the Housing and Planning Act 2016
- Proposed changes in relation to the provision of affordable housing on Phase 2
- A mechanism to bind third-party land
- A commitment by the HCA to own and manage the burial ground

In response to concern about the HCA's ability to pay for maintenance of the burial ground, and a risk that the HCA might apply to vary the Section 106 Agreement, the Planning Lawyer said that the burial ground on Phase 3 land would be secured by pre-Condition, and the HCA would be entitled, within a period of five years from planning consent being granted, to apply to be released from that Condition if, for any reason, the land was no longer required. By way of clarification of a further point, the New Communities Team Leader said that details of the delivery of the burial ground, including the timing for delivery, would be required prior to completion of the 1,500<sup>th</sup> dwelling on the Phase 2 land.

The Joint Director said that secondary legislation would be brought forward to define specifically the concepts of market value and discount in relation to starter homes. Caution was voiced about possible, as yet unknown, changes to the definition of starter homes, and the apparent failure of starter homes to address social sustainability. The Joint Director said that it was the Government's stated intention that starter homes would be reclassified as affordable homes.

Councillor Tim Wotherspoon (a local Member for Cottenham, Oakington & Westwick and Rampton) addressed the meeting. He described the application before the Committee as a great opportunity, and welcomed the fact that 50% of the dwellings in Phase 2 would now be available at below market value. The aim should be to move away from a straight percentage-based view of affordable housing towards a system of subsidised housing that provided people with a broader housing choice. Councillor Wotherspoon paid tribute to the HCA for taking a financial risk in agreeing to make 10% of the dwellings at Phase 2 available as affordable rented accommodation, and urged the Committee to approve the application.

Councillor Alex Riley (the local Member for Longstanton) also addressed the meeting. He expressed disappointment at the absence of a Project Plan. He referred to Paragraph 11

of the report, relating to flood attenuation for Oakington being provided prior to Phase 3. Councillor Riley continued to have doubts about the burial ground. He described starter homes and affordable rented dwellings as unrealistic for many people, especially for those with families. He regretted the absence of social rented properties. In response to a question of clarification from a Committee Member, Councillor Riley expected there to be a drastic shortage of burial space in Longstanton.

Opening the Committee debate, Councillor John Batchelor congratulated officers for the measures negotiated by them, but expressed disappointment that they had not been able to secure more social housing. Councillor Sebastian Kindersley also regretted the reduction in traditional affordable housing, but acknowledged that the introduction of starter homes offered some encouragement. Both Councillors concluded that sufficient progress had been made to justify supporting the application.

However, Councillor Deborah Roberts said that she would abstain as she saw little evidence of holding the Government and developers to account. She was worried about affordability, and the type of development Northstowe would turn out to be.

Councillor Pippa Corney's concern related to the timing of delivery of the burial ground.

Councillor Nick Wright emphasised that Northstowe was a crucial element of the Council's growth strategy. It would help reduce the shortfall in the five-year supply of housing land, and provide extra facilities. Acknowledging concern about the burial ground, Councillor Wright said, with some humour, that Northstowe was intended to be a community for the living as well.

Councillor Robert Turner supported the application. However, with reference to the burial ground, he urged officers and the HCA to be flexible about its future management. He said that the future Northstowe Town Council should be given the option of assuming responsibility for the burial ground. The Joint Director undertook to keep all options open prior to delivery.

The Vice-Chairman welcomed the addition of 10% affordable rented accommodation to the 40% of starter homes. He commended all those officers involved in promoting South Cambridgeshire District Council as forward thinking.

Further to the former Northstowe Joint Development Control Committee's resolution on 29 July 2015 to grant planning permission (Minute 6 refers), the Planning Committee:

1. **Approved** the amendments to the Legal Agreement entered into by virtue of Section 106 of the Town and Country Planning Act 1990 in relation to affordable housing, and authorised officers on this basis to complete, with the Homes and Communities Agency (HCA), an amended Section 106 Agreement, securing the following:
  - a. 350 affordable rented homes (10% of the total number of dwellings in Phase 2) to be delivered at an accelerated rate such that the affordable rented homes make up 20% of each of the early housing parcels of Phase 2;
  - b. 1,400 starter homes (40% of the total number of dwellings in Phase 2), and;
  - c. A review mechanism that would apply following the grant of Reserved Matters approvals for 700 starter homes, such review mechanism addressing any broadening of the definition of starter homes;

2. **delegated** any further minor editing of the Section 106 Agreement to the Joint Director for Planning and Economic Development;
3. **Noted** the approach to binding third party land within the Section 106 Agreement, and approved a new planning Condition in the following terms:

“No development shall commence on any part of the Site not bound by the Planning Agreement unless and until all estates and interests in such part of the Site that need to be bound to ensure satisfactory performance / enforcement of the obligations contained in the Planning Agreement have been bound to the satisfaction (as confirmed in writing) of the Local Planning Authority.

Not to Occupy more than 1800 Dwellings across the Northstowe Phase 1 Site and the Site until all estates and interests in that part of the Site required for the provision of Sports Hub West and the land required for the primary access to the Second Primary School Land that need to be bound to ensure satisfactory performance / enforcement of the obligations contained in the Planning Agreement have been bound to the satisfaction (as confirmed in writing) of the Local Planning Authority”; and

4. **noted** that the HCA intended to own and manage the burial ground, and asked Officers to discuss further with the applicant the trigger point for delivering the burial ground sooner than had been previously envisaged.

#### 6. **S/1991/16/OL - NEWTON (LAND TO THE NORTH OF WHITTLESFORD ROAD)**

Members visited the site on 6 December 2016.

Jennifer Norton (objector), Duncan Hartley (applicant’s agent) and Councillor Clive Bradbury (Newton Parish Council) addressed the meeting. Jennifer Norton pointed out that Newton was an infil-only village. In 2014, a number of sites had been assessed for development, and the current application site had been deemed the least suitable. She described the proposal as too big, and unsustainable given the lack of facilities in Newton. Mr. Hartley argued that there would be no adverse impact, and that the proposal was deliverable. Councillor Bradbury said that the Parish Council supported the application in principle because of the need for affordable housing within the village. However, he expressed concern about highway safety, layout and density, and privacy. He also said that the affordable housing should be for local people in perpetuity.

Following a brief debate, the Committee **refused** the application for the reasons set out in the report from the Head of Development Management.

#### 7. **S/2367/16/OL - GAMLINGAY (LAND SOUTH OF WEST ROAD AND WEST OF MILL STREET)**

Members visited the site on 6 December 2016.

The Committee noted that this application had been **withdrawn** from the agenda.

#### 8. **S/2148/16/OL - FOXTON (LAND TO THE REAR OF 7 - 37 STATION ROAD)**

Members visited the site on 6 December 2016.

Guy Kaddish (applicant's agent) and Philip Kratz (agent for Foxton Parish Council) addressed the meeting. Mr. Kaddish commended the application as meeting all technical requirements. Mr. Kratz drew attention to the perceived harm to, and adverse impact on, the character of the local area and, in particular, the street scene.

Councillor Deborah Roberts (the local Member) pointed out the negative impact the proposal would have on the Conservation Area. She said that the area of greenspace would be adversely impacted by the proposals, and accentuated its important contribution to the character of the village.

The Section 106 Officer summarised the basis upon which developer contributions could be required in respect of secondary education.

After further debate, the Committee gave officers **delegated powers to approve** the application subject to

1. The prior completion of a Legal Agreement under Section 106 of the Town and Country Planning Act 1990 securing financial contributions towards *Health care, recreation extension, Dovecote benches, onsite open space, monitoring, household waste bins, expansion of the footpath and the ecology corridor, as detailed in Appendix 2 to the report from the Head of Development Management;*
2. The Conditions and Informatives referred to in the said report; and
3. Two additional Conditions requiring the access to be implemented in accordance with the agreed details, and the provision of details for the management of the road in the event of it not being adopted.

**9. S/2425/16/FL - CONINGTON (BARN AT MARSHALLS FARM, ELSWORTH ROAD)**

Members visited the site on 6 December 2016.

Councillor Nick Wright addressed the Committee as the applicant. He said that, following the A14 upgrade, which had subdivided his land, he was seeking an alternative form of income. Conversion of this dilapidated barn would provide employment on the farm. The very oldest roof beams would be preserved, and incorporated within the new building. Councillor Wright then withdrew from the Chamber in accordance with his Disclosable Pecuniary Interest, took no part in the debate and did not vote.

The Committee **approved** the application subject to the Conditions and Informatives set out in the report from the Head of Development Management.

**10. S/2426/16/LB - CONINGTON (BARN AT MARSHALLS FARM, ELSWORTH ROAD)**

Members visited the site on 6 December 2016.

Following its approval of Application S/2425/16/FL, the Committee **approved** the application subject to the Conditions and Informatives set out in the report from the Head of Development Management.

**11. S/0121/16/FL - WILLINGHAM (THE OAKS, MEADOW ROAD)**

The Committee noted that this application had been **withdrawn by the applicant**.



**12. S/2537/16/PO - STEEPLE MORDEN (22-28 ASHWELL ROAD)**

Councillor Cicely Murfitt (local Member) addressed the meeting. Councillor Murfitt explained that Steeple Morden Parish Council considered that it had been given insufficient information to make a recommendation. However, the Parish Council considered that, by this application, the Parish was losing one affordable dwelling. Councillor Murfitt was uncertain as to the appropriateness of the number, mix and tenure of the housing being proposed. In reply to a question of clarification, Councillor Murfitt said that the real need in Steeple Morden was for small affordable homes for rent.

The Senior Planning Officer confirmed that the requirement for two affordable homes had been calculated based on a net increase of five dwellings. Councillor Murfitt commented that the four dwellings demolished by virtue of Planning Permission S/2598/14/FL had each been a small bungalow. The Planning Lawyer confirmed that the purpose of this item was for Committee to consider the proposed variation of tenure, and not the number of affordable homes which had previously been determined.

The Committee **agreed**

1. to revise the terms of the Legal Agreement under Section 106 of the Town and Country Planning Act 1990 associated with planning application S/2598/14/FL by modifying the tenure of the affordable housing element to one 2-bed affordable rented and one 2-bed shared ownership dwelling without altering the overall mixture of housing;
2. to amend the Mortgage in Possession Clause (MIP), as requested by Bedford Pilgrims Housing Association (BPHA) and the trigger point in the Section 106 Agreement for entering into a contract with BPHA so that two open market dwellings could be occupied;
3. to acknowledge the housing need in Steeple Morden and the district of South Cambridgeshire, and that the revised tenure split of one affordable rented and one Intermediate (Shared Ownership) dwelling is both appropriate and compliant with Policy HG/3 of the adopted Local Development Framework 2007 and Policy H/9 of the emerging Local Plan; and

**13. ENFORCEMENT REPORT**

The Committee **received and noted** an Update on enforcement action.

**14. APPEALS AGAINST PLANNING DECISIONS AND ENFORCEMENT ACTION**

The Committee **received and noted** a report on Appeals against planning decisions and enforcement action.

**15. LITTLE GRANSDEN (74 MAIN ROAD)**

The Principal Planning Enforcement Officer summarised the steps taken to date in trying to get this matter resolved satisfactorily.

Councillor Anna Bradnam commended officers on their efforts, and asked what the chances were of South Cambridgeshire District Council recovering the costs of direct action. The Principal Planning Enforcement Officer said that payment would be secured by means of a legal charge against the property. The Planning Lawyer reminded the

Committee that the costs of recovery might be equal to the costs of the enforcement recovered.

Councillor Sebastian Kindersley highlighted the structural damage being caused, and the possible financial impact should South Cambridgeshire District Council not take direct action.

The Committee gave officers **delegated powers to take action** in accordance with Section 219 of the Town and Country Planning Act 1990, and appoint Contractors to carry out the required work and, upon completion of that work, to recoup South Cambridgeshire District Council's costs from the person subject of the enforcement by placing a charge on that person's property.

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**The Meeting ended at 2.39 p.m.**

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# Agenda Item 4

## SOUTH CAMBRIDGESHIRE DISTRICT COUNCIL

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**REPORT TO:** Planning Committee

11 January 2017

**AUTHOR/S:** Head of New Communities

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**Application Number:** S/2903/14/OL

**Parishes:** Caxton, Cambourne and Elsworth

**Proposal:** Development of up to 2,350 residential units including affordable housing; retail, use classes A1-A5 offices; business, use class B1; community and leisure facilities; two primary schools and one secondary school; three vehicular access points including the extension and modification of Sheepfold Lane, a four-arm roundabout provided on A1198/Caxton Bypass and an access point off the A1198, south of the Caxton Gibbet; associated infrastructure and open space ( outline with all matters reserved apart from access)

**Site address:** Land to the west of Cambourne

**Applicant:** MCA Developments Ltd.

**Recommendation:** Delegated approval (subject to completion of Section 106 Agreement)

**Key material considerations:** Principle of development;  
Sustainable development;  
Prematurity;  
Five year supply of housing land;  
Impact upon the character of Cambourne and the surrounding villages/landscape;  
Ecology;  
Highway safety and impact upon highway infrastructure;  
Surface water and foul water drainage;  
Percentage of affordable housing;  
Provision of formal and informal open space;  
Provision of services and facilities; and  
Section 106 Contributions.

**Committee Site Visit:** 10 January 2017

**Departure Application:** Yes

**Presenting Officer:** Edward Durrant, Principal Planning Officer

**Application brought to Committee because:** It is of strategic importance and is a departure from the policies of the adopted and emerging development plan.

**Date by which decision due:** 30 January 2017 (extension of time agreed)

**Members will visit the site on Tuesday 10<sup>th</sup> January 2017.**

### **Executive Summary**

1. This proposal, as amended, seeks permission for a mixed use, residential led development on an area of land abutting and to the west of Cambourne, largely within the parish of Caxton, with three points of access (Sheepfold Lane and two on A1198). All other matters are reserved.
2. Although outside the Cambourne village framework and in the countryside the emerging local plan includes a strategic allocation of 1,200 homes on part of the site by way of draft policy SS/8. The application site goes beyond the boundaries of the draft allocation, without including land within Cambourne Business park (part of the draft allocation), and proposes up to 2,350 homes, including 705 affordable homes, three schools and associated development and facilities.
3. Cambourne is classified as a Rural Centre, the largest and most sustainable category of rural settlements in the District.
4. The acceptability of the development has to be seen in the context of the draft allocation, proposing an urban extension to one of the district's higher order rural settlements, a Rural Centre and the fact that the district does not currently have a five year housing land supply. Therefore the adopted Local Development Framework policies in relation to the supply of housing are not up to date for the purposes of the NPPF, and it falls to the Local Planning Authority to determine the appropriate weight, if any, to be applied to the policies even when out of date. This report sets out the weight to be attached to these policies, including draft policy SS/8.
5. The NPPF states that there is a presumption in favour of sustainable development and where relevant policies are out of date, planning permission should be granted for development unless the adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in the NPPF taken as a whole.
6. In light of the lack of five-year housing land supply and having regard to recent local appeal decisions, the rural settlement policies are considered to continue to have significant weight in the determination of planning applications adjacent to or within close proximity to village frameworks. This helps ensure that development proposals outside and in close proximity to village frameworks have due regard to the availability of an appropriate level of services, facilities, employment and sustainable transport options.
7. For Rural Centres, subject to all other relevant material considerations, it is considered that there is a case to be made that conflict with those policies should not be given significant weight, under the circumstances of a lack of five-year housing supply. Subject to other material considerations, this would mean in principle that the council may grant permission for development in and adjacent to our larger villages, especially where it would be consistent of the aim of the emerging local plan. This is in the context of paragraph 14 of the NPPF and the test that permission should be granted unless there would be evidence of significant harm. This is consistent with local appeal decisions in this category of village since the lack of five-year supply.

8. In the case of this application, in addition to the existing and planned services and facilities at this Rural Centre, the proposed Section 106 also includes a significant package of measures that would result in greater social sustainability for new and existing residents of Cambourne and those of the surrounding villages. The proposed development would have a visual impact upon the setting of Cambourne, over and above any impact resulting from the draft allocation site being developed. However, it is not considered to be so great as to outweigh the significant benefits of the proposed development.
9. The transport modelling also identifies the key destinations for new residents and the draft S106 includes a package of measures aimed at enhancing public transport, cycling and pedestrian movements in order to mitigate the impacts of the increase in population of the strategic and local road networks.
10. The development will delivery add a significant number of new homes to the current five year land supply, in a sustainable location, and assisting in maintaining the five year supply in future years, with a mechanism to deliver an early start on site. It is expected to provide 200 homes in the current 5 year period 2016/17 to 2020/21, with a further 150 homes each year thereafter and will also provide up to 705 affordable homes with a 50/50 tenure split (affordable rent/intermediate) to meet local housing needs.
11. The provision of 30% much needed affordable homes, retail, sports and community, employment opportunities during the construction and occupation phases to benefit the local economy and create a more socially and environmentally sustainable settlement at Cambourne.
12. As such it is considered that the proposal comprises sustainable development having regard to paragraph 14 of the National Planning Policy Framework. Approval is therefore recommended subject to the necessary safeguarding conditions and the prior signing of section 106 agreement.

### **Planning History**

13. **S/1371/92/O** - Outline planning permission for a new settlement of 3,300 dwellings and associated facilities granted on 20<sup>th</sup> April 1994.
14. **S/1898/11/CM** – no objection to application for the erection of a secondary school with associated access, facilities and Landscaping. County application approved.
15. **S/0092/14/CM** – objections to application for the erection of a primary school with associated access, facilities and Landscaping based on design. County application approved.

### **16. National Guidance and Regulations**

National Planning Policy Framework 2012 (NPPF)  
 Planning Practice Guidance (PPG)  
 Community Infrastructure Levy Regulation 2010

### **17. Development Plan Policies**

The extent to which any of the following policies are out of date and the weight to be attached to them is addressed later in the report.

**18. South Cambridgeshire Local Development Framework Core Strategy DPD 2007:**

Policy ST/2 Housing Provision  
Policy ST/4 Rural Centres

**19. 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/6 Construction Methods
- DP/7 Development Frameworks
- HG/1 Housing Density
- HG/2 Housing Mix
- HG/3 Affordable Housing
- SF/6 Public Art and New Development
- SF/7 Underground Pipes, Wires, Fibres and Cables
- SF/10 Outdoor Play Space, 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/9 Water and Drainage Infrastructure
- NE/11 Flood Risk
- NE/12 Water Conservation
- NE/14 Lighting Proposals
- TR/1 Planning for more Sustainable Travel
- TR/2 Car and Cycle Parking Standards
- TR/3 Mitigating Travel Impact
- TR/4 Non-motorised Modes

**20. South Cambridgeshire Local Development Framework Supplementary Planning Documents:**

Open Space in New Developments SPD - Adopted January 2009  
Public Art SPD - Adopted January 2009  
Trees & Development Sites SPD - Adopted January 2009  
Biodiversity SPD - Adopted July 2009  
Landscape in New Developments SPD - Adopted March 2010  
District Design Guide SPD - Adopted March 2010  
Affordable Housing SPD - Adopted March 2010  
Health Impact Assessment SPD - Consultation Draft October 2010

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

S/1 Vision  
S/2 Objectives of the Local Plan  
S/3 Presumption in Favour of Sustainable Development

S/5 Provision of New Jobs and Homes  
 S/6 The Development Strategy to 2031  
 S/7 Development Frameworks  
 S/8 Rural Centres  
 HQ/1 Design Principles  
 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/9 Managing Flood Risk  
 SC/2 Heath Impact Assessment  
 SC/6 Indoor Community Facilities  
 SC/7 Outdoor Playspace, Informal Open Space, and New Developments  
 SC/8 Open Space Standards  
 SC/10 Lighting Proposals  
 SC/11 Noise Pollution  
 TI/2 Planning for Sustainable Travel  
 TI/3 Parking Provision  
 TI/8 Infrastructure and New Developments

### **Consultation - Parish Councils**

- 22. Barton Parish Council** – has no particular view on the development but urges all relevant authorities to create an eastbound link between the A428 and the M11 prior to the development to reduce traffic through the villages. It also makes sense to have a park and ride in the Cambourne area. This was reiterated following the consultation on the amendments.
- 23. Bourn Parish Council** – objects to the application because of the adverse impact of higher traffic flows on Bourn and other local villages. The parish council recently undertook a traffic survey in the area bounded by the A1998, A428, M11 and A603, including Cambourne. This was undertaken on behalf of a Coalition of 14 Parish Councils and has submitted to the Planning Inspector as part of the Examination in Public of the South Cambs Local Plan. (An attachment showing the results of this survey were attached to the response).
- 24.** We found that at total of 2,491 vehicles left Cambourne in peak morning period (0715 to 0915) – approximately 1,245/hour. Of these 1,045.hour travelled out of Cambourne to the north and 200/hour of the south-west to join the A428
- 25.** Cambourne currently has approximately 4,000 occupied houses. If we assume the same level of trips will be generated by West Cambourne residents and 2,350 homes are built, the total traffic outflow from Cambourne will increase by approximately 731 vehicles/hour to 1,976 vehicles/hour.
- 26.** Most of these vehicles head east on the A428 (or the old A428 road) heading

for the high tech employment centres north and south of the city. Because it is not possible to turn from the A428 eastbound onto the M11 southbound, most of these vehicles have to 'rat run' through villages to get to the A63/M11 junction east of Barton, which causes high levels of traffic and jams on Long road Comberton, in Barton, in Madingley and in other villages, including Bourn.

27. The Cambridge and South Cambridgeshire Sustainability Strategy estimates that, over the next 20 years, most of the new jobs in the Cambridge region, will be south of the city in the biomedical park and surrounding facilities. This will increase further traffic flows through the villages from West Cambourne and similar developments.
28. Bourn Parish Council considers that the proposed West Cambourne development should not be approved unless an all-ways interchange is built at the at A14/A428/M11 junction. The Highways Agency indicates that this is unlikely until the late 2020s, if at all.
29. **Caldecote Parish Council** – recommends approval and agrees to the principle of the application but would want to see conditions in place to ensure the development of associate infrastructure is phased in such a way as to keep up with the development of dwellings.
30. **Cambourne Parish Council** – first considered that application on 03/02/15 and recommended approval subject to the following points:
  - There must be a review of the boundary as at present the site is within Caxton parish who are not set up to be able to govern a development of this scale whereas Cambourne Parish Council has the experience to be able to do so;
  - There should be vehicular access to the site via the Business Park in addition to those proposed from the Caxton Bypass and Sheepfold Lane;
  - Concerns were raised regarding commercial vehicles parking in Sheepfold Lane;
  - The proposed athletics track needs to be an all-weather track;
  - The Design and Access Statement uses an average household figure of 2.7, whereas the actual figure according to the 2011 census is 2.76;
  - Concern was raised that there appeared to be a discrepancy in the Design and Access Statement in that provision has been made for school places for 20% of the population but currently 31% of the population are of school age;
  - The employment area needs to have vehicular access from the settlement;
  - The transport report talks of the duelling of the A428 and the provision of a dedicated bus lane into Cambridge at a cost of £100m but the breakdown of this unclear.
  - Concerns have been raised regarding the provision of medical facilities;
  - Affordable housing should be set at 30% not 40%;
  - There is a need for 3.36ha to be set aside for a Burial Ground;
  - The land adjacent to the Trailer Park, currently owned by Bovis Homes, should be transferred to the Parish Council;
  - Subsidised bus service to St Neots;
  - Swimming Pool;
  - CYP funding towards a larger building;
  - The development should be called West Cambourne and not Swansley Wood;



- There should be no construction traffic entering the site from Sheepfold Lane or through any part of Cambourne;
- Phasing should run in conjunction with the highway improvement works;
- A contribution to the Cambourne Parish Council Energy Fund;
- The Parish Council and Parish Clerk should be involved in all s106;
- The hedge boundary between Lower Cambourne and West Cambourne needs some breaks in it to increase visibility and ensure that West Cambourne does not feel isolated from the rest of Cambourne. MCA raised concerns regarding potential ecological issues with this.
- The s106 requirements of the Church need to be considered;
- Community facilities need to be on stream in tandem with the development. There needs to be a contribution towards improved provision at The Hub at implementation of the consent to provide community space until the community space in West Cambourne is provided;
- Representatives of MCA should try living in Cambourne for a day to get more of a sense of the issues that concern the residents on a daily basis;
- Concern was raised that the concept of West Cambourne appears to be different from the other villages;
- The commercial land will not be developed until a late phase, possibly not until 12 – 15 years time;
- Concern was raised regarding the effect of the constant development on the children at the Secondary School and Primary School;
- Concern was raised that the pre-school and youth provision is currently inadequate and that this must be addressed;
- A request had been made previously by the Parish Council to include some self-build and some single storey properties;
- There will need to be provision for a Maintenance Yard for the Grounds staff; and
- Concern was raised regarding the current level of traffic on Sheepfold Lane.
- Cambourne Parish Council has considered the draft S106 package and resolved that all elements of it that relate to the parish council be approved.

**31. Caxton Parish Council** – recommends refusal for the following reasons:

- The development greatly exceeds the area and number of homes proposed for West Cambourne;
- The site is in the wrong place as there is little local employment, the proposed employment land is a token only, and therefore the development is not sustainable;
- Inadequacy of local infrastructure and the A428 needs dualling from Bedford to Caxton Gibbet and high quality bus priority is needed from West Cambourne to Cambridge, otherwise there will be further rat running through villages;
- Concerns about sewerage infrastructure and impact upon health facilities;
- The land is grade A arable land and should not be lost; and
- Concerns about flooding in Caxton and Bourn, especially with flood events becoming more frequent.
- This was reiterated following the consultation on the amendments.

**32. Croydon Parish Council** – objects to the development due to increase traffic movements on the A428 and A1198 and the need for further services and facilities for residents (doctors, shops etc.) and improvements to infrastructure.

- 33. Elsworth Parish Council** – recommends that the application be refused unless the transport infrastructure of the area is improved, specifically the A428, otherwise the impact on highways would be ‘unsustainable’. The development is contrary to the draft local plan in the number of houses proposed.
- 34. Eltisley Parish Council** – recommends that the application be refused on the grounds that the infrastructure in the area must be addressed before any more development is permitted. There also needs to be more green/open space between areas of development to prevent the formation of a large conurbation.
- 35. Hardwick Parish Council** – has no objection “subject to Bourn Airfield development not going ahead”
- 36. Hatley Parish Council** – recommended that the application be refused and is concerned about the lack of infrastructure and insufficient road network meaning that the additional traffic can only have a detrimental impact upon the wider community, especially with regard to rat running through the villages.
- 37. Toft Parish Council** – opposes the proposed development as the infrastructure cannot sustain such a development, particularly transport routes, and the number of houses greatly exceeds the numbers within the local plan.

#### **Consultation - South Cambridgeshire District Council Consultees**

- 38. Affordable Housing Team** – notes that the site is subject to the local plan examination for approximately 1200 homes and that the application proposes over 1000 additional homes based on the current lack of a 5 year housing land supply. It raises concerns regarding the mix of house sizes, noting a need for more smaller 1 and 2 bedroom dwellings, as well as the inadequacy of the amount of affordable housing proposed and its tenure split and mix.
- 39. Consultancy Team** – considered the application in respect of Urban Design, Landscape and Ecology. It supported the aspiration to include substantial landscape enhancement through the use of tree, hedgerow and woodland planting and the creation of ponds which would enhance biodiversity. However, it expressed concern regarding the scale of the new settlement and its isolation from the rest of Cambourne, vehicle access arrangements, limited footpath connectivity, the location of the schools, community buildings, food outlets, employment area, sports facilities, playing fields and allotments, the provision of adequate open space, the relationship of new facilities with the existing Cambourne town centre and a lack of information on climate change adaptation and mitigation.
- 40.** It proposed revisions to the masterplan to improve its design relating to urban structure, density, land use, the provision of a burial ground, location and design of the main access, enhanced footpath and cycle links, improved landscaping, ecological mitigation and safeguarding and habitat enhancement and creation.

41. In addition it requests a condition requiring the submission of a Design Code at reserved matters stage to ensure the realisation of the aspirations regarding the quality and quantity of the development.
42. Following the amendments the consultancy team made further suggestions regarding potential improvements to the masterplan in terms of place making, the character areas, building scales and densities, site access, road layouts and hierarchy, layout, green spaces and burial ground provision and suggested revisions to the masterplan or future design code as appropriate. It also detailed concerns and suggestions regarding the ecological value and potential of the site and the need for mitigation of the development and potential for enhancement to be secured via condition/s106 agreement.
43. The consultancy team stated that the proposed allocation in the local plan for Cambourne West suggested fewer number of homes than currently proposed. The additional development would cause some degree of landscape and visual harm, as it would now extend further towards the A428 and A1198 resulting in loss of arable, open setting to Cambourne. The proposed structural landscape, earth mounding, screening and filtering landscape treatment along these two edges will help mitigate against the harm. Although the earth mounds could be seen as artificial features in the landscape, they would take up a modest area in relation to the overall landscape and by careful grading and planting would only have a localised effect on landscape character.
44. **Drainage Consultant** – supports the Environmental Agency’s comments.
45. **Sustainability Consultant** – confirms that the Sustainability Statement is acceptable and recommends that any consent be conditioned to ensure that it meets a minimum of 10% of it predicted energy requirements via onsite renewable energy technology.
46. **Development Officer (Community)** raises questions about the proposed sports provision, play spaces and informal green space and their locations within the development as well as management arrangements; seeks detailed consideration about design of community facilities and the needs of youth and financial contributions towards facilities. The issue of governance is also raised; and the need for s106 contributions towards transport measures, walking and cycling improvements and an access through the business park.
47. **Environmental Health Officer (Air Quality)** –confirms that the Air Quality Assessment Report is acceptable and suggests that conditions be attached to any consent relating to air quality and construction and renewable energy.
48. **Environmental Health Officer (Public Health)** –confirms that the Health Impact Assessment meets the required standard of the SPD policy. A number of the mitigation measures identified in the HIA are recommended to be conditioned as part of any consent or captured within any Section 106 agreement.
49. **Environmental Health Officer ( Noise)** –following the submission of the amended has removed the objection on the basis of noise and requested that a condition be attached to any consent granted.

#### **Consultation - External Consultees**

**50. Cambridge Cycling Campaign** – comments that the proposals do not significantly improve cycling connections outside Cambourne and questioned the quality of the cycling network in Cambourne. They also have concerns of the route of the spine road through the community hub and use of shared paving.

**51. Cambridgeshire County Council Education Team** – does not object, subject to conditions of the permission or the s106 agreement addressing the following matters:

- Provision of a flat site rather than the noticeable gradients currently present on the site.
- Increasing of the maximum heights for buildings from 12 metres to 15 metres
- Any renewable energy provision over and above that required by policy to be funded by the applicant.
- Provision of Early Years and Childcare facilities at the primary school site.
  
- It also requests the provision of two 2 form entry primary schools (£19m) and one 4 form entry secondary school (cost to be determined) within the s106 agreement.

**52. Libraries and Lifelong Learning Team** – does not object; it requests financial contributions towards the enhancement of the existing library to serve for the new residents to be made via the mechanism of the s106 agreement.

**53. Planning, Minerals and Waste Team** – has provided detailed comments on the submitted Design and Access Statement (DAS) and Environmental Statement. While it notes some omissions in those documents, it is content that they can be addressed through additional information required by condition. It has requested conditions relating to the submission and approval of a Site Waste Management Plan, Waste Audit and Construction Environmental Management Plan prior to development and a s106 agreement obligation for a capital contribution of £425,350 (£181 per dwelling) towards the provision of a household waste recycling facility.

**54. Archaeology Team** – initially objected to the application noting the high potential for significant archaeology of Iron Age, Roman, Early Saxon, Medieval and modern date in the proposed development area. This objection has since been removed as the trial trenching has now been done and the findings submitted.

**55. New Communities Team** – welcomes the provision of land for indoor community facilities noting that it is important that the facility is suitable for children, their families, old people and those with disabilities. It requests a commitment from the developer that a temporary indoor community facility would be provided from the outset in the absence of the permanent building in the first phase. It notes requirements for healthcare facilities, the need for an environment which is easily navigable, accessible and promotes mental health, the provision of affordable homes and the importance of social integration and community development.

- 56.** It requests S106 contributions towards staff costs for a period of two years two posts for Community Development Workers (£150,000), 0.7 posts for a Domestic Abuse Advisor (£60,840), two posts for Locality Workers (£139,000) and 0.7 posts for a Children’s Centre Worker (£30,935) as well as a contribution to additional social care for two years of £113,333.
- 57. Highways and Transport Teams** – raises no objection now that additional information has been submitted in respect of the Transport Assessment and Travel Plan which adequately demonstration that the transport impacts of the development can be mitigated.
- 58.** Safeguarding conditions and S106 Agreement clauses will be needed to secure appropriate measures. These are included in appendix 2 relating to:
- The access to the site and junction arrangements
  - Bus priority measures and services
  - Pedestrian and cycling accessibility and infrastructure;
  - Offsite mitigation and monitoring measures
  - Travel Plan measures including costs to cover monitoring and a coordinator.
  - Improvements to the Rights of Way network
- 59. Employment and Economic Assessment Team** – supports allocation of employment land. It suggests relocation of some of employment allocation in NW portion of the site to other areas within the development would aid integration and balance of community. It notes the broad match between the number of estimated jobs and the number of houses but suggests further opportunities for closing the gap between the two are explored.
- 60. Cambridgeshire Local Access Forum** – the Cambourne bridleway needs to extend around the development and be part of the approval. Following the amendments is pleased to see the bridleway extend round the Cambourne extension.
- 61. Cambridge Ramblers** – comments that it would be sensible to extend the cycle path shown on the north, west and north east boundaries to follow the route of the proposed new footpath which completes the circumnavigation of the site and it is important to retain Caxton PROW 44/17 as a means of access across the site.
- 62. Campaign to Protect Rural England** – objects to the application as it is premature to the consideration of the local plan and the lack of high quality public transport. This was reiterated following the consultation on the amendments.
- 63. Comberton Academy Trust** – access to the new schools is crucial and the location of the new school to Camborne Village College is important to support them working together and close working between the academy trust and other relevant organisations will be important.
- 64. Historic England** - comments on a pillbox on the site, which it would not list, and provides suggestions as to how it could be adapted.
- 65. Highways England** – initially submitted a holding objection until the transport modelling had been concluded. This was removed following confirmation that

the access arrangements for the development would not result in queuing back onto the trunk road network, and that a contribution would be secured for works to the A428, should the wider scheme not come forward.

- 66. Sport England** – comments that it does not advocate the use of grass athletics tracks for community use and it is not sure what the driver for the provision of this facility is. It would be helpful to see a more detailed layout of the sports pitches to ensure the irregular shape of the site can accommodate them. It advises that it may not be essential to provide changing facilities for the second area for formal sport due to its smaller area. There appears to be a lack of facilities for informal sport or tennis. This was reiterated following the consultation on the amendments.
- 67. Sustrans** – comments that the development must enable residents to walk and cycle for their daily journeys and improve walking and cycling access for Cambourne and the surrounding villages. Consent should be withheld until a simple design code is produced showing sustainability in transport and principles for street design giving advantage for walking and cycling and show access to the surrounding countryside. Financial contributions should be secured to provide high quality from the development through the Business Park and to Cambourne centre.
- 68. Wildlife Trust** – questions the amount of public open space in the development when compared to Cambourne and the management arrangements. It requests that contributions be made to the existing management of land within Cambourne that they carry out.
- 69. Natural England** – has no objection and has not suggested any condition. The council's attention is drawn to a number of land quality considerations. 98ha of 'best and most versatile' agricultural land would be lost. It recommends that the applicant use a soil specialist to advise on retaining the potential for the parts of the site that would not be developed. Natural England suggests that a Green Infrastructure Statement and ecological enhancements be secured by planning conditions.
- 70.** Following the submitted amendments, it is supportive of the green infrastructure subject to its design and management and supports the amendment to the ecology chapter of the ES.
- 71. Campaign to Protect Rural England** – notes that there are advantages to extending Cambourne rather than developing a new site at Bourn Airfield, however it objects to the application on the grounds that it is premature to the consideration of the South Cambridgeshire Local Plan and that there is currently a lack of high quality public transport between Cambridge and St Neots.
- 72. Papworth Doctors Surgery Practice Manager** – comments on the application correcting claimed inaccuracies in the planning application relating to the capacity of the surgery to accept new patients including in respect of the existing surgery building, the funding of the practice, the location of the development site in respect of the practice area and boundary.
- 73. NHS England and Cambridgeshire and Peterborough CCG** – confirms its preference for the expansion of the health facility at Sackville House for providing additional capacity. However it states that the capacity data within

the Health Impact Assessment is incorrect and that the development would have a major rather than a moderate impact. It requests S106 contributions of a maximum of £1,492,250 (£635 per dwelling) to mitigate the impact of the development on health services.

**74. National Planning Casework Unit** – has no comment to make.

**75. Cambourne Church** – outlines all of the services and facilities that it presently provides in Cambourne and has requested £250,000 in S106 contributions to go towards the expansion of Cambourne Church Centre.

**76.** In a separate representation the Area Mission Partnership and Cambourne Church recommends that there be provision for a community house within the development and community space in the first school.

**77. Environment Agency** – originally objected to the application as the FRA as submitted failed to demonstrate that there would be no increase in flood risk as a result of the development. Following the submission of the amended FRA has removed its objection subject to conditions being attached to any consent.

**78. Anglian Water** – commented that Papworth Water Recycling Centre is being consider to take flows from the development and that upgrades to the foul network will be required and recommended that several drainage conditions be attached to any consent.

**79. Police Architectural Liaison Officer** – has made a number of recommendations for designing out crime for further consideration when more detailed plans and the design coding are proposed.

**80. Cambridgeshire Fire and Rescue** – requests that adequate provision be made for fire hydrants.

**81. BHS Access & Bridleways Officer** - It is essential that the Cambourne extension includes a similar facility which links to the existing bridleway.

## **82. Third Party Representations**

**83.** During the first consultation period in early 2015 representations were received from the owner/occupiers of:

- 3 Alder Drive, 1, 4 and 12a Mayfield Way, 2 Bramble Court, 2 Hazel Lane, 13 Elm Tree Close, 13 Willow Lane, Flat 17 Darwin Manor, 34 Swansley Lane, 85 Jeavons Lane, 8 Wether Road, 6 The Maltings and 128 Greenhaze Lane, Great Cambourne;
- 1 Brace Dein, 10 Beaufort Road, 40 Lancaster Gate and 28 Vickers Way, Upper Cambourne;
- 13 Swansley Lane, 12 Meadowsweet Close, 11, Orchard Way, Lower Cambourne;
- 7, 50, 80, 136 and Topfield House, Ermine Street, 34 Tates Field, Field View, St Peter's Street, Caxton;
- 15 High Street, 28 Riddy Lane, 21 and 149 Caxton End, 140 Caxton End, Vine Cottage, Fox Road, Bourn;
- 147 Limes Road, Hardwick;

- 88 Summers Hill Drive, 15 Trinity Way, Papworth Everard;
- 46 Clare Drive, 7 Orchid Fare, Highfields Caldecote; and
- 24 Haverhill Road, Stapleford

84. The comments raised in these representations have been grouped under the following themes:

**Impact upon Cambourne masterplan and surrounding area:**

- Turning Cambourne into a town;
- Accumulative impact of Cambourne West and Bourn Airfield creating a large conurbation and continuous strip of development along the A428;
- Changing the character of Cambridgeshire;
- Loss of countryside and arable farmland;
- Loss of habitats;
- Environmental impact of development on the ridge identified by inspector in 1990;
- Further tree planting needed;
- Does not accord with draft allocation and would prejudice the inspector's findings;
- Outside the village envelope; and
- Impact upon the character and setting of Caxton.

**Highways**

- Highways and pedestrian safety;
- Impact upon the A428, A1303 and Caxton Gibbet roundabout of increased traffic with other housing sites at Papworth and St Neots;
- Inaccuracies in the transport modelling for the local plan and uncertainty around the timing of City Deal;
- Access needed to Caxton Gibbet eateries;
- A third road access is needed out of the development;
- Access needed for vehicles onto the Broadway;
- Public transport improvements needed to Cambridge, which needs to be affordable as well as a service to St Neots;
- Safe pedestrian and cycle routes to Cambridge and villages needed;
- The A428 needs dualling before any more development; and
- Increased rat running through surrounding villages.

**Impact upon facilities and services**

- Impact upon hospitals and schools;
- The household occupier of 2.7 per dwelling is too low;
- Lack of pubs and (affordable) retail in existing Cambourne and Post Office;
- Delays in the delivery of infrastructure experienced at Cambourne;
- Lack of existing employment opportunities at Cambourne;
- Need for a permanent youth facility;
- Need for greater community facilities, including a swimming pool; and
- Health provision (doctors and dentist) and the need for a new surgery at Cambourne West.

**Unsustainable development**

- Lack of community provision;
- Lack of strategic transport infrastructure;
- Environmental impact of waste water being pumped off site;



- Unsustainable development that is not near employment and would encourage commuting and increase CO<sup>2</sup> emissions and noise; and
- Bourn Airfield and other brownfield sites should be developed first.

### **Housing**

- Room sizes too small;
- Sustainability of house design;
- The themes of different colour houses should be continued;
- Good source of housing for the young and less affluent;
- Impact of buy to let investors on the need for housing; and
- Inadequate levels of parking at Cambourne.

### **Other matters**

- Development will bring economic activity and more facilities and have environmental benefits;
- Linking of green corridors so they act as wildlife routes;
- Concerns about two secondary schools next to each other and lack of vehicular access via Swansley Lane;
- Questions whether there is the need for the additional homes;
- Impact upon air quality and quality of life; and
- Increased risk of flooding in Bourn and Caxton.

**85.** A representation was received from Nathaniel Lichfield and Partners (NLP) on behalf of Commercial Estates Group. In this representation they object to the application on the basis that it would be premature not to refuse the application in advance of the local plan being adopted and to grant approval for the development would prejudice the plan-making process. They make the following detailed points:

- The level of housing is almost double that expected in the plan period;
- The proposal does not provide residential care homes;
- There is limited evidence of effective integration with Cambourne;
- The level of employment land is less than the draft policy, which would result in greater out-commuting; and
- Compliance with important access and green infrastructure has not been demonstrated.

**86.** NLP does not believe that the proposals should benefit from the presumption in favour of sustainable development as the development would make little or no contribution to the council's five year supply. Questions are also raised about connections with Cambourne; the acceptability of the Transport Assessment; the lack of a detailed strategic plan for the improvements to the A428 corridor and whether the development would constrain future improvements to the Caxton Gibbet roundabout.

**87.** Following the amendments of November 2015 representations were received from the owner/occupiers of:

- 2 and 3 Purley Road, 47 School Lane, 58 Orchard Way, 28 Swansley Lane, 6 Merle Way and 46 Brookfield Way, Lower Cambourne;
- 1 Goldcrest Court, 40 Jeavons Lane, and 92 Greenhaze Lane, Great Cambourne;
- 103 Anson Road, 40 Lancaster Gate, 1 Brace Dein and 35 Vickers Way, Upper Cambourne;

- 76/78, 94a and 80 Ermine Street, Caxton;
- 3 High Barns, Battlegate Road, Boxworth;
- 43 Mill Road, Great Gransden;
- 15 Trinity Way, Papworth; and
- Fairlight Barn, Short Street, Bourn

**88.** In addition to a number of the previous issues being reiterated the following issues were also raised:

- Densities higher than elsewhere in the district;
- Negative impact upon rail network;
- Lack of post 16 education at Cambourne increasing need to travel;
- Loss of landscape buffer between development and Lower Cambourne and the impact upon wildlife and amenity;
- Physical merging of the development and Lower Cambourne;
- Concerns about increased crime in Caxton;
- The need for parking restrictions on the main roads of the development;
- The road through the green spine will spoil the concept of the space;
- More parking need for Cambourne High Street;
- Direct buses to nearby hospital sites needed;
- Need for an ice skating facility, indoor sports facility and other leisure facilities;
- More independent shops needed;
- Need for a rail station;
- Loss of property value;
- Capacity of the telephone exchange/broadband network;
- Too many houses in one part of the district with expansion planned at Papworth;
- Broken promises by the developers about further development;
- More traffic calming need for Caxton; and
- Misleading photo representations of the site.

**89.** A number of the points raised by the consultees and third party representations reflect the representations that were received as part of the consultation on policy SS/8 of the submission local plan. A summary of these representations is included in appendix 1 of this report.

### **190. Design Enabling Panel (DEP)**

**191.** Prior to the submission of the application the masterplan was considered by the design Enabling Panel on 6<sup>th</sup> November 2014. The design narrative and evolution of the earlier master plan phases is convincing. The panel strongly supported the inclusion of the North-west corner of the site up to the Caxton Gibbet roundabout and welcomed a clear and convincing explanation of the design evolution for a site with few constraints but therefore little to latch onto. Below are a number of the comments made by the panel. The full report is included in appendix 4.

- Opportunities for links between Cambourne West and Cambourne Village and the Cambourne Business Park should be encouraged.
- Opportunities to enhance the character of these areas with appropriate hedges or walled enclosure, so that they are not seen as untidy intrusions, should be part of design guidance

- A journey through the site with a number of incidents along the way characterizes a landscape led structure.
- The option of a direct link from the Cambourne Business Park and Council offices would be a great improvement to the access arrangements.
- The employment area accessed from the roundabout would be greater if part of an expanded cluster on Sheepfold Lane
- The master plan has clearly built on the experience of working over many years in Cambourne.
- The initial settlement has now emerged as something that is neither village nor town. This stage has the opportunity to provide a character evolution that could see this phase developing a character of its own, less a series of residential developments and more a “piece of town”.
- A more varied mix of uses, occasional shops, including independents could have a beneficial effect on the way this phase emerges.
- The ability to provide a flexible response to the parameters should be encouraged to avoid the risk that the illustrative plan becomes the default position.
- Welcomed the linear park defining the heart of the development with different incidents along its length.
- The master plan envisages a continuous enclosure of the new settlement with only occasional breaks in hedge or tree belt alongside the main highways to north and west. The desirability of visual and acoustic screening should not preclude larger breaks for example at the southern roundabout entrance opening up views into development perhaps focussing on the attenuation pond. Views into the development need to be considered as well as screening.
- The Panel welcomed the practical and well-considered approach to site drainage and water attenuation.

The comments of the DEP have largely been addressed through the amended masterplan. A number of the recommendations relate more to the detailed design process and there will be further consideration of these points during the consideration of the design code for the site.

## **90. Background**

- 91.** Outline consent for the new settlement of Cambourne was granted in April 1994 on a site of 417 hectares (ha). The original consent had provision for 3,000 homes, with a contingency of an additional 10% (making 3300 Homes), of which 30% were affordable housing. The original consent also included land for employment, retail, community facilities, sports and open space.
- 92.** The masterplan, approved in 1996, set out a vision of three interlinked villages: Lower, Great and Upper Cambourne, each planned around a village green and connected by a central spine road running east to west. Lower Cambourne is the westernmost village and is adjacent to Great Cambourne, which is the largest of the three villages. Upper Cambourne lies between the eastern valley and the Broadway, the road which leads south from the old A428 to the village of Bourn.

- 93.** The masterplan also set out the locations of infrastructure and facilities to be provided with the majority of services and facilities being concentrated in the northern part of Great Cambourne. Two gentle valleys separate the three villages and provide significant areas of open space and lakes for water attenuation. Employment is principally provided in Cambourne Business Park, which is located to the north of Lower Cambourne, adjacent to the main entrance from the A428.
- 94.** Work started on site in 1998 with the first resident moving into Cambourne in 1999. At the time of the 2011 census there were 8,186 residents, making it currently the largest settlement in South Cambridgeshire. In addition to housing there are four primary schools, a supermarket and 16 smaller retail units, hotel, police and fire stations, church, health centre/library, community centre, sports centre and pitches, youth centre, play areas, allotments, country-park, and a business park.
- 95.** The original masterplan envisaged development at densities ranging from 24.9 dwellings per hectare (dph) in Great and Upper Cambourne to 23.2 dph in Lower Cambourne. As detailed planning applications (reserved matters) were submitted densities were increased, in line with the subsequently issued changes to national Planning Policy Guidance 3 in 2000 which required housing densities to be a minimum of 30dph. This increase in densities meant that the permitted 3,300 homes were built at Lower Cambourne, most of Great Cambourne and only on the north-western part of the Upper Cambourne footprint. This left the remainder of Upper Cambourne with no allocated development. Therefore, in 2007 an outline application for a further 950 homes at Upper Cambourne was submitted. This application was approved in 2011 with 30% affordable housing and financial contributions towards services and facilities within Cambourne. The site for the 2007 application was within the boundaries of the original outline application and completes Upper Cambourne.
- 96.** Lower Cambourne has been fully built out for a number of years. Other than vacant sites on Back Lane and High Street the majority of Great Cambourne, including all of the residential land parcels to the south of the centre, has been built out. Of the 950 homes approved at Upper Cambourne detailed applications for all of these homes have now been approved and almost 600 have been built and occupied. There are remaining plots to be built out on the business park,. The proposed golf course or country park in the eastern valley will be delivered once the land is no longer being used for spoil distribution.
- 97.** In 2013 Cambourne Secondary School opened to the west of the Lower Cambourne perimeter treebelt on land within the parish of Caxton. This was followed by the opening of Cambourne Community Primary School on the site next to the secondary school in 2015. The location of the secondary school, which was not included in the original masterplan, was the first material intrusion on the land to the west of Cambourne. It had originally been anticipated that secondary schooling would be provided by Comberton Village Collage but this position was reviewed in light of increasing pupil numbers. A temporary access road serves the school from Sheepfold Lane with the expectation that any further development on the surrounding land would deliver a permanent road to the school with a more central access from the north.

**98.** In March 2014 the South Cambridgeshire Local Plan was submitted and is presently subject to independent examination. Policy SS/8 of the submission local plan proposes the allocation of a site of 49.3ha to the west of Cambourne for up to 1,200 homes. The draft allocation also includes undeveloped land within Cambourne Business Park to accommodate a mix of residential and employment uses. The draft allocation extends broadly half way across the site the subject of the current application, with the western boundary of the draft allocation broadly following the shallow valley running north south through the middle of the application site . The applicant has outstanding objections to the submitted Local Plan seeking the larger site to be allocated in the plan. The hearings on draft policy SS/8 and the omission site have not yet taken place.

#### **99. The Application Site**

**100.** The application site, which has an area of approximately 147.25ha, includes an area of land to the west of Lower Cambourne, the majority of which falls within the parish of Caxton. There are also parts of the site that fall within Cambourne and Elsworth parishes. The site wraps around Cambourne Secondary School and Cambourne Community Primary School and includes the existing roadway along Sheepfold Lane that serves them both. Swansley Wood Farm, which sits at the centre of the site and is now a small-scale employment site, is not included within the application site. Although it is recognised that the majority of the site falls within Caxton parish for the purposes of this report the development is referred to as Cambourne West, reflecting that in planning terms it will function as an extension to the settlement of Cambourne. Also, for the purpose of this report where reference is made to ‘the parish council’ this would be Cambourne Parish Council and not Caxton Parish Council.

**101.** Northwards the site extends towards the dual carriageway of the A428. There are two bungalows and a self storage business to the south of the A428, which are not included within the application site. Similarly the food outlets at Caxton Gibbet do not fall within the application site boundary. The A1198 defines the western boundary of the site and the Caxton bypass defines the southern boundary.

**102.** The eastern boundary of the site is defined by the mature landscaped boundary of Lower Cambourne. The site edged red includes the present vehicular access for Cambourne Secondary School. The spur that extends along Sheepfold Lane also includes part of the central green space between the northbound and southbound carriageways of Cambourne Road.

**103.** The site is predominantly in an arable agricultural use and is devoid of any significant vegetation other than the remnants of past hedgerows and mature trees and hedges along the A1198. There is a shallow valley running through the centre of the site that follows the topography of the land as it slopes to the south. There are no significant areas of standing water within the site with runoff draining towards the Bourn Brook. Additional trees have been planted along the northern boundary as part of the A428 improvements and on bunds along the southern boundary of the site as part of the A1198 (Caxton Bypass) works.

**104.** There is a public footpath that extends from Caxton village to Swansley Wood Farm. A separate vehicular access off the A1198 serves the bungalows and storage container site to the south of the A428 and Swansley Wood Farm. There are also pedestrian and cycle routes through from Lower Cambourne to the secondary school campus.

#### **105. Proposed development and Parameter Plans**

**106.** In December 2014 MCA (a consortium of Taylor Wimpey and Bovis) submitted an outline application for up to 2,350 homes and associated development on 147.25ha of land to the west of Lower Cambourne. The application includes an Environmental Statement and six parameter plans as well as full details of the vehicular accesses to the site from the A1198 and Cambourne Road. The parameter plans cover the following areas: Access and Circulation, Landscape and Ecology, Development Areas, Building Heights and Open Space. The sixth Principles and Parameters Plan encompasses all of the aforementioned parameter plans (referred to hereafter in the report as *the Masterplan*)

#### **107. Access and Circulation Parameter Plan**

**108.** There are three proposed vehicular access into the site, two of which would be off the A1198 to the west. The eastern access to the site, using the Sheepfold Lane junction, would require further works to accommodate the increased volume of traffic. The primary vehicular route through the site would meander through the green spine between Sheepfold Lane in the northeast and the repositioned A1198/Caxton Bypass roundabout in the southwest. The other access onto the A1198 would be solely to serve an area of employment to the southeast of the Caxton Gibbet roundabout. Full details of all three of these accesses have been submitted for approval and have passed phase one safety audits.

**109.** The secondary vehicular network consists of two loops extending to the east and west of the central spine road. The primary roads would have a width of between 7.3 and 6.1 m and the secondary routes would be approximately 5.5m in width. Tertiary routes would provide access to the edges and centres of land parcels, and also up to the boundary with the Business Park in anticipation of a future link through.

**110.** The existing bridleway that runs around the perimeter of Cambourne would be extended around the perimeter of the development. In addition to this there would be a network of formal and informal cycleways, footpaths and shared surfaces within the development that would connect through to Lower Cambourne. As with Cambourne there would be a network of greenways containing pedestrian and cycles routes to link the development with the surrounding countryside.

#### **111. Landscape and Ecology Parameter Plan**

**112.** The landscape for the proposed development is based around the drainage strategy with a greening of the central valley leading to water bodies in the south of the site. The landscape strategy involves strengthening the existing treebelt along the A1198 reducing the visual impact of the development and introduces bunds to the north and west to reduce the impact of noise from the A428 and the A1198. Alongside the Caxton

Bypass the landscape buffer widens and includes the existing mound to the north of the Lower Cambourne roundabout.

**113.** The central green spine would connect the north and south of the site running along the shallow valley. This green spine has a water attenuation and transportation function as well as providing amenity space for residents. The masterplan includes greenways throughout the development to connect the residential areas with the landscaped edges of the site as well as acting as wildlife corridors.

#### **114. Development Areas Parameter Plan**

**115.** In addition to the predominant residential use of the site the application proposes a new secondary school and two primary schools, retail, employment, community facilities, public open space, formal play areas, sports pitches and an all weather athletics track. These uses are considered in detail in the main body of the report.

#### **116. Building Heights Parameter Plan**

**117.** The majority of the residential areas to the west, northwest and south of the site are proposed to be typically 2 storey in height (8.5m to 9m to ridge) with occasional 2.5 storey (10m to 10.5m to ridge).

**118.** Along the edges of the green spine and in the north-eastern part of the site buildings heights would have the potential to increase to up to 3 storey (11.5m to 12m to ridge). These are the areas that would accommodate the main employment areas and the higher density residential areas. The school sites have the potential to accommodate a built form up to a maximum of 15m in height, which would allow for two storey buildings if necessary.

#### **119. Open Space Parameter Plan**

**120.** The open space parameter plan is the most basic of the parameter plans and shows the proposed green spaces, including the pitches of the school sites, as well as the permanent water bodies across the site.

#### **121. Application documents**

**122.** In addition to the aforementioned parameter plans the application, as originally submitted in December 2014, contained the following plans and documents:

- Location Plan;
- Existing Features Plan;
- Tree Protection Plan;
- Phasing Plan;
- Detailed drawings showing the proposed vehicular access arrangement off Cambourne Road roundabout, the A1198 and the Caxton Bypass;
- Design and Access Statement;
- Planning Statement;
- Planning Application Schedule;
- Sustainability Statement;

- Employment and Economic Impact Assessment;
- Utilities Document;
- Statement of Community Involvement;
- Retail Assessment;
- Planning Obligations Heads of Terms;
- Affordable Housing Statement;
- Environmental Statement and Appendices (containing Flood Risk Assessment, Transport Assessment, etc.); and
- Environmental Statement Non-Technical Summary.

**123.** In November 2015 an addendum to the Environmental Statement and technical appendices and a revised Sustainability Statement were submitted along with amended parameter plans and an amended Design and Access Statement. The changes to the parameter plans were primarily as a result of relocating the new secondary school further north and to demonstrate how the masterplan could accommodate a vehicular access through the business park. Further details of bunds to the north and west of the site were also included to show that they could be accommodated in the masterplan.

**124.** Following ongoing discussions with the Environment Agency and the County Council further information was submitted in December 2016. This submission included further modelling and traffic mitigation measures as an addendum to the Transport Assessment, an updated Flood Risk Assessment and a statement confirming the level of retail as being at least 1,500m<sup>2</sup>.

### **125. Community Infrastructure and Facilities**

**126.** In parallel with the consideration of the application officers from Cambridgeshire County Council, the District Council and Cambourne Parish Council have been working with the applicant to draw up a draft Heads of Terms of contributions or obligations that would be delivered as part of the Section 106 legal agreement (S106). These include the following:

- Secondary and primary education and special educational needs;
- Children's centre and nursery;
- Extension to the health centre and library (Sackville House);
- Bus services;
- A428 bus priority measures;
- Off-site mitigation works;
- Improved walking and cycling links;
- Broadway bus link;
- Travel plan measures, coordinator and monitoring;
- Fibre optic to the home;
- Indoor sports;
- Sports pitches, pavilion, BMX track and all weather athletics track;
- Play areas;
- Maintenance of public open space;
- Community space;
- Space/facility for youth;
- Trailer Park extension and maintenance compound land;
- Burial ground;



- Community development workers;
- Community Chest;
- Household waste receptacles;
- Contribution to Household Waste Recycling Centre;
- Bring sites;
- Litter bins;
- Cambourne style street lights;
- S106 monitoring;
- Archaeological display;
- Small business/retail units;
- Welcome packs; and
- Public art.

**127.** Full details of these can be found in appendix 2.

### **128. Planning Assessment**

**129.** The key issues to consider in the determination of this application are:

- Principle of development
- Prematurity
- Implications for five year supply
- Consideration through the local plan process
- Landscape and visual impact and the setting of Cambourne and Caxton
- Original Cambourne masterplan
- Masterplan, design and layout
- Design Enabling Panel (DEP)
- Land Uses - education
- Land Uses - employment
- Land Uses – retail
- Land Uses – completing Cambourne
- Land Uses - housing mix and design
- Car and cycle parking
- Building heights
- Density
- Phasing
- Noise
- Air quality and contamination
- Access and Movement – Sheepfold Lane access
- Access and Movement – Cambourne Business Park access
- Access and Movement – A1198/Caxton Bypass roundabout
- Transport modelling
- Impact upon the A428 and the Caxton Gibbet roundabout
- Improvements to walking and cycling routes
- Broadway bus link
- Strategic bus priority infrastructure along the A428 corridor
- Bus routes
- Travel plan
- Impact upon surrounding villages
- Other highways matters
- Affordable housing - Viability
- Affordable housing - S106 contributions and cost review
- Affordable housing - Review mechanism

- Affordable housing - Start on site mechanism
- Affordable housing - Conclusion
- Sackville House – Health services
- Sackville House – Library
- Community facilities provision and indoor sport
- Special Educational Needs and Disabilities (SEND)
- Children’s Centre
- Nursery
- Outdoor sport
- Children’s playspace
- Informal open space
- Allotments and community orchards
- Youth
- Sustainable methods/renewables
- Flood risk and drainage
- Foul sewerage
- Biodiversity and landscape
- Health Impact Assessment (HIA)
- Fibre optic to the home
- Waste
- Archaeology
- Construction matters
- Other matters
- Boundary review

### **130. Principle of development**

**131.** The site lies outside the development framework of the adopted Local Development Framework (Development Control Policies DPD policy DP/7). Core Strategy Policy ST/4 identifies Cambourne as a Rural Centre, where development and redevelopment without any limit on individual scheme size will be permitted within the village frameworks of Rural Centres, provided that adequate services, facilities and infrastructure are available or can be made available as a result of the development. The proposed development would be a departure from the policies of the adopted Local Development Framework.

**132.** The submitted Local Plan (March 2014) maintains Cambourne as a Rural Centre (Policy S/8). Policy SS/8 (Cambourne West) identifies a 49.3ha site to the west of Lower Cambourne to accommodate an additional 1,200 homes as part of an urban extension of Cambourne. The draft allocation includes roughly half of the application site but excludes much of the northern and western part of it, largely due to perceived adverse landscape impacts. It also includes the undeveloped land in the southern part of Cambourne Business Park. Draft Policy SS/8 includes a range of policy criteria addressing the form of development. The draft local plan has not yet been adopted and policy SS/8 has limited weight as it is the subject of objections. The application site is considerably larger than the draft allocation.

**133.** The proposed development would be a departure from the policies of the adopted local plan and those of the emerging local plan. (It has been advertised as such). Considering this, the application must be considered against all material planning considerations. Of these material planning considerations, the council’s deficit in a five year supply of housing and the

National Planning Policy Framework (2012) (NPPF) definition of, and presumption in the favour of, sustainable development carry significant weight. These are matters which are addressed later in this report.

**134.** A number of representations have questioned why brownfield sites like Bourn Airfield are not being developed before Cambourne West. The strategy in the emerging local plan recognises the time needed to deliver the infrastructure for new settlements like those at Waterbeach and Bourn Airfield. Although restrictions on when development could start on Waterbeach and Bourn Airfield have now been removed, Cambourne West would always have been best placed to deliver housing early, as it would benefit from the facilities already at Cambourne and in time would deliver further facilities that would compliment those of the existing settlement. Therefore, the timing of the urban extension of Cambourne in the local plan, which has always been proposed as the earliest strategic site to be developed, is based around the continuity of supply of housing over the plan period. Given the council's deficit of a five year supply this application, submitted before the adoption of the local plan, also must be seen in this context.

### **135. Prematurity**

**136.** Nathaniel Lichfield and Partners (NLP) have objected, on behalf of Commercial Estates Group, to this application because it would be premature to do other than to refuse the application in advance of the local plan being adopted. A number of the third party representations have also raised the same point.

**137.** NLP state that the proposal should not benefit from the presumption in favour of sustainable development and that to grant approval would prejudice the plan-making process. A copy of NLP's representation is attached as appendix 3 of this report.

**138.** The application is not consistent with the adopted Local Development Framework. It is also not consistent with submitted local plan policy SS/8 for Cambourne West, which, as stated above, (along with other elements of the submitted Plan) is the subject of unresolved objections which are presently being considered at the on-going examination into that Plan. As such, whether it would be premature to grant planning permission needs to be considered, having regard to the advice set out in the NPPG.

**139.** The National Planning Practice Guidance (NPPG) at paragraph ID 21b-014-20140306 considers in what circumstances might it be justifiable to refuse planning permission on the grounds of prematurity. This states that:

**140.** "In the context of the NPPF and in particular the presumption in favour of development (paragraph 14) – arguments that an application is premature are unlikely to justify a refusal of planning permission other than where it is clear that the adverse impacts of granting permission would significantly and demonstrably outweigh the benefits, taking the policies in the NPPF and any other material considerations into account".

**141.** It then states that "such circumstances are likely, but not exclusively, to be limited to situations where both:

a) the development proposed is so substantial, or its cumulative effect would be so significant, that to grant permission would undermine the plan-making process by predetermining decisions about the scale, location or phasing of new development that are central to an emerging local plan or Neighbourhood Planning; and

- b) the emerging plan is at an advanced stage but is not yet formally part of the development plan for the area”.

**142.** Situation b) applies to this district as the local plan was submitted for examination in March 2014.

**143.** However, with regard to (a), the submitted local plan, through policy SS/8 allocates land to deliver an additional fourth village at Cambourne. To grant planning permission for the proposed development would be consistent with this objective albeit the proposed development is at a scale and is of site area which is larger than the emerging allocation.

**144.** The proposed development and the information in support of it addresses satisfactorily the detailed requirements set out within emerging policy SS/8 albeit in the context of a larger development area than that provided for within the emerging policy. As such, and having regard to all relevant matters, it is not considered that to determine the proposed development would conflict substantially with the emerging allocation or the Plan as a whole, so as to undermine its achievement. Indeed, by delivering high quality new development at Cambourne West, it provides that which the emerging local plan allocation seeks to achieve.

**145.** It is plainly the case that to grant planning permission now would be likely to prevent those opposed to, or have representations concerning, emerging SS/8 and the local plan in general (including its strategic policies) from having their concerns addressed through the local plan process. However, a full opportunity to make representations on the proposal has arisen through the planning application process. It is of some note that the additional 1,150 dwellings proposed over and above the emerging local plan allocation are substantially less than the 1,309 dwellings that have already been permitted on ‘five year housing land supply sites’ across the district since June 2014 (either with a resolution to grant or allowed on appeal) none of which have been considered or claimed to undermine the plan-making process either individually or cumulatively or to undermine public involvement in it.

**146.** On balance therefore it is considered that the proposal, neither individually or cumulatively, is so substantial, in physical terms or in terms of effect, as to undermine the local plan process in general or to pre-determine issues concerning scale, location and/or phasing of new development. What is proposed is an extension to a well-established existing settlement where growth into the future is already proposed through an emerging local plan which itself needs to deliver substantial new housing and other growth. Furthermore, the application site includes land which is the subject of an express allocation within that plan. In terms of quantum the 2,350 residential units comprises just 12% of the total number of dwellings (namely 19,500) now proposed to be delivered through the submitted local plan.

**147.** In terms of the NPPG guidance, officers do not consider that, in terms of the

effect on the local plan process, to grant planning permission now would generate any adverse effects which significantly and demonstrably outweigh the benefits, set out below, that approval of this development would bring.

**148.** Having regard to all the circumstances, the development is not therefore considered to be one where it would be reasonable or appropriate to refuse planning permission on the grounds of prematurity.

**149.** NLP's representation that the scheme should not benefit from the presumption in favour of sustainable development is not considered to be correct and that presumption is addressed later in this report.

**150. Implications for five year supply**

**151.** Through the emerging local plan process the Council has identified an objectively assessed need for 19,500 new homes between 2011 and 2031. The NPPF requires councils to boost significantly the supply of housing by meeting their objectively assessed needs and identifying and maintaining a five-year housing land supply with an additional buffer as set out in paragraph 47. The council accepts that it cannot currently demonstrate a five year housing land supply in the district as required by the NPPF. The current position is set out in the Annual Monitoring Report (December 2016) showing a 3.7 year supply for the period 2016-2021 using the methodology identified by the Inspector in the Waterbeach appeals in 2014. This shortfall is based on an objectively assessed housing need of 19,500 homes for the period 2011 to 2031 (as identified in the Strategic Housing Market Assessment 2013 as updated by the latest update undertaken for the council in November 2015 as part of the evidence responding to the Local Plan Inspectors' preliminary conclusions) and latest assessment of housing delivery (in the housing trajectory December 2016).

**152.** Where a council cannot demonstrate a five year supply of housing land, paragraph 14 of the NPPF states that there is a presumption in favour of sustainable development. It says that where relevant policies are out of date, planning permission should be granted for development unless the adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in the NPPF taken as a whole, or where specific policies in the NPPF indicate development should be restricted. This means that where planning permission is sought which would be contrary to the policies listed above, such applications must be determined against paragraph 14 of the NPPF, unless other national policies indicate an exception to this. Sustainable development is defined in paragraph 7 of the NPPF as having environmental, economic and social strands. When assessed these objectives, unless the harm arising from the proposal 'significantly and demonstrably' outweighs the benefits of the proposals, planning permission should be granted (in accordance with paragraph 14).

**153.** Further guidance as to which policies should be considered as 'relevant policies for the supply of housing' emerged from a Court of Appeal decision (Richborough v Cheshire East and Suffolk Coastal DC v Hopkins Homes). The Court defined 'relevant policies for the supply of housing' widely so not to be restricted 'merely policies in the Development Plan that provide positively for the delivery of new housing in terms of numbers and distribution or the allocation of sites,' but also to include, 'plan policies whose

effect is to influence the supply of housing by restricting the locations where new housing may be developed.’ Therefore all policies which have the potential to restrict or affect housing supply may be considered out of date in respect of the NPPF. However even where policies are considered ‘out of date’ for the purposes of NPPF paragraph 49, a decision maker is required to consider what (if any) weight should attach to such relevant policies, having regard to, amongst other matters, the purpose of the particular policy.

**154.** In the context of the Council’s identified five year supply deficit the policies that are out of date are the following:

Core Strategy

- ST/2: Housing Provision
- ST/4: Rural Centres

Development Policies

- DP/1: Sustainable Development
- DP/7: Village Frameworks
- HG/1: Housing Density
- HG/2: Housing Mix
- NE/4 Landscape Character Areas
- NE/6: Biodiversity
- NE/17: Protecting High Quality Agricultural Land
- CH/2: Archaeological Sites

**155.** Policy DP/7 is a housing supply policy. However, it is nonetheless considered to attract limited weight since it continues to serve a relevant planning purpose, namely to direct development to most sustainable location. Camborne is defined as a Rural Centre, the highest order settlement within the district with a range of services and facilities available. As such, and given the level of services which are and will in the future be available in Camborne, conflict with policy DP/7 should, in the context of the present application, be given little weight.

**156.** In addition to the above out of date policies draft policy SS/8 gives some weight to the development of a strategic scale site to the west of Camborne that would essentially result in a westward extension of the development framework.

**157.** The latest AMR includes the assumption that 200 homes will be built at Camborne West in the current five year period, based on the draft allocation site coming forward. The trajectory assumes a further 150 homes will be completed each year thereafter. The early development of the Camborne West site would therefore make a significant contribution to addressing the ongoing deficit in the council’s five-year housing land supply and indeed the supply of houses generally, which the council is required to boost considerably in accordance with the NPPF. The draft allocation site for Camborne West would contribute towards the future development needs of the district during the plan period. Should the larger application site be approved then the delivery of homes would extend beyond the plan period and build in future resilience for the council’s on going maintenance of a five-year supply. The site would also make a considerable contribution towards the significant need for affordable housing.

**158.** It also considered that the development, if approved, could begin swiftly. Development at Cambourne West has always been proposed to start early in the plan period and the submitted local plan does not propose of require a second tier of planning document in advance of a planning application like it does for Waterbeach and Bourn Airfield. Although there would be infrastructure needed and further applications to be approved before homes could be built, this is reflected in the current trajectory. The applicant has also indicated it is committed to working with the Council to ensure that, where appropriate to do so, work on design codes and early reserved matters is carried out in parallel to accelerate the delivery of the site. The proposed 'start on site mechanism', which is considered in detail in the affordable housing section, would ensure that an ambitious but realistic timetable for the delivery of homes is agreed with the applicant. The delivery rate assumed in the latest housing trajectory assumes no more than 150 homes a year, reflecting its relatively close proximity to the proposed new settlement at Bourn Airfield, but there is no limit on a greater number being delivered if supported by the market. Historically Cambourne has demonstrated that, subject to favourable market conditions, it can exceed this figure and the applicant's viability model assumes a build out rate of 160 homes a year. With an appropriate mechanism in place it is considered that the site can make a significant contribution to five-year land supply, both in the current five year period and in future years, which carries weight against the argument that the development would not have an impact upon the council's five year deficit. This is an important benefit in favour of the grant of planning permission.

**159.** Moreover, the additional homes proposed above those of the draft allocation would provide additional flexibility to help ensure the council is able to maintain a five-year land supply in the future and fulfil the requirements of paragraph 47 of the NPPF. Cambourne has consistently delivered homes over the last 18 years with an average rate of delivery of 220 homes a year over that period and the demand for homes in Cambourne still strong. This is demonstrated by the fact that the schedule for the delivery of the 950 development, which was agreed in 2012, has effectively been reduced by almost two years.

#### **160. Consideration through the local plan process**

**161.** As part of the local plan process, two sites at Cambourne West were subject to consideration through the Strategic Housing Land Availability Assessment (SHLAA): the application site, and a smaller site extending as far as Swansley Wood Farm.

**162.** The application site originally came forward in the SHLAA call for sites and following an initial assessment, it was considered to warrant further consideration. The application site was identified as an option through the issues and options process. Following consultation it was determined that a development on the eastern part of the site only should be allocated in the submission local plan, following the eastern side of the shallow valley which runs through the site. It was perceived that this would reduce the landscape impact of the development, and retain long views across the western part of the site.

#### **163. Landscape and visual impact and the setting of Cambourne and Caxton**

- 164.** One of the reasons why the wider site did not progress further in the local plan process was due to concerns about the impact upon the wider landscape and in particular the setting of Cambourne. The original council assessment of the site (SHLAA) identified that the character of many of the upland villages in the district was that they are viewed across open land, which was given weight in considering the scale of the allocation for Cambourne West. As the land falls away to a shallow valley with a higher ridge to the east it was felt appropriate that visually development should not extend beyond Swansley Wood Farm. The draft allocation would still have retained the distance views of the settlement from the west across an area of open, agricultural land.
- 165.** Perhaps the most prominent view of the site is from the A428, where the existing secondary school is seen in the context of an isolated development surrounded by agricultural land. Notwithstanding this, the open nature of the site also provides distance views to the south between the slip roads and landscaping of the A428 to the east and the residential and commercial units to the east of the Caxton Gibbet roundabout. The draft allocation site would partially have obscured these views but would not have resulted in bunds across the full length of the A428, which would obviously be artificial landscape features that were uncharacteristic of the wider landscape to the west. The assessment also considered that to prevent uncharacteristic visual intrusion into the landscape any larger units should be located away from the northern and western boundaries, with smaller units on the new village edge.
- 166.** Several objectors make reference to a refused application and appeal for the Cambourne West site. This relates to the Inspector's report in 1992 for the inquiry that considered various sites along the A45 corridor for a new settlement. The original application for Cambourne was subsequently submitted the same year and approved in 1994. The inspector raised similar concerns about landscape impact.
- 167.** To address this issue the applicant has submitted comprehensive information to support the application which is more extensive than that which was considered as part of the SHLAA. There is a Landscape and Visual Impact Assessment within the ES which assess the anticipated effects of the change from the development on the character and features of the landscape and on people's views and visual amenity. Several photo montages are also included as part of the Design and Access Statement to demonstrate how distance views of the site from the surrounding countryside would be limited, and that the development could be softened with appropriate landscaping and how the scheme has been designed to take account of these. These montages show that from the A1198 views of the site are effectively screened by the existing mature trees and hedgerows that form the western boundary of the site. The development of the draft allocation site would in effect screen views of the additional land in the application site, especially when viewed from the southeast. The proposed green spine would introduce a new landscape character that would still allow distance views into the site from the relocated Caxton Bypass roundabout. Though these views would become a vista of a more formal landscape framed by residential development either side of the green spine rather than across the existing agricultural landscape.



- 168.** Mounding to the north and west, which was not originally proposed, has been introduced to ensure an appropriate noise environment for new residents. Although there is merit in the applicant's arguments clearly the development would still result in the loss of the agricultural setting when viewed primarily from the A428 and the Caxton Bypass roundabout which Policies DP/2, DP/3 NE/4 seek to protect. For this reason, officers consider that that the draft allocation remains sound. However, in considering this application, the level of weight to be given to this harm needs to be balanced with the benefits the application brings.
- 169.** Several representations have referred to the creation of a ribbon of development along the A428, especially if Bourn Airfield were to be developed. Officers have been mindful of this in the consideration of this application and the treatment of the northern boundary. This matter will continue to require careful consideration as plans for Bourn Airfield emerge, subject to the outcome of the Local Plan examination. This point will be something that will also be addressed within the proposed Supplementary Planning Document (SPD) that the Council will shortly be commissioning for Bourn Airfield. The use of landscaping, disposition of land uses and building heights will be key to ensuring an appropriate edge treatment along the A428, and the SPD will look to set out principles to address this.
- 170.** Concerns have been raised about the impact upon the setting of Caxton village from Cambourne extending further westwards. There are limited distance views across the site to Caxton from the A428, and when travelling south down the A1198 the development of the site would not obscure views of Caxton village. In fact the additional landscaping that is proposed would mean that there would be limited views into the site from the A1198 between the Caxton Gibbet roundabout and the relocated Caxton Bypass roundabout. The most important element in protecting the setting of Caxton village is in maintaining a green buffer between Cambourne West and the houses to the north of the village. The masterplan shows a wide area of landscaping to the north of the Caxton Bypass. The existing bypass landscaping would be further enhanced by the proposed development. It has been questioned whether this land, and the land to the south of the bypass could be designated as a green buffer for Caxton. The land within the site forms a water attenuation and movement function as it would contain the circular bridleway, and is therefore unlikely to be able to accommodate development without harming the delivery of the wider site. The land to the south of the bypass is not part of the application site and is not in the applicant's control. If either area of land were to be proposed for development, then it is likely that the need to provide a green buffer between Caxton and Cambourne would weight heavily against it.
- 171.** Although most of the site is presently in Caxton Parish, in planning terms it would be an extension to Cambourne Rural Centre. The land has very little public amenity value for Caxton residents with the only public access being along the footpath that terminates at Swansley Wood Farmhouse. There would be far greater amenity value to the residents of Caxton once the site is developed as it would provide greater access to the landscaped perimeter of the site by way of the circular bridleway and the central green spine running towards the sports pitches and facilities

**172.** It is acknowledged that there will be some harm to the wider landscape from the proposed development. However the Council needs to determine whether this would be significant demonstrable harm as set out in paragraph 14 of the NPPF and the level of harm needs to be set against the benefits of the development. These benefits, which include providing towards the council's on going need to demonstrate a five-year supply of housing in a sustainable location benefiting from the facilities at Cambourne and providing new and enhanced facilities for the new residents and those of the surrounding villages, are discussed in more detail in the conclusion of this report. The development is considered to accord with the aims of policy NE/4 and those of emerging policy NH/2.

### **173. Original Cambourne Masterplan**

**174.** A number of Cambourne residents have objected to the proposed development on the basis that it would be a departure from the original masterplan for Cambourne of three distinct villages planned around village greens. The SHLAA also identified this as a negative impact of the development of the wider site. To address these concerns the applicant has used the masterplanners for Cambourne to design the Cambourne West masterplan to ensure that the urban expansion would compliment the Cambourne masterplan.

**175.** At the pre-application stage it was questioned whether Cambourne West should be planned around a village green like the other three villages. However, given the location of drainage infrastructure and the secondary schools it would have been difficult to achieve such a layout. Moreover, Cambourne West would be far greater in area and numbers than any of the three villages so there is merit in the argument that an alternative approach to the layout, based around a central green spine( rather than a village green), should be taken.

**176.** The retention of the existing landscape buffer between Lower Cambourne and the Cambourne West site would help to maintain the layout of the original three village masterplan. This would not have been the case if a full vehicular access through to Cambourne West had been proposed along one of the existing Lower Cambourne roads like Swansley Lane.

**177.** The focus on the central green spine running through the development still allows for open spaces to be delivered, which would have the ability to be used in a similar way to the village greens of Cambourne. The green connections between Cambourne and Cambourne West would also allow easy access through to the open valleys of Cambourne and features that are highly valued by Cambourne residents such as the circular bridleway and the greenways would be replicated at Cambourne West.

**178.** The extension of Cambourne to the west has the potential to address some of the problems with the existing layout of Cambourne. Presently the business park is a cul-de-sac development and the council's offices are isolated at the end of it. As a result of Cambourne West the business park, with an access through it, would play more of a role in the settlement and the proposals for the vacant land would include a mix of commercial and residential uses to ensure that there is activity throughout the day rather than being a sterile lifeless place in the evenings as it is now. The council's offices attract large numbers of trips by staff and visitors. By providing

access to the local centre at Cambourne West and public transport routes through the business park a hub of activity and uses would be created that would compliment, but not compete with, the centre of Cambourne.

- 179.** With the development of Cambourne West, and potentially a new relatively self contained village on Bourn Airfield, Cambourne would have the potential to become the highest order settlement in the district until Northstowe and the proposed new town at Waterbeach are developed. Given the proximity of Cambourne to Cambridge it is inevitable that it would still look to Cambridge for greater employment and retail opportunities. However, Cambourne would still need to ensure that it had sufficient services and facilities to ensure that any trips made out of the settlement were as a result of personal choice rather than need. The range of facilities that would be delivered as a result of Cambourne West (athletics track, swimming pool, more shops, employment land, etc.) would mean that Cambourne had equivalent, if not better, facilities than some of the neighbouring towns like St Neots and St Ives.
- 180.** The situation at Cambourne is no different to other villages where major new developments are proposed that would alter the character of places, such as those at Longstanton (Northstowe) and Waterbeach. Therefore the application has to be judged on its merits and the impact to the character of Cambourne has to be judged against the public benefits of providing new housing and facilities for the district. These considerations have greater weight given the council's five year supply deficit and the NPPF requirement for sustainable development.

**189. Masterplan, design and layout**

- 192.** The applicant has used the masterplanners for Cambourne, Randall Thorpe, to develop the masterplan for Cambourne West. Randall Thorpe have sought to demonstrate how the Cambourne West masterplan would compliment the original masterplan for Cambourne and would have a limited impact upon the rural setting of Cambourne. These points are considered in more detail in the Landscape and Visual Impact section of this report above.
- 193.** Together with the parameter plans the amended Design and Access Statement sets out how the design of Cambourne West would create a quality urban environment. The concepts within the Design and Access Statement such as providing, strong sense of enclosure for urban areas, use of landmark features to create the character of key routes through the site, etc. would all be built upon as part of the design coding process which would follow any approval. This process would also help to define the character areas within the site that would use different materials houses design to create distinctive places. The design coding would be secured by condition 8 and would set the standard for the detailed applications that would follow.
- 194.** It has been suggested that the development would not have a central 'heart' in the same way the existing villages do with their central greens. Although the green spine would allow for central open spaces to be delivered along its route, the 'active' heart of the development would be the educational campus/public open space to the north. By having the school sites focusing on a public square, with community and retail uses in close proximity, it would create a vibrant centre for Cambourne West. The connections through

to the business park, where the Council's offices attract large numbers of visitors, means that the whole area would become more vibrant and be able to support cafes and other uses. The development of the vacant business park land would add to this vibrancy if a mix of small scale employment and residential uses are delivered.

**195.** In terms of the density and building height distribution it is appropriate for these to be increased around central areas and public transport routes in order to create focal points and a legible development. The layout of the site is influenced by the land uses and the necessary green infrastructure to provide noise and water attenuation as well as visually softening the boundaries of the development site. The individual land uses are considered in detail below. The development is considered to accord with the aims of policy HG/1 and those of emerging policy H/7.

**196.** The comments of the Design Enabling Panel have largely been addressed through the amended 'masterplan' and its recommendations will also be used to inform any future design code.

#### **197. Land Uses - Education**

**198.** School provision is one area at Cambourne where lessons have been learnt and applied elsewhere, in particular in the projection of child yields which are considerably higher in new developments. Cambourne now has four primary schools and the original strategy for secondary aged children to attend the nearest secondary school at Comberton. This changed with the opening of the 5 form entry secondary school in 2013 and meant that secondary education was available within Cambourne for the first time (though it is recognised that it is with Caxton parish) meaning that more children could walk, cycle and scoot to school. The secondary school is in the process of being extended to 7 forms of entry in order to meet the existing needs of Cambourne. The education modelling for the Cambourne West development is based on the household occupation figures experienced at Cambourne.

**199.** A second secondary school is proposed as part of this development. There is a contribution of £14,809,852 in the proposed S106 Head of Terms for secondary education based on £26,013 per place. The proposed 6 form entry secondary school would be in close physical proximity to the existing school to create an educational campus area, along with the existing Cambourne Community Primary School that relocated from the temporary school in 2015. Although the new secondary school would have the capacity to meet the needs of Cambourne West with 4 forms of entry, it would be built to 6 forms of entry in order to meet the future needs of the existing residents of Cambourne, with the additional 2 forms of entry being financed by the Local Education Authority.

**200.** In supporting the application, Cambourne Parish Council has stated that delivering the larger site over the draft allocation would allow a more holistic approach to the development than if the additional land were to come forward as a future allocation. Taking the example of education the proposed draft Local Plan allocation of 1,200 homes would most likely have had its secondary education needs met through an extension of the existing secondary school to 10 forms of entry. However, if the remainder of the application site were allocated as a future stage, it would be difficult to plan for a further extension and thus could possibly result in children once again

being bussed to secondary schools outside Cambourne, which would not be a sustainable form of development.

- 201.** Following discussions the location of the secondary school has been moved from that shown in the 'original masterplan' where it was felt that the combination of the two school sites taken together their associated security fencing, would have created a physical barrier between Lower Cambourne and Cambourne West. The County Council also expressed a preference for the school buildings to be near to each other, so that if the existing school provider were to take on the new school, (they have expressed an interest to do so), then it would be easier to manage the two facilities.
- 202.** In addition to the new secondary school there would also be two further primary schools within the Cambourne West site, each of 2 forms of entry.
- 203.** A capital contribution of £17,260,000 is included in the draft S106 for primary education, which would be paid based on the phasing of the delivery of the primary schools. A further £80,000 is included as a revenue contribution of £40,000 start up cost for each primary school.
- 204.** The County Council has confirmed that post 16 education will be provided in existing locations locally and in Cambridge.

#### **205. Land Uses – Employment**

- 205.** Draft Local Plan Policy SS/8/ requires that the 8.1ha of employment land that would be lost as a result of the development of the vacant sites on the business park is re-sited into Cambourne West. The amended proposals increased the amount of employment land to 5 to 7 ha. The proposed employment areas would deliver approximately 30,625m<sup>2</sup> GIA of employment floorspace. Any development of the vacant land on the business park would also include some employment provision. The proposed employment land on Cambourne West would be a significant contribution towards the quantity of Use Class B1 employment land that would be lost on the business park if the proposals for a mixed use residential scheme are progressed for the vacant land to the south of the business park road.
- 206.** The applicant has suggested that the land identified for employment could at a later stage be developed for residential use if the market for employment floorspace does not emerge. Any future application to change the use of the land would have to be judged in its merits. However, the changes in transport infrastructure have the ability to make Cambourne a more attractive place for businesses. The proposals to dual the A428 to the Black Cat roundabout and the rapid public transport route between Cambourne and Cambridge, and possibly Cambourne and St Neots, would make the settlement more accessible. It would also put Cambourne on an enhanced vehicular route between Cambridge and Bedford/Milton Keynes.
- 207.** Although the delivery of new employment buildings at Cambourne Business Park has stalled there are numerous instances of small scale employment taking place in Cambourne. Therefore, a strategy is needed for the employment sites on Cambourne West to ensure that the scale and use class of the units that are delivered best meet the needs of Cambourne and the surrounding villages. This strategy for the delivery of the employment sites would be secured by way of condition 13. In addition to the

aforementioned strategy the draft S106 includes a contribution of £500,000 that would facilitate the delivery of small business units on land identified in the masterplan by the parish council.

**208.** The history of Cambourne has shown that the employment and retail units are rarely built on a speculative basis and have only come forward when an occupier has been identified. In the case of the retail units on Back Lane it was by targeting national retailers that provided the developer with the financial security develop the units. Therefore the money in the draft S106 would go towards the delivery of employment units early, before a commercial developer would normally construct them without an end occupier, so that they are not merely an afterthought resulting in left over spaces once all the residential land has been built out. Officers consider that this figure would allow for the early development of some small business units, which once occupied should act as a catalyst for more units coming forward. The increase in population would mean that other businesses such as a MOT centre, tool hire etc. would be attracted to Cambourne. The strategy and contribution would seek to ensure that premises for these uses would be built to attract such uses to Cambourne.

**209.** A number of the representations have referred to the lack of employment opportunities at Cambourne. This is often based on the fact that the business park has not delivered all of the sites for employment. However, the reality is that the majority of employment in Cambourne is outside the business park and can be found in the schools, hotel, retail units etc. There are also a large number of residents who run successful companies out of their homes. The key to making Cambourne more sustainable in terms of employment provision is to ensure that the units that are delivered best meet the needs of Cambourne and therefore include a range of unit sizes and use classes. The strategy for employment and S106 contribution towards small business units would help to diversify the employment offer for Cambourne and prevent it from becoming a dormitory settlement. In comparison with other villages in the district where pubs and shops often struggle with viability the continued growth of Cambourne is making it more attractive to employers and retailers and this needs to continue into Cambourne West.

#### **210. Land Uses - Retail**

**211.** A retail assessment accompanies the application which sets out the appropriate level of retail (Use classes A1- A5) for the size of the development and indicates that this will not have a significant effect on existing facilities. It indicated a convenience store ( A1) of up to 500sqm and 1000sq m for other uses (Use classes A1-A5). By way of comparison Morrisons has a net sales area of 2300sq m and the Co-op 292sqm. In addition in Cambourne there are 14 other units currently occupied ( a Pub, a, café, a chemist, a building society, hairdresser, 4 restaurants/ takeaways, 3 estate agents and a betting shop) as well as the Doctors, Library and Church along the High Street.

**212.** The masterplan for Cambourne West provides for shops and other town centre uses to serve the needs of the development and adjoining business park. Given the increase in numbers of homes the retail needs have been increased from up to 500m<sup>2</sup> (A1 to A5 gross floorspace) for the draft allocation to 1,500m<sup>2</sup> (gross floorspace) for the application site. The flexibility of locations for the retail, and the increased provision being proposed, means

that a stand alone store and a small local centre could be accommodated within a 600 metre walk of the great majority of homes.

- 213.** Condition 14 would seeks a site wide retail delivery requiring details of the size of different retail uses required across the site, minimum and maximum unit sizes and a strategy for its delivery.
- 214.** There was some debate between officers and the applicant about the exact location of any retail units at Cambourne West. Good urban design principles dictate that for retail to be most successful it should be located in the areas of highest residential density, on well used routes through a site and near to other uses that attract people throughout the day. Therefore, the provision of retail around the secondary schools would be the most appropriate location for a local centre as there would be the greatest amount of footfall given the uses in the area, density of residential units and its proximity to any routes through to Sheepfold Lane and the business park. Moreover, the proximity of the local centre to the business park is also critical as it would allow for further trade during the day for shops, cafes etc., which would not benefit from such trade if they were located more centrally within the purely residential areas of the site.
- 215.** The masterplan still has the flexibility to accommodate some retail more centrally within the site and a small retail store similar to the one in Lower Cambourne may be an appropriate development for the lower density areas of the site. Further details of the distribution of retail units through the site would be secured through this retail strategy condition.
- 216.** There are third party concerns about the vacant land along the High Street in Great Cambourne and wish to see more shops so that the whole settlement becomes more self-contained. Given that the High Street is within the applicant's control, it is therefore considered reasonable that the retail strategy should include not just the Cambourne West site but also the delivery of the outstanding sites in Great Cambourne. This would then ensure that the local centre and central Cambourne retail offers were complimentary and look to complete the High Street as soon as possible.

#### **217. Land Uses - completing Cambourne**

- 218.** A number of representations referred to the fact that there are still a number of undeveloped retail sites in the centre of Cambourne and that these should be completed before Cambourne West is built out. It is acknowledged that there are vacant sites on the High Street and Back Lane, some of which benefit from detailed planning consents. MCA has been working with Newcrest to deliver these outstanding sites since 2012. The 'gateway site' on Back Lane has consent for a new pub and a budget hotel. Amended plans are expected shortly now the developer has a hotel operator on board. Site 2, to the north of the High Street, also has detailed consent for two retail units, which due to complications with the access arrangements for deliveries cannot now be built out. Pre-application discussions with Newcrest are on-going about an alternative development for Site 2 that would deliver smaller retail units with residential above. These smaller units would be more affordable for local businesses and the parish council is actively investigating whether a post office could return to Cambourne, potentially as part of the occupation of one of the new High Street units. Applications for Site 2 and the 'gateway site' are expected later this year.

**219.** In order to deliver Site 2 the High Street needs to be widened and this will be considered as part of the application for the retail units and residential. Once Site 2 has been built out and the High Street widened the intention is to move onto the land to the south of the High Street and the 'exchange site' at the end of Broad Street. This would then mean that the centre of Cambourne was effectively fully built out.

**220.** As discussed later on in this report there are complications with delivering the vacant business park sites and an application for residential (approximately 240 homes) and small commercial units is expected sometime in 2017. The land within the business park has been designated as an Enterprise Zone, which should facilitate development of business units as part of a mixed use development when one comes forward. The masterplan still allows the potential for land south of the business park access road to be developed primarily for residential uses, and to accommodate links to Cambourne Village College. The timing of development means that the development of the business park land is likely to come after the early phases of the applicant's site. This is broadly in accordance with the aims of the sixth criterion of draft policy SS/8.

**221.** The last reserved matters application for the 950 development at Upper Cambourne was approved in November 2016 and approximately 600 of these homes are now occupied. The completion of development at Upper Cambourne is likely to be sometime in 2019. As the applicant finishes the last land parcels at Upper Cambourne staff would be transferred to Cambourne West to ensure continuity and speed of delivery of the new site.

## **222. Land Uses - Housing - Design and Mix**

**223.** Whereas the original style of Cambourne housing picked up on the vernacular of the surrounding villages the 950 development took a more contemporary approach. The final design of housing at Cambourne West would be considered further via the design code process and will be influenced by the different character areas that would be defined for the development.

**224.** The application includes an indicative market housing mix of different homes from one bedroom properties to larger family homes. These would include more terrace style housing and apartments in the higher density, central areas and larger more detached homes in lower density, more suburban edges of the site. In the viability appraisal the mix of affordable housing is 15% x 1 bed, 57% x 2 bed, 23% x 3bed and 5% x 4bed.

**225.** The S106 agreement would secure the level, tenure and mix of affordable housing to ensure that the homes that are delivered meet the needs of the district. It will also address the distribution including the size of any clusters. Affordable housing would be as an integral part of every land parcel and the units would be designed so that they are tenure blind. The 950 consent and requires the affordable housing to be deliver in clusters of no more than 15 house or 20 apartments. This has worked well at Upper Cambourne with areas of market housing or spines roads separating clusters of affordable housing.



**226.** The need for a residential care home at Cambourne West to make the community more sustainable was questioned. Although the fifth criterion of policy SS/8 says that in addition to residential the site 'could also include nursing and residential care homes' it is not a requirement. The lack of a care homes was not raised as an objection by housing officers and the masterplan would not preclude such a development coming forward. Cambourne already has two residential schemes and should further ones come forward for Cambourne West then it would be considered on its merits as part of any detailed application.

**227.** Although policy HG/2 requires that a proportion of new dwellings should be designed to Lifetime Homes these standards are no longer being promoted by government and instead as a number of the criteria are soon to be incorporated in part M of building regulations. As a result the applicant is not proposing that any of the homes are built specifically to Lifetime Homes standards. Council housing officers do not object to this approach.

**228.** A third party representation has questioned the room sizes of new housing. Whilst the draft Local Plan contains a draft policy H/11 (Residential Space Standards for Market Housing), it is subject to a number of objections and as such cannot be afforded sufficient weight to insist on the provision for this application.

#### **229. Car and Cycle Parking**

**230.** The design coding would detail different forms of car parking that would involve a combination of in curtilage parking, as a preference, and limited use of parking courts and on street parking where necessary to create strong street frontages.

**231.** Conditions 8 and 23 would control the location and amount of parking including the size of any parking courts depending on whether they serve houses or apartments. The approach to Cambourne has been to avoid parking courts and only to accept them where there are clear urban design benefits to their use. In terms of number of parking spaces for residential and commercial properties these would be influenced by the emerging parking standards of policy TI/3 of the submission local plan. Historically within Cambourne a pragmatic view has been taken to parking. This is based on a balance between recognising that car usage should be discouraged but the design of developments need to take in account the negative impact upon the street scene and the amenity of an area where insufficient parking results in a prevalence of on street parking.

**232.** As a result of mitigation measures that would be delivered by the development new and existing residents would have more opportunities to travel sustainably. This would have the potential to see a reduction in the levels of dependence upon the private car seen at Cambourne and the resulting problems with parking that come as a result of high levels of car ownership.

**233.** Details of secure undercover cycle parking would be required to comply with condition 22. The approach taken previously in Cambourne has been to provide lockable sheds within the curtilages of residential properties and this is likely to be acceptable in most instances on Cambourne West. Details of

cycle parking would be required for staff and visitors to all building uses and sports areas within the development.

#### **234. Building Heights**

**235.** The parameter plan identifies that the majority of buildings would be between 2 storey in height (8.5m to 9m to ridge) and 3 storey (11.5m to 12m to ridge), with some built forms potentially extending up to 15m in height. These building heights would be similar to the building heights at Cambourne, where some taller buildings like the church have been used as focal points in the streetscape. Given the location of the site on the ridgeline any buildings taller than 15m would be more difficult to screen by perimeter landscaping.

**236.** The approach to the building heights is that taller buildings would be located more centrally and to the north of the site, where the higher density homes would also be accommodated. This would allow for a stepping down of development nearer to the site boundaries, and the landscaping would minimise the visibility of the settlement from adjoining roads to the north, west and south in accordance with the aims of the third criterion of draft policy SS/8.

#### **237. Density**

**238.** The net developable area of the site is approximately 84.05ha, which would accommodate the 2,350 units at an average density of 36 dwellings per ha (dph), which is slightly higher than Cambourne. The highest densities of 45dph would be accommodated to the northeast of the site. Densities of around 40dph would be accommodated along the primary routes and the green spine, along the potential bus route. The lowest densities, 30 to 32 dph would be around the edges of land parcels that abut the boundaries of the site with the A1198 and the Caxton Bypass, which would accord with the aims of the fifth criterion of draft policy SS/8. The rest of the site will accommodate medium density areas of 35dph. The layout of land parcels would be design led rather than numbers led.

#### **239. Phasing**

**240.** The submitted phasing plan still shows the original layout and has not been updated following the amendments to 'the masterplan'. Notwithstanding this, it shows development starting on two phases to the east of the site near to the site accesses and then carrying on westwards moving towards the A1198

**241.** The principle of two areas of development starting as a first phase would only be acceptable if the submitted details demonstrated that good connections and adequate facilities could be delivered in parallel with the occupation of the new homes. An early phase to the north east would appear to be the more straightforward of the two proposed areas to achieve this. For a south-eastern phase to start in parallel it would need to be demonstrated that this would not be an isolated development as the indicative phasing plan presently shows it could have the potential to be.

**242.** More details would be required of the exact phasing of accesses and facilities and these would be secured by way of condition 27. In order to

deliver a successful community from day one, it is critical to ensure that community facilities and access routes through to Cambourne are delivered early. The early trigger of contributions towards community workers and access improvements between Cambourne and Cambourne West would also be necessary to achieve this and this is captured in the draft S106

### **243.Noise**

**244.** The design of the masterplan has sought to reduce the impact of noise from the A428 to the north and to a lesser extent the A1198 to the west by locating the sports pitches and facilities to the north of the site in a similar way as they are in Great Cambourne, as they are less sensitive to noise than residential development. The amended masterplan responded to comments from the Council's Environmental Health Officer and now includes bunds along the A428 and A1198 boundaries to ensure that noise levels for residential properties adjacent to these boundaries, and the sports facilities, would be maintained to an acceptable level. The height and length of such bunds could only be finalised following detailed noise modelling. The use of bunds to control traffic noise from the A428 and A1198, rather than acoustic fences and walls, would be in accordance with the fifteen criterion of draft policy SS/8.

**245.** The amended masterplan also includes employment land along the north-eastern boundary, the buildings of which would further reduce noise from the A428. Based on other developments where such employment sites have taken years to be built out the bund along this section would need to be sufficiently high to ensure an appropriate noise level within the residential areas of the site whether or not the employment site was built out.

**246.** In a similar way to Cambourne the bunds would be landscaped and would add variety to the route of the perimeter bridleway. Full details of the height and landscaping of the bunds would be considered by way of planning condition.

### **247. Air quality and contamination**

**248.** Although near to the A428 and A1198 there is not an air quality management area on either of stretches of highway. Presently there are properties in Grater and Upper Cambourne set back a similar distance from the A428 and there are not issues with air quality as a result of transport emissions. The advice from the Council's air quality expert is that it should not provide a constraint for development.

**249.** Although part of the site includes the former RAF Caxton, this was a significantly smaller airfield compared to its neighbour on Bourn airfield. The ground contamination surveys show that subject to the necessary safeguarding conditions ground contamination would not be a constraint to the development of any part of the site.

### **250. Access and Movement – Sheepfold Lane access**

**251.** The vehicular movement through the site is defined by the main access points via Sheepfold Lane and the relocated Caxton Bypass roundabout.

**252.** The third vehicular access into the north-western employment area would not allow full vehicular access to the rest of the site. Although the parish council has requested that the employment site has a full vehicular access into the site this was not supported by Highways England, who had concerns about the potential impact on the capacity of the Caxton Gibbet roundabout if residential traffic used this access. However, there would be pedestrian and cycle links between the employment site and the adjacent residential areas, which would provide a safe route for pedestrians and cyclists, some of whom presently use the A1198 and the A428 to access the units at Caxton Gibbet.

**253.** The original submission included a reconfiguration of Cambourne Road ( the main entrance into Cambourne) to create a gyratory system to enable a more direct access to Sheepfold Lane. Concern was raised about this proposed access arrangements by the County Council which requested that additional modelling work be carried out to demonstrate that the works were necessary and that the junction was appropriately designed to take the proposed volumes of traffic. Officers also raised concerns about whether the gyratory system would be sound planning as it would further reinforce the dominance of vehicular traffic and represent a significant barrier to the movement of pedestrians and cyclists. The gyratory system would also have resulted in Cambourne West residents having to drive northwards out of Cambourne to the A428 roundabouts before heading back southwards to access the centre of Cambourne.

**254.** The additional modelling that was carried out it demonstrated that the gyratory system is not necessary on highway capacity grounds and as such the most recent amended plans have omitted it from the details for changes to the Sheepfold Lane junction. Notwithstanding this, the proposals would still result in Cambourne West residents having to drive northwards and then back along Cambourne Road to access services and facilities in Great Cambourne. However, this arrangement has some positive aspects since it would encourage more residents to walk and cycle, as the routes would be more direct, though this would not be appropriate for all residents, especially those with mobility problems or combining trips. Greater vehicular connectivity by way of an access through the business park would compliment the connections to Cambourne proposed by the applicant and would provide a more direct vehicular connection to central Cambourne. It would also add greater vitality to the business park through being used on a 24 hour basis.

**255.** Part of the amendments to the masterplan included a spur in the Access and Circulation Parameter Plan to the east of the secondary school to demonstrate how a link through to the business park will be accommodated. The exact connection with the business park would require further detailed work as there is a pond nearby containing great crested newts. However, there is flexibility in any plans for the development of the business park and the Cambourne West masterplan to ensure that a route through could be delivered by either relocating or bypassing the pond.

#### **256. Access and Movement – Cambourne Business Park access**

**257.** Draft policy SS/8 requires an access to Cambourne West to be via an enhanced route through the business park, as well as accesses from the Caxton Bypass and Sheepfold Lane. From the time of early pre-application

discussions officers have consistently encouraged the applicant to deliver a full vehicular access through the business park.

**258.** Although MCA and one of the Cambourne West land owners are part owners of the business park it is managed by a company called U+I (formally Development Securities). Pre-application discussions have been held with U+I about an application for small business units and approximately 240 residential units on the vacant land to the south of the business park road. No application has yet been submitted as U+I have been reviewing the legal implications of varying the use of the business park since a number of the buildings on the park have been sold to third parties. This review has largely been completed and pre-application discussions are expected to recommence in 2017.

**259.** The same complications delaying the submission of an application for the business park land, have also prevented the inclusion of an enhanced vehicular route through the business park to Cambourne West. Both U+I and MCA are committed to delivering an access through the business park. However, the fact that MCA could not deliver an all vehicular access without the use of land under the control of a third party is why it has not been included as part of the application site. Should the Council seek to require an access through the business park by way of a condition or S106 obligation then the applicant has stated that it would delay the delivery of the site, due to the length of time taken to get a legal agreement in place. Moreover, they also fear that such a requirement could result in a ransom situation between the landowners, potentially putting the delivery of the whole site in jeopardy. A ransom situation could also result in increased development costs that would further impact upon the viability of the scheme and the level of affordable housing that it could deliver. The timing of the delivery of the site carries weight in light of the five-year supply deficit, especially as there are no guarantees that the applicant could deliver the site if the council requires an access through the business park. This would be relevant for both the draft allocation site and the larger application site.

**260.** Although this application has to be considered in the context of it not delivering an access through the business park the masterplan has been designed to accommodate such an access. The Council has longstanding relationships with both MCA and U+I, who both recognise the importance of this route, and officers are confident that an access is deliverable. Should this application be approved then the drafting of the S106 is likely to take several months to complete. Following that there would be the submission of detailed applications for infrastructure works and then residential, following the design code process. Therefore, it is likely to be several years before there are any significant numbers of residents on Cambourne West. Money has been identified in the viability model for further highway improvement works to bring the business park road up to an adoptable standard and this can be secured by the S106 to ensure that any dispute about who pays the cost of the works does not impede the delivery of the route. The applicant has drawn up plans for alternations to the business park road to bring it up to adoptable standards and once the outstanding legal issues have been resolved these are expected to be submitted as a stand alone application. Walking and cycling links through the business park would be delivered as part of any vehicular connection. This would mean greater permeability between Cambourne and Cambourne West for pedestrians and cyclists.

**261.** Condition 7 requires details of the phasing of the development, which includes the accesses to the site. Should there be greater certainty over the business park access when this condition comes to be discharged then further details of the timing of its delivery could be submitted for approval in order to satisfy this condition.

**262.** Although an enhanced route through the business park is a requirement of draft policy SS/8 the proposed level of connectivity between Cambourne and Cambourne West is considered acceptable without that route. One of the purposes of requiring the access through the business park was to integrate any development of the vacant land to the south of the business park road with the wider Cambourne West site. That opportunity would still exist with any future application for the development of the business park land. Notwithstanding this, the council would continue to encourage the delivery of an all vehicle access through the business park due to the benefits through greater connectivity that it would bring for early Cambourne West residents.

### **263. Access and Movement – A1198/Caxton Bypass roundabout**

**264.** To accommodate a western access to the site the Caxton Bypass roundabout would be relocated and enlarged. As part of this relocation the roundabout would be orientated so that drivers are better encouraged to remain on the bypass rather than cutting through Caxton village. Anecdotally some drivers travelling southbound on the A1198 continue through Caxton village as it follows the historical route of the road southwards rather than taking the bypass to the east. The rerouting of the bypass road and relocation of the roundabout would mean that it would appear more natural to stay on the bypass, as drivers would already be heading eastwards, which should discourage drivers from rat running through Caxton.

### **265. Transport Modelling**

**266.** As part of the application documents a Transport Assessment (TA) was submitted to identify the projected traffic flows on the surrounding transport network. The TA was informed by survey data to establish existing transport flows and the Cambridge Sub Regional Model (CSRM). The modelling showed that the highest percentages of external trips from Cambourne West at peak times would head eastwards towards Cambridge. There was also a significant percentage of traffic heading westwards towards St Neots.

**267.** The County Council initially issued a holding objection based on the requirement for the applicant to provide additional information as part of the TA to understand the transport impact of the development and determine the most appropriate mitigation. This further information has been provided and has led to the development of a range of mitigation measures, including items included in the draft S106 and further design enhancements of the proposed accesses being agreed and the holding objection being lifted.

**268.** The location of the new schools, employment sites, retail and community facilities within the site, and the proximity to the facilities in Cambourne, means that a large number of trips would be internalised. The outstanding issues with the TA related to the fact that these internal trips had not been captured and therefore that impacts upon the highway network were being judged greater than they would have been. In comparison to the majority of the villages in the district, that don't have secondary schools or the level of

facilities at Cambourne, a large number of the trips made by Cambourne West residents to meet their daily needs (education, shopping, community events, etc.) would have less of an impact upon the wider transport network. The central location of facilities within the site, and proximity to facilities in Cambourne, means that Cambourne West residents would have greater opportunities to make these trips on foot or by cycle.

**269.** It is acknowledged that for various reasons not all residents would want to, or have the ability to, walk and cycle to these location within the site or Cambourne. However, experience at Cambourne has shown that a high percentage of trips to the places like schools are made by foot, cycle or scooter and the layout of the Cambourne West site would further encourage such modes of transport.

**270.** The main factor influencing travel choices out of Cambourne at peak times is to get to places of work. It is at these hours that the highway capacity comes under the greatest pressure. Therefore the majority of the mitigation measures that are proposed are aimed at encouraging those residents that have the ability to choose alternative modes of travel other than the private car. It is recognised that this would not suit all residents but there are improvements that can be made both within Cambourne and further afield that would have the potential to remove some of the barriers preventing people from cycling and using public transport. The physical highways improvement works would bring about benefits for residents of Cambourne and the surrounding villages, which would result in more of them having greater travel options by more sustainable modes.

**271. Impact upon the A428 and the Caxton Gibbet roundabout**

**272.** There have been objections to the development based on the potential impacts upon the A428 and in particular the Caxton Gibbet roundabout. Following discussions between the applicant and Highways England the holding objection has been removed. This is based on the additional modelling work that has been carried out and an agreement for the applicant to pay a contribution towards mitigation works on the A428 should the planned dualling between Caxton Gibbet Roundabout and the Black Cat not take place. The modelling shows that the mitigation works to Cambourne Road, including the signalisation of the A428 roundabout, would result in nil detriment to the function of the dual carriageway section of the A428.

**273.** The problems with traffic backing up at the Caxton Gibbet roundabout are largely due to the tidal flow of traffic heading into and out of the Cambridge direction each day meeting the single carriageway section to the west of the roundabout. The provision of new homes at Cambourne West would mean that any residents from the development that worked in Cambridge, or were returning home westwards at the end of the day, would pull off the A428 at the existing Cambourne junction rather than contributing to the traffic queuing at the Caxton Gibbet roundabout.

**274.** Notwithstanding the above Highways England considers that further mitigation on the A428 to the west of Caxton Gibbet would be required due to the modelling that shows a percentage of vehicular movements from the site heading westwards. These works have been agreed with the applicant but would only be triggered if the proposals to upgrade the route, which are likely to involve a remodelling or bypassing of the Caxton Gibbet roundabout, were

not to take place. The mechanism to secure these works, should they be required, would be through the S106.

### **275. Improvements to walking and cycling routes**

- 276.** In addition to the three vehicular accesses into the site the proposals also include the extension of the existing footpath and cycle network into Cambourne West along Sheepfold Lane and through from Lower Cambourne. Areas have been identified as part of the additional work on the TA where there are 'missing links' in the wider Cambourne cycleway network, and these would be enhanced as part of the off-site works that are proposed.
- 277.** Examples of where these improvements would be made are the formalising of routes across the Cambourne Road carriageways, potentially with some form of signalised crossing, and an extension of the cycleway network along Eastgate. These proposals have been the subject of stage one safety audits and details would be refined further as part of the continuing safety audit process.
- 278.** As part of the relocated Caxton Bypass roundabout there is also the opportunity to extend the footway and cycleway network of Cambourne West into Caxton. This would ensure that there is a safe crossing point for pedestrians and cyclists across the bypass, enabling Caxton residents to have greater access to the Cambourne West facilities and vice versa. This would also provide Caxton residents with access to regular bus services that would serve the development.
- 279.** The compact nature of Cambourne, which would be continued into Cambourne West, makes it ideal for walking and cycling for trips within the settlement. However, Cambourne does not benefit from good the cycling infrastructure for connections to Cambridge and the surrounding villages.
- 280.** One of the biggest barriers to encouraging cycling outside of Cambourne is the speed of traffic along the old A428, which is the most direct route to Cambridge. No works have ever been carried out since the road was detrunked and the wide, straight carriageways result in fast vehicle speeds that can intimidate cyclists. As part of the improvement measures a cycle lane would be provided along the stretch of the old A428 between Cambourne Road and the Broadway. From the Broadway onwards a shared footway/cycleway would be provided to the south of the carriageway towards Caldecote and then through to connect up with the cycle lanes along St Neots Road in Hardwick.
- 281.** The approval of an outline application for 215 homes at Papworth (S2647/15/OL) included a cycle link between Papworth and Brockley Road, which leads from Elsworth to Cambourne. This would provide a safe route for cyclists between Papworth, where further development is due to take place and Cambourne. The dualling of the A428 would also offer further opportunities to provide safe cycle routes through to St Neots and the villages to the west.
- 282.** A number of the public representations wanted to see the existing circular bridleway extend into Cambourne West as the original submission plans did not show this. The amended plans now show how the circular bridleway



extending around the perimeter of Cambourne West to connect up with the existing network. The network of pedestrian and cycle routes through the site would provide safer routes for residents of Cambourne and Caxton to reach the facilities at Caxton Gibbet.

### **283. Broadway bus link**

**284.** A major impediment to improving bus times between Cambourne and Cambridge is the fact that buses have to leave Upper Cambourne by returning westwards as the only access to the old A428 is via Cambourne Road. Cambourne residents can regularly be seen walking along the Broadway in order to access bus stops on the old A428 in order to avoid spending additional time on the bus as it traverses back through Cambourne.

**285.** A bus link was originally identified in the Cambourne Masterplan Report of May 1996 and details of a link from Sterling Way onto the Broadway was later included in the outline application for the 950 development but not supported by Planning Committee at that time. The implication of this decision was that for a number of years buses did not enter Upper Cambourne. As a result of changes to the bus route the Citi 4 now enters Upper Cambourne, but in order to do so it no longer enters the business park. A recent survey, as part of the travel plan requirement for the 950 development, showed a reduction in car usage from 79% to 43% following the introduction of a bus service to Upper Cambourne.

**286.** During the consideration of the 950 application a number of the representations referred to the original planning proposals for a new settlement along the A45 corridor (now the A428) and the comments made by the Inspector in 1992 about the lack of justification for a link onto the Broadway. Concerns about coalescence with the village of Bourn were also raised. All planning applications have to be dealt with on their merits and determined in accordance with relevant planning policy. Any comments made in 1992 would have been based on the policy context and the merits of the proposal at that time. Local and national planning policy has changed significantly in the twenty-five years that have passed since then. In particular Local Development Framework (LDF) policies DP/1, DP/3, TR/1 and TR/3, which require new developments to reduce car dependency and provide enhanced public and community transport infrastructure, would support the provision of the link. The NPPF requirement for sustainable development would also give additional weight to the delivery of the bus link.

**287.** The applicant recognises that the bus link is critical to the delivery of a comprehensive package of public transport improvements for Cambourne West as it would result in shorter travel times to and from Cambridge. This would make the service more attractive to users as well as having financial and environmental benefits through lower fuel cost and emissions. Increasing the viability of bus routes would be critical to some of the less well used routes that serve Cambourne such as the less frequent 18 service that runs through Bourn, Toft, Comberton and Barton.

**282.** The delivery of the bus link, on land owned by the applicant, is included in the draft S106 as an obligation prior to development commencing. In order to progress this matter the applicant has submitted a separate outline application to establish the principle of the use of the land for a bus link (ref. S/3329/16/OL). This application was due to be a separate item on the

agenda of this meeting as an objection was expected from Bourn Parish Council. However, following support from both Cambourne and Bourn Parish Councils the application will now be dealt with under delegated powers.

**283.** In order to allay the concerns of residents a condition will be attached to S/3329/16/OL to ensure that only buses and emergency vehicles can use the link, together with pedestrians and cycles (on a segregated route). An application has been approved for a temporary cycle route through the site and landscaping similar to other greenways in Cambourne. A contribution of £190,000 was secured from the 950 S106 for transport improvements within Cambourne, which would go towards constructing the link. A further £160,000 has been identified in the infrastructure costs to deliver a single lane bus link with passing points for buses. Depending on the outcome of the City Deal route options, and the potential need for rapid transport routes in both directions through this link, the indicative design for the bus link may need to be reviewed before the submission of detailed plans.

**284.** Although officers recognise the concerns about the bus link they believe that any impacts can be mitigated by an appropriate design and the use of vehicular control measures and signage that would be secured by planning conditions.

#### **285. Strategic bus priority infrastructure along the A428 corridor**

**286.** The draft local plan identifies the need for high quality bus journeys between Cambourne and Cambridge to be provided as part of ensuring sustainable development in this corridor, including segregated bus priority measures between the junction of the A428 and A1303 and on to Queens Road. The Cambridge and South Cambridgeshire Transport Strategy was prepared in parallel with the local plan process and the draft local plan policy identifies these measures as part of delivering a sustainable transport network to support the Local Plans for Greater Cambridge. The Greater Cambridge City Deal has prioritised segregated bus priority measures for the eastern part of the corridor in Tranche One (of three tranches), with the western end expected to follow in a later tranche. Options for providing Better Bus Journeys between Cambourne and Cambridge were subject to consultation in autumn 2015 and the City Deal Board in October 2016 agreed that further work be taken forward on an identified option, with some further investigations to also be carried out.

**287.** The Cambourne West application has been considered in the context of the comprehensive public transport solution being delivered by City Deal, which would meet the sustainable transport requirements of the draft allocation in the local plan.

**288.** As part of the submission documents the TA originally proposed a number of physical interventions that would have allowed for greater public transport priority along sections of the route between Cambourne and Cambridge. These included lengths of bus lanes along parts of Madingley Road that could be delivered on highway land by the applicant under section 278 agreements.

**289.** However, it is agreed with the City Deal team and the applicant that the cost of the works that would have been carried out to mitigate the development would be better utilised as a contribution towards the wider

scheme. A contribution of £8.7m towards both tranches of the City Deal proposals and a new park and ride site is included in the draft S106, the final route and location of which would be agreed by the City Deal Board. A similar pro-rata contribution would be sought from any development at Bourn Airfield. If City Deal scheme were not to progress further then a contribution would still be required to mitigate the impact of the development through the enhancement of public transport routes between Cambourne and Cambridge. However, if this were the case, then the applicant would not be able to deliver such a comprehensive scheme as City Deal would. The S106 would need to be drafted to ensure that should City Deal not progress further then the applicant would deliver bus priority measures along the A428/A1303 corridor based on the contribution in the draft S106.

- 290.** A number of representations, including those from Bourn and Barton Parish Councils, make reference to the need for an all vehicular interchange between the M11 and the A428 rather than the proposed City Deal project. Although there is merit in providing an interchange to increase the flows of traffic down Madingley Hill it would further reinforce car usage rather than encouraging the use of public transport, with all of the environmental benefits such as lower emissions that it brings. Moreover, the provision of this interchange has not been identified by either the county council or Highways England as being necessary to make the development acceptable.
- 291.** The scope of the City Deal project is to improve public transport and park and ride links between Cambourne and Cambridge along the A428/A1303 corridor. This in line with the statutory Local Transport Plan objectives which highlight the corridor as a key priority for public transport improvements. The Girton interchange is a Highways England (HE) asset and any changes to it would facilitate strategic road transport movements and not improve public transport and park and ride links between Cambourne and Cambridge.
- 292.** An upgrade of the Girton Interchange was previously ruled out as part of the A14 upgrade and officers understand it is now being considered as part of the Oxford to Cambridge Expressway project. Should the Girton interchange be upgraded this does not negate the need for better public transport and may actually exacerbates it to ensure that strategic road network capacity improvements do not result in negative impacts on congestion around Cambridge as more vehicles leave the strategic network and move onto local roads. The early project definition for the City Deal proposals discounted Girton as not within scope for the reasons set out in terms of control of asset and relevance to public transport objectives as well as its lack of proximity to the key radial desire lines from the west into the City Centre. This option sifting process resulted in six options being agreed by the City Deal Board for further consultation. That decision to proceed with six options between Cambourne and Cambridge along the line of the A428/A1303 corridor was made in June 2015.
- 293.** Moreover, rat running through the villages often increases when there are delays/accidents on the strategic road network. The benefit of a segregated bus route, whichever route is finally agreed, is that it would be able to guarantee greater certainty of journey times between Cambourne and Cambridge. This in turn would attract greater patronage as has been seen with the guided busway.

- 294.** Although not part of the ‘Cambourne to Cambridge - Better Bus Journeys’ consultation the City Deal team has requested that consideration be given to how bus priority could be provided through Cambourne West towards St Neots to provide for the option of extending the route further along the corridor at a later date. At the outline stage there is still the flexibility in the masterplan to deliver such a route and the applicant has indicated that they would support this. Given the time needed to put in the necessary infrastructure it is likely that this potential route option would be further advanced by the time detailed application for parts of the site are being submitted. Therefore there would still be the opportunity for the protection of any route through to be included in the detailed designs.
- 295.** City Deal is proposed to deliver the A428 rapid public transport route by 2020. Even if this date were to slip then, based on the AMR, Cambourne West is only projected to accommodate several hundred homes. The benefits of delivering the bus link onto the Broadway before development commences is that it would help to mitigate the impact of these early residents by effectively buying capacity on the highways network between Cambourne and Cambridge. This would occur as the bus route would become more attractive to new and existing residents without the additional two mile route westwards back through Cambourne that the buses presently take.
- 296.** In addition to the bus link the draft S106 includes contributions towards travel planning and improvements to cycle infrastructure along the old A428, which would further influence the transport choices of new and existing residents and create capacity in the network. These mitigation measures are considered acceptable until such time as the rapid transport route between the Madingley Mulch roundabout and Cambridge is delivered.
- 297.** Similarly there is still uncertainty about the exact route that rapid transit buses would take through existing Cambourne to arrive at the Broadway bus link. Money has been identified in the costs of the development for the delivery of bus priority measures through Cambourne, which is likely to be on or next to the existing road network. This money would be secured through the S106 and is likely to result in creating urban clearways and junction improvements to speed up the travel times of buses through Cambourne.
- 298.** It has been suggested that Cambourne should have a rail station. Given its distance from the rail network such a strategic piece of regional infrastructure would be beyond the ability of this application to deliver. The location of Cambourne is a legacy of the original structure plan proposals to locate a new settlement on the A45 corridor (now the A428). Therefore the development of Cambourne West has to be seen in the context of what public transport improvements could be delivered along the existing road corridor.
- 299. Bus routes**
- 300.** In considering the design of new developments it is necessary to ensure that opportunities exist to encourage the use of sustainable modes of transport and this is a key component of the NPPF definition of sustainable development. In this case Cambourne West has been designed so that a high percentage of homes are within 400m walking distance of a bus stop. The applicant’s strategy for an enhancement of bus services to Cambourne

has had to be developed in the context that City Deal might not happen. Until there is greater certainty the on the City Deal bus routes proposals that have been developed in consultation with Stagecoach for a 20 minute service for most of Cambourne and Cambourne West and a 10 minutes service for central Cambourne remain indicative only. The necessary flexibility would be built into the S106 to ensure that the contribution towards subsidising buses entering the new development would be maximised depending on final routes, operators etc.

**301.** Although the bus routes proposed by the applicant are only indicative at this stage by delivering the bus link, and the time savings that would be achieved, would give capacity for buses to service the first phases of the development without the need for a subsidy. In order to ensure that bus services could be extended into later phases of the development there is a contribution in the draft S106 of £1,200,000. This subsidy would ensure that a regular service is delivered into the later phases of Cambourne West to attract sufficient patronage to make them financially viable once the subsidy is removed. The use of a subsidy for the bus service was used to great effect with Cambourne and has ensured that a regular bus service to Cambridge was commercially viable once the subsidy ended.

### **302. Travel Plan**

**303.** The draft S106 includes financial contributions towards travel plan measures (£470,000) as well as a travel plan coordinator (£20,000 a year for 10 years) and monitoring (£3,750 a year for 10 years). Further details of what measures would be included would be agreed with officers but they are likely to include introductory bus passes, cycle discounts etc.. A breakdown of the costs of individual measures would be secured as part of the travel plan.

**304.** The provision of alternative modes of transport and encouragement of walking and cycling early on is critical to prevent new residents from getting into the habit of relying on their private cars to meet their daily needs. Therefore, it is critical that as much of the cycle, pedestrian, and public transport infrastructure is delivered as early as possible. To compliment this the travel planning coordinator also needs to be in place before any residents move in to ensure that measures are in place to positively influence the travel choices of all new residents.

### **305. Impact upon surrounding villages**

**306.** Although the modelling shows that the majority of traffic from the site would head east and west along the strategic highway network it is inevitable that some resident would seek alternative routes through the villages, especially when the strategic network is congested. Connectivity with the rail stations at Cambridge, St Neots and Royston is likely to account for some of these trips. The delivery of a rapid public transport route between Cambourne and Cambridge and potentially Cambourne and St Neots would help to remove some of these trips by making bus times faster during peak hours during the morning and evening peaks. The present situation where bus times to Cambridge are slower than the private car, and sit in the same queues of traffic down Madingley Hill as car users, does little to encourage bus usage, even with the complications and costs of parking at most stations.

**307.** A rebalancing of travel times between private and public transport means that although the former may still be faster at certain times of the day, when there is less traffic, the latter would offer guaranteed travel times during peak times. This would make it more attractive and result in a modal shift towards public transport. Clearly not everyone would be attracted to public transport but any reduction in private car use would result in capacity in the network. Proposed changes to the access arrangement to key roads into Cambridge, details of which are yet to be agreed by the City Deal Board, would further encourage people to use alternatives to private vehicles (cycle and public transport).

**308.** The improvements to the A14 are also likely to have a positive impact upon rat running as often when it is congested drivers use the villages to get onto the A428 and the B1046. Therefore, although a number of these measures are not being delivered directly by the applicant there are changes to the way people travel in the surrounding area that are likely to influence the travel choices of Cambourne West residents, and those of the surrounding villages helping to increase the overall sustainability of the district.

**309.** A figure of £300,000 has been identified in the infrastructure costs for further highways works not identified through the traffic modelling work. This money would go towards the monitoring of traffic from the development and, if needed, would fund potential traffic calming in nearby villages should it be demonstrated that traffic is above the flows that have been modelled.

#### **310. Other highways matters**

**311.** The adoption of roads in Cambourne has taken some years and there are still a large number of unadopted roads. A condition is proposed ( condition 24) requiring that details and timings for adoption be agreed as part of the reserved matter applications.

#### **312. Affordable housing - Viability**

**313.** Due to the complexities of developments the scale of Cambourne West, and the level of infrastructure needed to deliver such sites, viability is increasingly a material consideration during the determination of any application. Whereas smaller scale developments can often use existing infrastructure such as drains and roads with some improvements, developments of this scale require whole new networks and facilities to be provided. In this case there are significant infrastructure costs relating to drainage, education, community facilities, transport mitigation, etc. that are necessary to make the development acceptable in planning terms.

**314.** Policy HG/3 seeks 40% or more affordable housing in developments of two dwellings or more, but recognises that on individual schemes the proportion and type of affordable housing that can be provided is subject to negotiation, taking into account the overall scheme viability and any particular costs associated with it. Guidance given in the Affordable Housing SPD indicates that a tenure split of 70% affordable rented and 30% intermediate will be the starting point to best meet the district's needs. In order to deliver a balanced and sustainable community, alongside the necessary incentives for the applicant to deliver the site, policy HG/3 allows for developments to deliver less than 40% affordable housing where it has been demonstrated that a development would not be commercially viable to do so.

- 315.** The council has appointed Andy Leahy of Bespoke Property Group to provide independent viability advice. In particular, to scrutinise the figures set out by the applicant especially in terms of build costs, sales and land values. including level of developer profit. The percentage of profit on the development has been scrutinised by Mr Leahy with reference to recent appeal decisions and what percentage of developer profit would be considered acceptable should the application go to appeal. The percentage of developer profit within the viability assessment is considered to be reasonable for a development of this scale with the associated level of risk of developing out a site of this scale over the length of time it would take to deliver all of the homes. A copy of the final report from Andy Leahy is included in appendix 5. Where figures would potentially put the applicant at a commercial disadvantage when negotiating deals with land owners (land value), contractors (construction costs), affordable housing providers (affordable housing offers received) etc., these figures have been redacted.
- 316.** As part of the original submission documents a housing statement was submitted which suggested that an appropriate level of affordable housing would be 30%. This was based on the fact that it would be similar to what was delivered as part of the original application for Cambourne and the 950 development and the need to deliver a balanced community. Although there may be some merit in this argument, the only policy provision for accepting below 40% affordable housing under the criteria of policy HG/3 would be due to the viability of the scheme. Following a detailed viability assessment, which was carried out between the applicant's viability consultant, housing officers and the council's independent viability consultant, the agreed model demonstrates that 30% affordable housing could be viably delivered, based on the costs as originally submitted. However, there are elements of the costs that if reviewed could potentially result in less than 30% affordable housing being delivered. This point is discussed in more detail in para 322. The infrastructure costs are estimated at £61,404,072, which equates to £26,129.39 per dwelling, when combined with the S106 costs of £24,312 per dwelling, account for the reason why the site is unable to deliver 40% affordable Housing.
- 317.** In addition to the review of the development costs a range of sensitivity testing has been done, looking at different scenarios over levels of affordable housing and tenure mix relative to S106 contributions. To improve the viability of the development the tenure split would be 50/50 rather than the 70/30 split as recommended by the SPD. This is the same approach as was taken with the 950 development. This change in tenure split has the support of housing officers. In terms of numbers of affordable homes that would be delivered there is merit in comparing the differences in numbers between the draft allocation site and the application site. Hypothetically, if the draft allocation of 1,200 homes were to deliver 40% affordable housing with a 70/30 split then it would only deliver 336 affordable rent homes and 144 intermediate homes. However, given the viability issues identified with the delivery of the larger site, which would likely have similar if not greater implications for the smaller site, it cannot be assumed that 40% affordable housing would be deliverable with a 70/30 split. In comparison 30% affordable housing with a 50/50 split on the larger site would deliver 353 affordable rent and 353 intermediate homes. Moreover, the application site does not include the land within the business park, which could accommodate approximately 240 additional homes. Therefore, there is the

potential for further affordable housing to be delivered, subject to the viability of any scheme for the business park that comes forward, through the determination of any subsequent planning application.

**318.** Given the lower household incomes of affordable housing residents there are clearly benefits in providing greater numbers in the largest settlement in the district where there are greater facilities and services within a short distance of homes. This would be a more sustainable approach to the delivery of affordable housing than seeking to accommodate significantly higher numbers in smaller, less sustainable, villages.

**319. Affordable housing - S106 contributions and cost review**

**320.** The range and extent of the S106 requirements have been scrutinised by officers, and prioritised in accordance with the tests set out in CIL Regulations. There have been reductions from contributions originally requested, for example public art and funding for recycling bring sites. The draft S106 contributions and obligations required are set out in appendix 2. The implications of when obligations are required have also been examined so that the impacts on the applicant's cash flow are understood. A balance has been needed for the triggers of significant payments towards secondary education and strategic highways to improve the financing costs of the applicant, and therefore the overall viability of the scheme. Discussion are on-going with relevant government bodies to understand what potential there is to forward fund some of the facilities on Cambourne West to improve the viability of the scheme as it comes forward. Whilst this is important, of equal importance is ensuring that facilities and support are provided at an appropriate time to meet the needs of residents, and this has formed a guiding principle of the negotiations.

**321.** The council's cost consultants, Silver DCC, have been through the applicant's costs and on balance they consider them to be broadly reasonable. For some of the larger infrastructure items detailed quotes have been provided for the necessary works.

**322.** The viability appraisal demonstrates that 40% affordable housing is not achievable and that 30% would only be achievable if the cost savings identified by the council's consultants were all accepted. However, the cost consultants recognise that a number of the quotes are likely to be out of date as they were obtained prior to the submission of the application and it is accepted that some of the strategic infrastructure costs are likely to have increased in the meantime. This has already been seen with the BCIS data for build costs that have increased over this period having a further negative impact upon the viability. In addition to changes in build costs the sales values also use the most up to date figures based on sales of properties on the 950 development. Mr Leahy has also identified that a number of items in the applicant's appraisal have been under costed and if applied at market rates the appraisal would show the development to be more unviable.

**323.** Therefore there is the potential that the applicant could still make a valid argument that the development was not viable with 30% affordable housing. In order to close down this argument the applicant is proposing to deliver a minimum of 30% affordable housing across the development without reviewing the cost estimates. This offer is based on there being no periodic review of the viability of the scheme.



### **324. Affordable housing - Review mechanism**

- 325.** The NPPF recommends that review mechanism be built into S106 agreements if the percentage of affordable housing being offered is below the policy target. This is to capture the potential for the development to offer additional affordable housing either on site or by way of a commuter sum at a future date should the viability improve over time. There are a number of S106 agreements for housing development sites across the UK that include viability review mechanisms based on variables such as sale prices and construction costs.
- 326.** The Planning Practice Guidance also recognises that S106 obligations should not be an impediment to development being brought forward and that there must be a balance between the need to encourage/expedite development and securing the maximum reasonable amount of S106 obligations and affordable housing.
- 327.** A viability review mechanism within the S106 could be used to allow the potential to secure a higher percentage of affordable housing, or an improved tenure split, in later phases of the development, should the overall viability of the scheme improve over time (i.e. if the return to the developer was more than currently estimated by the viability model as a result of house values increasing by more than costs).
- 328.** The applicant has suggested that a review mechanism would make it difficult to secure the land deals needed to deliver all of the application site for development. The landowners' agents have accompanied the applicant to a number of S106 meetings and have reiterated this view. Clearly it is not in the interest of the council to proceed drafting a S106 that the applicant would not sign up to. However, in order to ensure that the council is not losing out on much needed affordable housing the applicant would have to offer up appropriate alternatives that would compensate for not having a review mechanism.
- 329.** The applicant has proposed a number of measures that they believe would offer sufficient mitigation for not having a periodic review of the viability. These relate to accepting the cost review as it stands and an obligation in the S106 to expedite the delivery of the development through a start on site mechanism. The applicant has also accepted all of the S106 contributions, which equate to £24,312 per dwelling. This figure is higher than other developments in the district such as Northstowe and the fringe sites and demonstrates a commitment to developing the community facilities and services at Cambourne. Given the complexity of the development a simple review mechanism based only on construction costs and sales income would not be appropriate. This is due to a significant cost of the development relating to the infrastructure needed to deliver the site, some of which is based on quotes that are likely to be out of date.
- 330.** The applicant has also highlighted that fact that any review mechanism would have to consider the implications if the viability situation worsened over the lifetime of the development. Therefore such a mechanism could result in a reduction in the level of affordable housing in later phases as well as an increase. Without a review mechanism the risk lies entirely with the applicant. It is in this context that by securing a minimum of 30% the delivery

of affordable housing is guaranteed across the development, which is a material consideration. The wording of the S106 would secure a minimum of 30% affordable housing rather than merely 'up to' 30%. This would ensure that, should additional funding come through as part of the devolution deal or other sources of funding, the consent would not preclude the delivery of additional affordable housing.

- 331.** Although the majority of the strategic housing sites on the edge of Cambridge have secured 40% affordable housing each planning application must be considered on its own merits and sales values at Cambourne are considerably lower than those on the City fringe sites. A number of the fringe sites were also delivered at a time when there were government grants for affordable housing, and additional sources of funding such as the Housing Growth Funding, all of which improved their viability. The only fringe site that has not secured 40% affordable housing is Wing, which is also the most recent site to go through planning. This development was only considered acceptable subject to a start on site mechanism, similar to the one proposed for Cambourne West, being secured as part of the S106.
- 332.** During the consideration of the Wing planning application (ref. S/2682/13/OL) legal advice was sought as to the reasonableness of requiring a review mechanism and the risks associated with such a mechanism. Although this advice was specific to Wing, which had significant relocation costs towards the end of the development, the advice was that the council should defer to its' viability consultants. The same viability consultants have provided comments on Cambourne West and they accept that the absence of periodic reviews against individual phases would give greater certainty to the developer and land owner which, in turn, would speed up the delivery of the site. Moreover, the periodic review of the viability as the development progressed could lead to delays in the delivery of future phases, which could have a detrimental impact on the council's ability to demonstrate an on-going five year supply of housing sites.
- 333.** Delivery of housing sites in sustainable locations is a key consideration for the council, which based on the current five year supply deficit means that it is a material consideration. Therefore the recommendation from the council's viability consultant is that there should be a mechanism to ensure that the applicant does not delay in the delivery of the site.
- 334. Affordable housing - Start on site mechanism**
- 335.** As a commitment to early delivery the applicant is offering a mechanism which would trigger a full re-run of the viability assessment in the event of certain development timescales not being met. This mechanism would replicate the same mechanism that has been secured for Wing and would be triggered if the applicant failed to deliver a specific amount of development (for instance a certain number of dwellings to be constructed to floor slab level) within an agreed period (for example two years from the approval of the design code, first stage reserved matters for the relevant units and discharge of all relevant planning conditions). This development milestone would ensure the timely delivery of the site by necessitating the investment in infrastructure that would be needed to deliver the later phases of the development. This would ensure continued delivery of the site, which would strengthen the council's ability to defend its five year supply over the plan period.

**336.** Counsel advised that this approach had merit with Wing as it would provide a safeguard in the event of a delay and the council's viability consultants has independently recommended this approach for Cambourne West. The specific amount of development required within an agreed period would need to achieve an appropriate balance between ensuring that swift progress was made with delivery of the site, and allowing for the complexities of the first stages of construction, for example archaeological work, drainage and access works.

### **337. Affordable housing - Conclusion**

**338.** After a comprehensive consideration of the viability position of the scheme and the necessary infrastructure improvements the council's consultants consider that it would not be practicable to require a conventional viability review mechanism within the S106. The consultant's view is that the offer made by the applicant is within an acceptable range of possible outcomes. Whilst it might be possible to seek further alterations to the cost review and S106 package to improve the overall position, there is no guarantee that this would be successful, and the consultants advise that this could cause considerable delay.

**339.** Accordingly, the advice is that a S106 agreement should be structured such that it secures the following a headline percentage of at least 30% affordable housing (with a tenure split of 50/50) and a 'start on site' mechanism that would trigger a full re-run of the viability assessment in the event of agreed development milestones not being met. It is proposed that the exact wording of this mechanism would be finalised as part of drafting of the S106 agreement.

### **340. Community facilities**

#### **341. Sackville House – Health services**

**342.** The NHS has confirmed that the physical requirements to provide primary, community and social care services for the additional population arising from the development can be met through the extension of Sackville House. A figure of £1,492,250, which equates to £635 per dwelling, has been identified for the extension of the existing health practice, which would include the £522,000 unspent contribution from the 950 S106. The initial contribution of £165,000 from the 950 S106 was drawn down and used to create additional capacity at Sackville House through a reconfiguration of existing space without extending the building. The space exists to the rear of Sackville House to accommodate an extension and the NHS is now looking at how an extension would be configured to meet their requirements.

**343.** In order to meet the aforementioned figure £970,250 would be secured from the Cambourne West S106. A number of the public responses questioned how the health needs for new residents could be met when the existing facility struggles with the present demand. The problems experienced at Cambourne medical practice relate in part to the level of funding they receive from national government as well as difficulties in attracting staff to the practice. The latter is a problem that is not just experienced at Cambourne, though the high house prices do make attracting staff from outside the district for a number of professions more challenging. It is not appropriate or

sustainable to secure revenue support through S106 contributions as they could not be used to fund permanent staff. Therefore, the contributions in the draft S106 would go towards increasing the facilities at Sackville House to meet the medical practice's needs to serve the growing population.

**344.** A number of representations suggested that a new facility might be needed on Cambourne West. The NHS has confirmed that it would not support a new surgery at Cambourne West due to the revenue cost of running a satellite facility, which would not benefit from the economies of scale that are offered by Sackville House with shared admin staff, reception facilities etc.. Therefore, in order to make the greatest use of S106 and public money the NHS consider that an extension of Sackville House is the most appropriate way to meet the needs of Cambourne West residents.

#### **345. Sackville House – library**

**346.** The existing library at Sackville House would also need additional space to accommodate the needs arising from the development. The County Council, which owns and manages Sackville House, has confirmed that an extension of Sackville House could accommodate the health and library needs of Cambourne and Cambourne West. The needs for additional library space equates to a figure of £388,000, based on a £60.02 per increased head of population. This figure, which has been included in the draft S106, would be pooled with the 950 contribution of £151,200 to provide additional capacity at Sackville House.

**347.** The pooling of the S106 contributions for health and library with those of the 950 development would meet the CIL tests as less than five contributions have been sought for each one.

#### **348. Community provision and indoor sport**

**349.** In order to meet the policy requirement of 719sqm of community space, based on the increase in population, the estimated cost for MCA to deliver the required facilities was £3.2m. Cambourne Parish Council has put forward a proposal whereby they would deliver all of the required floor space for community use as well as the requirements for indoor sport and a sports pavilion. This would be achieved through the conversion of the existing roof void at the Hub (195m<sup>2</sup>), providing additional performing art space as part of the secondary school extension (223m<sup>2</sup>), a new community building on the Cambourne West site (201m<sup>2</sup>), extending the sports centre and by replicating the delivery of the new sports pavilion at Upper Cambourne. The Parish Council's proposal is that all of the contributions presently in the draft S106 for community space, a sports pavilion, indoor sport and part of the public art contribution are pooled to achieve this. Taking this figure the parish council has outlined how it would meet the space requirements whilst managing to reduce the overall figure of the combined contributions by approximately £1m. To achieve the delivery of the community spaces the parish council would need to be a signatory of the S106 as they were with the 950 application. The community needs and facilities being provided in accordance with the council's policies and standards would be in accordance with the tenth criterion of draft policy SS/8.

**350.** By using the parish council in this way there would be a much more co-

ordinated approach to the delivery of community space, located throughout the extended Cambourne, which would help bring new and existing residents together. The parish council has a strong record of the delivery of successful community facilities and also has a good understanding of what the social and sporting needs of the Cambourne community are and how they can be managed in financially sound way. The parish council has the ambition to deliver a swimming pool for Cambourne and initially £1.3m was identified towards this by Sport England based on the population of Cambourne West. Through the pooling of all of the aforementioned contributions, and seeking additional funding, the parish council believe that they can deliver a swimming pool on land adjacent to the existing sports centre that was set aside for such a use. A swimming pool at Cambourne would go towards meeting the wider needs of the district as presently a large number of residents have to travel to the surrounding districts for swimming. This would also make Cambourne, the district's largest settlement, more sustainable as less of its residents would have to travel in order to visit swimming pools in the neighbouring district.

- 351.** In order to meet the needs for changing facilities for the new sports facilities at Cambourne West there are proposals for a sports pavilion of 98m<sup>2</sup> to the north of the site. There is a contribution in the draft S106 of £598,380 to deliver the sports pavilion, which is based on the cost of a similar size building that the parish council delivered at Upper Cambourne. This facility would also include spaces that could be hired out for community activities. This sports pavilion would be in addition to the new community centre of 201m<sup>2</sup> that would also be delivered within Cambourne West.
- 352.** In addition to community space there is also a contribution in the draft S106 for a contribution of £150,000 (Community Chest) to fund community activities aimed at bringing the two communities together. This would be administered by the parish council and be paid in instalments of £10,000 a year after the first occupation.
- 353.** Caxton Parish Council has questioned whether S106 contributions could be made to community facilities in their village on the basis that the majority of the site falls within their parish. There are instances where community facilities are provided or enhanced off-site and a number of the facilities for Cambourne West would be provided in Cambourne. However, it is not considered appropriate for Cambourne West residents to look towards Caxton village to meet their community space needs due to the limited connections that would exist between the two settlements and the desire for facilities to be within easy walking and cycling distance of residents. Moreover, Cambourne Parish Council is in a better position to manage the facilities to the benefit of residents not just from Cambourne West but also the surrounding villages.
- 354.** As with the existing facilities at Cambourne that are well used by residents from the surrounding villages so too would the new community and sports facilities at Cambourne West. The parish council is offering to take on the community facilities on the basis that a boundary review is carried out to ensure that any precept from Cambourne West goes to them to meet the costs of managing the new facilities. This point is considered further in para 439 of this report.

**355** In its representation Cambourne Church has made a request for a S106 contribution towards the extension of the church. A contribution was secured from the 950 development towards further extensions that have detailed planning consent but has not yet implemented. Although the role of the church in community development is recognised there is no policy requirement for the development to contribute specifically towards space for religious activities. To date where additional space has been required for religious activities in Cambourne the Hub and other community facilities have been used.

**356** The only way that a contribution towards the extension of the church would comply with the CIL tests would be if it were to provide community space to help mitigate the needs of the development. Given the parish council's present role in the management of community facilities across Cambourne, which they would continue into Cambourne West, it is more appropriate for the S106 contributions to go to them to maximise the amount of space that can be delivered.

### **357. Outdoor Sport**

**358.** Policy SF/11 and the adopted SPD on Open Spaces in New Developments set out a standard of 1.6 hectares per 1,000 people for outdoor sports. For the Cambourne West development this equates to 10.30ha of space, the majority of which would be provided to the north of the site.

**359.** In addition to the formal sports pitches the proposals also includes an all weather athletics track, though the need for this was questioned by Sport England. This was requested by the parish council, as there is little provision in the surrounding area, and the contribution in the S106 of £975,000 is based on the figure that it can deliver such a facility for. The draft S106 also includes £25,000 for a BMX track that would be delivered as part of the A428 bund works to the north of the site.

### **360. Children's Playspace**

**361.** Policy SF/11 requires 0.8 hectares per 1,000 people to be provided as children's play space, which would be split 50/50 between formal and informal play spaces. This equates to a requirement for 5.16 hectares.

### **362. Neighbourhood Equipped Area of Play (NEAPs)**

**363.** NEAPs serve children between the ages of 8-14 years and should be sited within a 15 minute walking distance of homes and have an area of 1,200m<sup>2</sup>. These can include informal ball courts, wheeled sports facilities and / or more traditional equipped areas with a minimum of 8 pieces of play equipment. The masterplan shows the provision of 2 NEAPs and their provision would be secured through the S106.

### **364. Local Equipped Areas of Play (LEAPs)**

**365.** LEAPs serve children between the ages of 2-8 years and should be within a 6 minute walk of houses, have an activity area of 500m<sup>2</sup>, and provide a minimum of 9 pieces of play equipment.

**366.**The masterplan shows the provision of a number of LEAPs and Spaces for imaginative play (SIPS) and their provision would be secured through the S106.

### **367. Local Areas of Play (LAPs)**

**368.**LAPs, which serve children aged 2-6 years, would be an integral part of the development and have been successfully delivered across Cambourne. These are unequipped areas of soft and hard landscaping that encourage imaginative play and have an area of at least 100m<sup>2</sup>.

**369.**The Design and Access Statement notes that existing provision of LAPs has been in the order of 300m<sup>2</sup> per development parcel. A masterplan of this scale would not be expected to identify the locations of all the LAPs. Further details of LAPs would be submitted as part of the design coding and subsequent reserved matters applications with their provision being within the residential land parcels.

**370.**Planning conditions and obligations within the S106 would secure the provision of the LAPs. The S106 would also secure the transfer of LAPs to the parish council, with a maintenance sum, so as to avoid previous problems caused by land within some LAPs being conveyed to nearby homes or being left unattended once house builders have left site.

### **371. Informal open space**

**372.**Policy SF/11 requires the provision of informal open space at 0.4ha per 1000 population. On the basis of the agreed household multiplier 2,350 homes would equate to 6,345 extra people, requiring 2.58 hectares additional space as a minimum. It should be acknowledged that the amount of green space that has been delivered in the valleys of Cambourne is far greater than would be delivered by developments today. Although the levels of public open space at proposed Cambourne West do not match those of Cambourne they do exceed the requirements of policy SF/11 at 33.68ha.

**373.**The Wildlife Trust has questioned whether it should receive money towards the maintenance of the existing space within Cambourne that it presently maintains based on the fact that Cambourne West residents are also likely to use it. As the development would go above the policy requirement for informal open space within the development site it would not be reasonable to secure money for the maintenance of off-site open space.

**374.**The amended Design and Access Statement details what would be included in the calculations of the informal open space to demonstrate that features such as water attenuation areas and treebelts are not included, which is in accordance with the Open Space SPD.

### **375. Allotments and community orchards**

**376.**The application includes 2.58ha for allotments and community orchards distributed throughout the site. The council's urban design officer suggested that the allotments would be best distributed as a number of smaller sites rather than a single large site. The parish council, who would most likely administer the allotments requested that they be provided in one site in order to reduce costs associated with the management and security of the site.

**377. Other educational facilities: Special Educational Needs and Disabilities (SEND)**

**378.** The contribution of £1,988,800 for SEND has been requested by the County Council based on child yields from strategic developments. The contribution would go towards a new facility at Northstowe that would accommodate any children with special education needs from Cambourne West.

**379. Children's Centre**

**380.** The county council has confirmed that it would not require a standalone children's centre on Cambourne West. A project is currently being progressed to remodel/expand the existing children's centre in Great Cambourne to accommodate additional children from the development and a contribution of £115,000 is included in the draft S106 towards this.

**381. Nursery**

**382.** There is a requirement for the applicant to provide space for a nursery but no contribution towards this as in most cases such facilities are run on a commercial basis. The obligation in the draft S106 would be to provide a unit for commercial rent within the development for full day-care provision over and above the provision of pre-school accommodation. This would be delivered with the new local centre or prior to the occupation of the 400<sup>th</sup> dwelling, whichever the sooner.

**383. Youth**

**384.** For a number of years Cambourne has made use of a temporary youth centre on Back Lane that is currently over-subscribed and in a poor state of repair. It is widely acknowledged that a permanent, dedicated youth building is a high priority for Cambourne and a contribution of £225,000 was secured from the 950 development. The 950 contribution is not sufficient to deliver a permanent facility and an additional £500,000 is included in the draft S106 for the provision of a permanent facility on the Back Lane site.

**385.** Officers questioned whether there was the need for a separate youth facility on Cambourne West. The parish council has requested that there only be one permanent youth facility for Cambourne and stated that the community facilities in Cambourne West would also support youth activity

**386. Burial ground**

**387.** As submitted the Cambourne West masterplan did not include any additional space within the development for burials. At the request of the parish council an area of 0.36 ha has been identified in the amended masterplan adjacent the southern landscape buffer area. (The figure of 3.36ha stated by the parish council was a miscalculation of the amount of space needed). The S106 would ensure that this additional burial space would be transferred to the parish council.

**388. Community development**



**389.** Community development workers have been crucial in the development of Cambourne and there would be a further requirement for specialist workers to ensure that the needs of the new community are met until it becomes established. Although the parish council is now well established there would still be the need for specialist workers to cover different needs within the community, especially in the early phases when connections with Cambourne would be less well developed. The contributions within the draft S106 would go towards full or part funding of the following workers, activities and equipment:

- specialist mental health community development workers (£150,000);
- kickstart funding (£23,155) to support the establishment of community-led support;
- independent Domestic Abuse Advisor for two years (£60,840);
- locality workers for two years (£139,000);
- children centre worker for two years (£30,935);
- social care provision for two years (£113,000);
- children's centre equipment (£10,000); and
- community development work (including detached youth work) (£140,000 over five years)

### **390. Welcome Packs**

**400.** The 950 S106 secured £1,000 towards welcome packs for new residents. These were then distributed by the developers and parish council as new residents moved in. The welcome packs contain maps and information on community facilities and transport and are considered to be a good way of introducing new residents to Cambourne and the surrounding area. Therefore a contribution of £3,000 is included within the draft S106 so that an updated welcome pack can be produced and distributed to new residents.

### **401. Public art**

**402.** Public art has a role in creating character and distinctiveness for new places but it does not always have to be delivered by way of a physical piece of art work. With the 950 development a contribution was secured towards lighting and additional equipment that has been installed in Cambourne Village College to facilitate performing arts.

**403.** Policy SF/6 of the local plan establishes the principle that the council will encourage the provision of public art and the applicant recognises the positive contribution that it can make. The parish council and the secondary school have put forward a proposal to use part of the money that would have gone towards public art to increase the size of the main hall that is being provided as part of the secondary school extension. By extending the main hall beyond what is needed for the secondary school it offers the opportunity for large theatre productions to take place and even some cinema screenings. A contribution of £401,850 was identified for public art, based on a pro-rata figure of what was secured from the 950 development. In light of the viability situation this figure has been reduced to £150,000 to go towards arts events over a fifteen year period. The remaining £251,850 has been pooled with the rest of the community space contributions and would go towards the cost of delivering the larger hall for the secondary school, which

is presently being built. A community access agreement already exists with the secondary school and this would be extended to cover the new facility.

**404.** A public art delivery plan for the site, to establish the actual method of implementation of public art projects would be secured by way of condition 49 which would require the agreement of an arts delivery plan prior to commencement of development on site.

#### **405 Sustainable methods/renewables**

**406.** In a similar way to a number of the Lifetime Homes standards being incorporated into part L of the building regulations so are a number of the criteria of the Code for Sustainable Homes (CfSH). Therefore it is not reasonable to attach a condition requiring dwellings to be built to CfSH standards as was attached to the 950 development.

**407.** Although the Sustainability Statement is considered acceptable further information is needed to understand how the development would meet the requirements of policies NE/1 and NE/3 for the provision of 10% energy from on-site renewables. This would be secured by way of a sustainable energy strategy as required by condition 12. The development is considered to accord with the aims of policy DP/1 and those of emerging policies S/3 and CC/1.

**408.** With the 950 development money was secured towards a sustainable energy fund that the parish council has used to install photo voltaic on most of the public buildings in Cambourne. Although this scheme has been successful in promoting sustainable energy including it for the Cambourne West development would have limited success. This is due to the fact that most of the public buildings' roofs already accommodate large amounts of photo voltaic panels and it is questionable where additional panels could be accommodated.

#### **409. Flood risk and drainage**

**410.** As with Cambourne most of the Cambourne West site drains southwards into the Bourn Brook. Policies NE/9 and NE/11 require that adequate drainage infrastructure is in place to meet the needs arising from new development and that the risk of flooding is not increased and a Flood Risk Assessment (FRA) has been submitted to demonstrate this.

**411.** The FRA was amended following consultation with the Environment Agency. The site falls within flood zone one, an area of low risk of flooding. Given the elevated position of Cambourne above the villages of Bourn, Toft, etc. that fall within the Bourn Brook catchment the FRA needed to demonstrate that the development could deliver sufficient mitigation to ensure that flooding does not occur downstream.

**412.** The central valley would form part of the Sustainable Urban Drainage infrastructure comprising open watercourses and attenuation features that would accommodate flows from the development. The attenuation features would provide storm water storage capacity for 1 in 100 year events, plus an allowance of 30% increased rainfall as a result of climate change, so that surface water would be held within the site. The outfall of the southernmost attenuation lake would release water into the Bourn Brook at a rate equivalent

to if the site were to remain as a greenfield site. The level of this discharge has been agreed with the Environment Agency as well as a scheme of monitoring to ensure that unregulated flows from the development would not have a negative impact upon the Bourn Brook.

**413.** The approach for Cambourne West follows that of the existing Cambourne valleys. One of the benefits of this approach is that it ensures a regular flow of water into the brook, which reduces the negative impacts upon biodiversity during times of the year when flows would be reduced. The regulation of flows also means that damage caused to the banks of the brook by unregulated flows following heavy rain events would also be reduced.

**414.** The satisfactory provision, management and on-going maintenance of sustainable surface water drainage facilities, to control the risk of flooding on site and reduce the risk of flooding to areas downstream would be in accordance with the thirteenth criterion of draft policy SS/8.

**415. Foul sewerage**

**416.** Unlike Cambourne, where foul sewerage is treated at Uttons Drove, the treatment of the foul sewerage arising from the development would be accommodated by way of an enhancement of the existing facility at Papworth. The applicant has obtained a quote from Anglian Water for the necessary works to increase capacity and these costs have been included in the viability assessment. Anglian Water has requested that a foul water condition be attached to the consent to ensure that satisfactory arrangements being made for foul drainage and sewage disposal, in accordance with the fourteenth criterion of draft policy SS/8.

**417.** Although surface water entering the foul system was an issue within Cambourne several years ago the remediation works carried out by the applicant have ensured that no further homes have flooded during periods of high rainfall. A condition was attached to the 950 to require details of foul sewerage connections to be submitted for approval. This was to ensure that no rogue connections were left in place, which was one of the problems causing surface water infiltration that was identified at Cambourne. There are approximately 600 properties occupied on the 950 development and there have not been any reports of the terminal pumping stations failing as a result of the infiltration of surface water into the foul water system since the remediation works were carried out and the further controls were put in place.

**418. Biodiversity and landscape**

**419.** One of the most successful elements of Cambourne is the green infrastructure and the proposals are to continue this through into Cambourne West. There is very little natural vegetation across the site with the main trees or hedges of any particular quality along the boundary with the A1198. The masterplan shows how those features that there are on the site, fragmented hedgerows and ditches, would be retained and contribute to the character and amenity of Cambourne West often by being incorporated into greenways. These features would be managed to enhance their ecological value and linked together by areas of open space to provide a network of accessible green infrastructure, in accordance with the fourth criterion of

draft policy SS/8. The development is also considered to accord with the aims of policy NE/6 and those of emerging policy NH/4.

**420.** Cambourne has shown that publicly accessible spaces and residential gardens can provide richer habitats than intensively managed arable landscapes. The existing site has very few features of ecological value and more diverse habitats would be created through the water attenuation features, green spine and greenways and the residential properties that would be delivered. Condition 20 would require a scheme of ecological enhancement for the site as part of a green infrastructure plan and as part of the individual reserved matters applications that are to be submitted. Bird and bat boxes have been used to good effect in Cambourne and the new homes and other buildings would provide further opportunities to increase the biodiversity of the site through the use of further well placed boxes.

**421.** There has been an initial meeting between the parish council and the Wildlife Trust about the management of the green spaces. Those that have more of a formal nature such as the central green spine and the noise attenuation bunds would most likely be transferred to the parish council. To the southeast of the site there is an area that was mounded with spoil from the original Cambourne development and has since become a habitat for ground nesting birds. Although the extension of the circular bridleway would run to the south of the mound the initial suggestion is that this area of land, and possibly the strip of land to the north of Caxton Bypass, would be managed by the Wildlife Trust. The S106 would include a requirement for details of the management of all the greenspaces. Given the relationships that the applicant has with the parish council and the Wildlife Trust they would be the logical bodies to take over the management of much of the green spaces within the site.

#### **422. Health Impact Assessment (HIA)**

**423.** In accordance with policy DP/1 a Health Impact Assessment has been submitted which sets out the potential health implications of the development, both positive and negative. Where negative health impacts are identified mitigation measures are proposed. The HIA is considered and a number of the recommendations made within it would be fulfilled by measures in the S106. These include:

- Measures to limit emissions during construction;
- Restricting hours of work in evenings and weekends;
- Place controls on construction traffic;
- Provision of services for health treatment and care, education, retail and social networks;
- Provide additional networks of road and green transport infrastructure;
- Make provision for education, health care, road improvements, public transport, affordable housing and public open spaces;
- Implement noise mitigation measures;
- Implement road improvements; and
- Provide bus routes through the site.

#### **424. Fibre optic to the home**

**425.** The applicant has confirmed they are in discussions with GTC concerning a fibre optic network for the site and are considering signing up for their product 'Fibre to the Home', which would directly replace the BT Openreach apparatus. An obligation to provide fibre optic to the home would be an obligation in the S106. Fast broadband to the home encourages greater home working, which in turn has the ability to reduce the need for residents to travel, especially at peak times. This is another measure to ensure that the development of Cambourne West meets the NPPF definition of sustainable development.

#### **426. Waste**

**427.** At a strategic level there would be a S106 contribution of £425,350 to the nearest householder waste recycling facility, which is at St Neots. Within the development there is a requirement for two bring sites and there is an obligation within the draft S106 to secure land for these. A contribution was originally requested towards the bins for the bring sites but this request was not considered reasonable given the level of roadside collection that takes place in the district.

**428.** The draft S106 also include financial a contribution of £195,600 for household waste receptacles based on £73.50 per house and £150 per flat.

#### **429. Archaeology**

**430.** The archaeological implications of the development were originally the subject of an objection from the County Council. This was made on the grounds that the impact of the development on heritage assets of archaeological significance had not been adequately assessed and that the requirements for mitigation of the impact had not been defined. Following trial trenching being carried out the County Council has since confirmed that the outstanding mitigation matters can be secured by planning condition and therefore the holding objection has been withdrawn. The fact that the trial trenching has been carried out prior to the determination of the application means that it would further speed up the delivery of the site. The draft S106 includes a contribution of £20,000 for an archaeological display. This was something that was originally requested for Cambourne but never delivered. The contribution would go to the parish council to fund a display of artefacts found at the wider Cambourne site in one of the community buildings. Condition 38 relates to an existing 'Oakington' style pillbox on that has been found on the site and is aimed at finding a new use for it to provide some historic reference for the site. The development is considered to accord with the aims of policy CH/2 and those of emerging policy NH/14.

#### **431. Construction matters**

**432.** Further details of construction arrangements would be secured through a Construction and Environment Management Plan (CEMP) through condition 33. The details of haul roads, site accesses and routes for construction traffic would be submitted as reserved matters applications to ensure that satisfactory arrangements are in place. The construction spoil would be retained on site and used for land re-profiling and bunds in accordance with the seventeenth criterion of draft policy SS/8.

#### **433. Other matters**

**434.** Concern has been raised about a potential rise in crime in the surrounding villages as a result of additional development at Cambourne. However, it would be unreasonable to assume that residents of Cambourne West would be more likely to carry out criminal activities than any other residents in the district. There were no requests for S106 contributions from the police or fire services and both services already have a presence in Cambourne. The request from Cambridgeshire Fire and Rescue that adequate provision be made for fire hydrants would be met by condition 44, which requires details to be submitted for approval.

**435.** The Cambourne style street lights add character to the existing villages with their distinctive design and alternative colours for each of the three villages. At the request of the parish council the same style street lights would be used on the spine road and primary road network of Cambourne West so that it would feel part of Cambourne. There is a sum of £243,638 identified in the infrastructure costs to cover the extra expense of these street lights and there would be an obligation on the S106 to deliver them.

**436.** There are several requests for the transfer of land to the parish council, these relate to the burial ground and land adjacent to the existing Trailer Park in Great Cambourne. These would be secured through the S106 along with the legal fees for the transfers.

**437.** The draft S106 includes a contribution of £15,500 towards monitoring of S106 matters for the County Council. Although there have been appeal decisions where monitoring payments have been ruled inappropriate as it is a function that the county council already does. However, in the case of last strategic developments such as Cambourne West the level of monitoring can be a significant resource for the county council and in this instance it is considered appropriate to include the contribution.

#### **438. Boundary review and loss of land within Caxton parish**

**439.** A number of representations from Caxton residents have raised concerns about the loss of land historically within the parish of Caxton. Presently the site has very little public access other than the public footpath leading to Swansley Wood Farm. Although the majority of the site is within Caxton there have been discussions between Caxton, Cambourne and Elsworth Parish Councils and district council officers about a review of parish boundaries. Cambourne has requested that this process start at the earliest possible opportunity to ensure that early residents feel part of Cambourne and the parish council can deliver the facilities within the site. Extending the boundary of Cambourne parish would also assist in any future decisions on whether to create a separate ward for Cambourne, which is an aspiration of the parish council.

**440.** Although Caxton Parish Council objects to the application it has accepted that the boundary review process should take place if the application is approved. Subject to the application being approved, officers would start preparing for the boundary review process to start once a formal decision notice had been issued for Cambourne West.

#### **441. Conclusion**

**442.** The proposal is not consistent with policies in the adopted LDF, and although a strategic scale draft allocation at Cambourne West (policy SS/8) is identified in the submitted local plan, the application is for a significantly larger site, and includes an additional 1,390 homes (as the draft allocation would only have delivered 960 homes on the MCA land). The NPPF requires applications to be determined in accordance with the development plan unless material considerations indicate otherwise and that in assessing and determining development proposals, local planning authorities should apply the presumption in favour of sustainable development. The NPPF is a material consideration that carries significant weight in the determination of this planning application.

**443.** In the current context of not being able to demonstrate a five year housing land supply, where planning permission is sought for housing, such applications must be determined against paragraph 14 of the NPPF. Paragraph 14 states that planning permission should be granted unless: 'any adverse impacts of doing so would significantly and demonstrably outweigh the benefits when assessed against the policies of this framework taken as a whole'.

**444.** In considering this application, the following relevant policies for the supply of housing in the adopted Core Strategy and Development Plan policies are to be regarded as out of date. Notwithstanding this, it is for the local planning authority to identify the appropriate weight, if any, to attach to each one, which is assessed in this report.

Core Strategy

ST/2: Housing Provision

ST/4: Rural Centres

Development Policies

DP/1: Sustainable Development

DP/7: Village Frameworks

HG/1: Housing Density

HG/2: Housing Mix

NE/4 Landscape Character Areas

NE/6: Biodiversity

NE/17: Protecting High Quality Agricultural Land

CH/2: Archaeological Sites

**445** The emerging local plan policies carry some weight in decision making reflecting their stage in the process and the nature of any outstanding objections. It is also for the local planning authority to identify the appropriate weight to be given to relevant housing supply policies in the submitted local plan. These policies are:

S/5 Provision of new Jobs and Homes

S/6 Development Strategy to 2031

S/7 Development Frameworks

S/8 Rural Centres

SS/8 Cambourne West

NH/2 Protecting and Enhancing Landscape Character

NH/3 Protecting Agricultural Land

NH/4 Biodiversity

- 446.** This report considers all relevant material planning considerations and identifies the weight that should be given to housing supply policies that are out of date, as identified, but also considers other relevant policies.
- 447.** The dwelling target of Core Strategy policy ST/2 is not considered to carry weight being for a different, earlier plan period. The Waterbeach appeal Inspector accepted the up to date assessment of objectively assessed need to be more up to date, including for the purposes of assessing five year housing land supply. The spatial order of preference identified in the adopted and emerging plans is considered to carry significant weight as it is intended to deliver sustainable development and there was broad agreement by participants at the local plan examination that it represents a sustainable development sequence.
- 448.** Policy ST/4 Rural Centres is considered to carry some weight in the determination of this application. Despite being considered out of date, the purpose of this policy is to provide for appropriate development at the larger, better served villages, which represent the most sustainable rural locations for development. Draft policy S/8 carries forward the purposes of policy ST/4 and there are no objections relevant to Cambourne remaining as a Rural Centre. This remains a valid purpose in assessing the overall impact of the proposal as Rural Centres still remain the most sustainable rural locations in the district for further development to take place.
- 449.** Within the context of a lack of five year housing land supply and the consequent status of ST/4 and DP/7 as being out of date, it is considered that the fact that this site is not within the existing village framework is not sufficient to warrant refusal, unless significant and demonstrable harm is identified in relation to the definition of sustainable development as set out in the NPPF. The emerging plan allocates a strategic scale extension to the development framework of Cambourne as part of a sustainable strategy for the delivery of housing for the district. Although the application is for a larger development than included in the emerging plan, the proposal largely addresses the requirements of draft policy SS/8. In some issues there is not full compliance, but issues are sufficiently addressed that they will enable sustainable development.
- 450.** Although outside the village framework the site is located relatively close to existing amenities at Cambourne, including retail units and Morrisons supermarket, the public house, employment opportunities, sports centre and community facilities. It is considered that the illustrative masterplan sufficiently demonstrates that the development would successfully integrate with Cambourne providing a number of connections for pedestrian, cyclists and other vehicular traffic to better integrate the development.
- 451.** In addition to being accessible to the existing facilities at Cambourne the development would also deliver primary and secondary education provision, further sports pitches and facilities and community spaces within the site as well as funding further improvement of facilities at Cambourne. The package of measures detailed in the draft S106 is considered to provide appropriate capacity to accommodate the population increase arising from the development and would deliver wider social benefits for residents outside of Cambourne West.



- 452.** Policy DP/1 is a housing supply policy and is considered to carry some weight as it relates to the delivery of sustainable development. In accordance with the criteria of DP/1 Cambourne West would minimise the need to travel for new and existing residents and make efficient use of land through a compact, mixed use development. It would also use SUDs and there would be measures in place to ensure no adverse impact upon land, air or water and enhance the biodiversity of the site. The package of contributions/obligations to be secured through the S106, that the applicant has agreed to, would bring about a number of environmental benefits not only for the residents of the development but also those of the surrounding villages such as improvements to public transport, pedestrian and cycling routes and further retail units and employment opportunities. These are aimed at reducing the need to travel and reducing the impact of traffic through offering greater choices to the private car.
- 453.** In addition to the above the scheme also includes positive elements, which enhance social sustainability. These include the provision of 30% affordable housing within the development, public open space and sport facilities. The obligations set out in the draft S106 would also deliver the services and facilities to meet the needs of a mixed and socially inclusive community with a range of housing tenures through the enhancement of offsite sports and community space, which would be a wider benefit of the proposals, further enhancing the social sustainability of Cambourne as a whole. The package of measures that would be delivered through the legal agreement are considered necessary to make the scheme acceptable in planning terms, in accordance with the sixteenth criterion of draft policy SS/8.
- 454** Policies HG/1 and HG/2 are both housing supply policies which are considered to carry some weight in the decision making process as they relate to the density of development and housing mix, which contribute to sustainable development through providing a mix of housing types to meet a range of housing needs. In relation to the other relevant policies of the LDF quoted in this report, they are considered to be consistent with the definition of sustainable development as set out in the NPPF and therefore have been given some weight in the assessment of this application. The proposals for Cambourne West would comply with policies HG/1 and HG/2.
- 455.** Policy NE/4 and emerging policy NH/2 are both housing supply policies and are considered to carry some weight as they relate to the impact upon landscape character areas. The proposed landscaping of the site and stepping down of the height of development on its edges would help to reduce the landscape visual impact and maintain a clear transition between urban areas and the countryside. Officers acknowledge that the development of the site would result in some impact to the character of Cambourne by the loss of the open arable land that would help to form its setting in the rural landscape when viewed from the west. A key reason why the application site was not identified in the submission local plan was landscape impact. However, as assessed in the main body of the report, evidence submitted through the planning application process demonstrates that the landscape impact can be mitigated through the strengthening of the existing boundary landscaping, such that the impact upon the setting of Cambourne is not considered to significantly and demonstrably outweigh the benefits of the scheme in contributing towards the housing need in the district in a sustainable location and the social and environmental benefits that it would deliver.

- 456.** Policy NE/6 and emerging policy NH/4 are both housing supply policies and are considered to carry some weight as they relate to enhancing the biodiversity and ecological value of development sites. As discussed in the Biodiversity and landscape section of this report. The development would include a number of measures to increase the ecological value of the site and is therefore considered to comply with the aims of these policies.
- 457.** Policy NE/17 and emerging policy NH/3 are both housing supply policies and is considered to carry some weight as they relate to the protection of high quality agricultural land. Although the development would result in the loss of some grade 2 agricultural land this has to be seen in the context of the draft allocation of policy SS/8 that proposes the loss of some of the same agricultural land. Therefore, although policy NE/17 and emerging policy NH/3 carry weight the requirements to meet the district's housing needs by permitting development in sustainable locations would carry greater weight in the determination of this application than the loss of high quality agricultural land.
- 458.** Policy CH/2 is a housing supply policy and is considered to carry some weight as it relates to the protection of archaeological sites. Following the trial trenching that was carried out, and subject to the necessary safeguarding conditions, the proposed development is supported by the County Archaeologist as it would comply with policy CH/2.
- 459.** The development would not prejudice the local plan process. The council has approved a number of large scale developments on the edges of less sustainable villages, as a result of the five year supply deficit. In contrast to a number of these 'five year supply applications' in smaller, less sustainable villages the proposed development would result in an extension to an existing Rural Centre. Although greater in site area and numbers than the draft strategic allocation, the application would accord with the principle of a sustainable urban extension of the previously established new settlement of Cambourne as set out in draft policy SS/8 of the emerging local plan. It is therefore appropriate that Cambourne West should be seen in the context of both supporting the strategy within the local plan and the need to maintain the council's five year supply of housing throughout the plan period. The development would make a significant contribution to the current five year land supply, and assist in maintaining five year supply in future years. In the short term homes can be delivered quickly because there is already existing infrastructure that can be upgraded and, unlike the new settlements at Waterbeach and Bourn Airfield, the submitted local plan does not propose or require any form of second tier planning document in advance of a planning application. The 'start on site mechanism' in the S106 would also ensure the early delivery of the site.
- 460.** In summary it is not considered appropriate to refuse the application on grounds of prematurity given:
- The local plan has been submitted and is at an advanced stage;
  - The proposal seeks to expand an existing Rural Centre, as opposed to proposing a new settlement and has been the subject of public consultation on both draft policy SS/8 and the planning application;
  - The submitted local plan supports the principle of a strategic scale of development at Cambourne West (albeit on a smaller scale) and the proposed development conforms many of the criteria of draft policy

SS/8 and for the others it sufficiently addresses the issues as outlined in this report;

- The submitted local plan does not require any form of second tier planning document in advance of a planning application as is the case with the entirely new settlements north of Waterbeach and at Bourn Airfield;
- When compared to the cumulative impact of 'five year supply applications' the development is not so substantial as to undermine the local plan process;
- The development would make a material contribution to five year housing land supply for the current and future five year periods and is capable of delivering housing in both the short and long term; and
- Any harm arising from the proposal would not 'significantly and demonstrably' outweigh the benefits of the development, including the important benefit that it will contribute to boosting the supply of housing as required by the NPPF, and therefore planning permission should be granted in accordance with paragraph 14 of the NPPF.

**461.** In the context of demonstrating that the development would comply with paragraph 14 of the NPPF it is considered that the scheme includes positive elements which would enhance social and environmental sustainability. These include:

**462.** The development of the site would help to meet the council's objectively assessed housing needs identified as part of the emerging local plan and the NPPF requirement to reduce the deficit in the present five year supply, and thereafter maintain it;

- The provision of 705 affordable homes with a 50/50 tenure split;
- The proposed obligations would mitigate demands on existing services, facilities and infrastructure arising from the additional population resulting from the development;
- Additional and extended community and sports facilities and services and employment opportunities would be delivered in accessible locations on site or within Cambourne, reducing the need for new and existing residents to travel, which would reduce the environmental impacts of emissions from traffic and reduce the impact upon surrounding villages;
- Economic benefits would occur through the increased vitality of the area and the development would help support economic activity and job creation during the construction and occupation phases supporting the growth of the Cambridge sub-region;
- The green infrastructure delivered alongside the new homes would provide greater opportunities for recreation and increase the ecological value of the site;
- The development of the whole site would result in a more holistic form of development delivering a more comprehensive package of educational and transport infrastructure than if only the draft allocation site were developed;
- There is not a significant impact in relation to biodiversity, landscape and flood risk subject to the necessary safeguarding, landscaping and other mitigation; and
- Subject to conditions relating to a travel plan and implementation of strategic infrastructure improvements, which would facilitate enhanced access for public transport, cyclists and pedestrians, there would not

be a significant impact in terms of traffic or highway safety upon the strategic and local road networks.

**463.** The cumulative impacts can be afforded significant weight in favour of the proposal and are deemed to clearly outweigh any potential disbenefits, which include the impact upon the character and rural setting of Cambourne, loss of agricultural land and impact upon highway capacity. None of the disbenefits are considered to result in significant and demonstrable harm, subject to conditions and the S106 to mitigate the impacts of the development. Therefore the proposal is considered to represent a sustainable form of development having regard to paragraph 14 of the NPPF and is recommended for approval subject to the necessary safeguarding conditions and section 106 agreement.

**458. Recommendation**

- a. DELEGATE APPROVAL of outline planning application, as amended by plans and documents date stamped 24<sup>th</sup> November 2015 (parameter plans and detailed access drawings) subject to:
- b. Planning conditions as set out below, with the final wording of an amendments to these to be agreed in consultation with the Chair and Vice Chair prior to the issuing of planning permission;
- c. Contributions to be secured by way of a Section 106 legal agreement as set in Appendix 2 - final wording to be agreed in consultation with the Chair and Vice Chair prior to the issuing of planning permission;

**430. Conditions:**

Explanatory notes and terms:

“Development Parcel” means a phase or part of the development excluding “Enabling Works” and “Strategic Engineering and Landscape Elements”. For instance this would include housing, employment, local centre, primary school site, allotments, playing pitches.

“Enabling Works” include, but are not exclusively limited to, surveying, environmental and hazardous substance testing, remediation works, pegging out, tree protection, ecological survey and mitigation works, archaeological investigation and similar related works

“Strategic Engineering and Landscape Elements” include principal foul and surface water drainage infrastructure works, other utilities provision, accesses into the site, primary roads, attenuation feature, land re-profiling, strategic landscape works and planting, and similar related works.

**A Development in accordance with plans**

1. The development hereby permitted shall be carried out in accordance with the following approved plans save for only minor variations where such variations do not deviate from this permission nor have any additional or materially different likely significant environmental effects to those assessed in the Environmental Statement accompanying the application:

855-6OQ Parameters Plan (received with covering letter dated 24<sup>th</sup> November 2015)  
85 S-74K Open Space (received with covering letter dated 24<sup>th</sup> November 2015)

85 S-75K Landscape and Ecology (received with covering letter dated 24<sup>th</sup> November 2015)  
85 S-76 Q Development Areas (received with covering letter dated 24<sup>th</sup> November 2015)  
85 S-77K Building Heights (received with covering letter dated 24<sup>th</sup> November 2015)  
85 S-78M Access & Circulation (received with covering letter dated 24<sup>th</sup> November 2015)  
85 S-85 S-04K Site Boundary (received with covering letter dated 24<sup>th</sup> November 2015)  
85 S-73K Existing Features (received with covering letter dated 24<sup>th</sup> November 2015)

Drawing 9Y1873-AA-01 Rev P1

Drawing 9Y1873-AA-02 Rev P3

Drawing 9Y1873-AA-03 Rev P1

REASON: To facilitate any future application to the Local Planning Authority under Section 73 of the Town and Country Planning Act 1990 and to ensure the details of the development are acceptable to the Local Planning Authority.

## **B Time limits**

2. The first application for approval of reserved matters shall be made to the Local Planning Authority no later than two years from the date of this permission.

REASON: In accordance with the requirements of section 51 of the Planning and Compulsory Purchase Act 2004.

3. Application(s) for approval of all the reserved matters shall be made to the Local Planning Authority before the expiration of 16 years from the date of this permission.

REASON: To prevent the accumulation of unimplemented planning permissions and in accordance with the requirements of section 51 of the Planning and Compulsory Purchase Act 2004 and provide a consistent approach to the development of the site alongside adjoining developments.

4. The commencement of each reserved matters area pursuant to this outline permission shall begin before the expiration of two years from the date of the last reserved matters to be approved for that reserved matters area.

REASON: To prevent the accumulation of unimplemented planning permissions and in accordance with the requirements of section 51 of the Planning and Compulsory Purchase Act 2004.

## **C Reserved matters**

5. No development on any individual Development Parcel or Strategic Engineering and Landscape Element shall commence, apart from Enabling Works, until approval of the details (where appropriate) of the appearance, landscape, layout and scale (hereinafter called the reserved matters) within that Development Parcel or related to that Strategic Engineering and Landscape Element has been obtained from the Local Planning Authority in writing. The development shall be carried out as approved.

REASON: To ensure that all necessary details are acceptable. In accordance with the requirements of section 51 of the Planning and Compulsory Purchase Act 2004

6. The development pursuant to this permission of the uses listed below shall provide the minimum following development levels:

Use class / type of use – Quantum

- Up to 2,350 homes with a mix of tenures and dwelling sizes (defined within the S106)

- Secondary school (D1) – within a site of 6.4 ha;
- Two primary school (D1) – within sites each of 2.3 ha;
- Community space of 715sqm gross internal floorspace;
- Retail units (A1-A5) - 1,500sqm gross internal floorspace;
- Flexible mixed-use employment units (B1a, B1b and B1c) - 30,625sqm gross internal floorspace; and
- Sports pavilion

REASON: To ensure that the development is implemented within the approved parameters upon which the Environmental Statement is based, in accordance with policies DP/1, DP/2 and DP/3 of the South Cambridgeshire Development Control Policies Document, Local Development Framework, 2007.

## **D Phasing**

7. Prior to, or concurrently with the submission of the first reserved matters application(s) a site-wide Phasing Plan which accords with the S106 triggers shall be submitted to the Local Planning Authority for approval.

No development shall commence apart from Enabling Works until such time as the site-wide Phasing Plan has been approved in writing by the Local Planning Authority.

The site-wide Phasing Plan shall include the sequence of providing the following elements:

- Major infrastructure including all accesses, primary roads, segregated footpaths and cycleways and timings of such provision;
- Residential development parcels (including numbers and reference to indicative delivery dates);
- The local centre and retail units;
- Employment land;
- The primary school and children's nursery;
- Surface water drainage features, SUDS and foul water drainage network;
- Formal and informal public open space, provision for children and teenagers, playing fields, and allotments;
- The sports pavilion and allotment club house;
- Strategic electricity, telecommunications, potable water mains provision and gas networks;
- Structural landscape planting;
- Environment mitigation measures.

The site-wide Phasing Plan shall also include a mechanism for reviewing and amending the sequencing of the above elements.

The development shall be carried out in accordance with the site-wide Phasing Plan unless otherwise agreed in writing by the Local Planning Authority.

REASON: To clarify how the site is to be phased to assist with the determination of subsequent reserved matters applications and in order to ensure that the community spaces are provided in time to cater for the needs and impacts arising out of the development in accordance with policies DP/1 and DP/2 of the South Cambridgeshire Development Control Policies Document, Local Development Framework, 2007.

## **Design Code**

8. Prior to, or concurrently with, the submission of the first of the reserved matters application(s), a site-wide Design Code shall be submitted to the Local Planning Authority for approval. No development shall commence apart from Enabling Works and Strategic Engineering and Landscape Elements (save for strategic landscaping) until the Design

Code has been approved in writing by the Local Planning Authority. The Design Code shall be prepared in accordance with the approved parameter plans established in this outline permission and having regard to the Design and Access Statement and the approved parameter plans and shall include the following:

- a) The overall vision of the development;
- b) The character and heights established through the approved parameter plans, reference to the phasing of Development Parcels;
- c) The street hierarchy, including the principles and extent of the highway that would be potentially be offered for adoption, along with traffic calming measures;
- d) Typical street cross-sections which will include details of tree planting, tree species, underground utility/service trenches, and on street parking;
- e) How the design of the streets and spaces takes into account mobility and visually impaired users;
- f) Block principles to establish use, density and building typologies. In addition, design principles including primary frontages, pedestrian access points, fronts and backs and threshold definition shall be provided;
- g) Key groupings and other key buildings including information about height, scale, form, level of enclosure, building materials and design features;
- h) Approach to incorporation of ancillary infrastructure/buildings such as substations, pumping stations, pipes, flues, vents, meter boxes, external letterboxes, fibres wires and cables required by statutory undertakers as part of building design;
- i) Details of the approach to vehicular parking across the site including the location and layout of parking for people with disabilities and for each building type, including details of a design approach for access points into and the ventilation of any undercroft/underground parking;
- j) The approach to cycle parking for all uses and for each building type, including the distribution (resident/visitor parking and location in the development), type of rack, spacing and any secure or non-secure structures associated with the storage of cycles;
- k) The approach to the character and treatment of the retained landscape features, and new structural planting in the key public open spaces and along the primary and secondary streets;
- l) Outdoor sports and children's play space strategy including the formal playing fields, NEAP, LEAPs and LAPs;
- m) The approach to the treatment of footpaths, cycleways and bridleways through the site;
- n) The conceptual design and approach to the public realm (making reference to the public art strategy, materials, signage, utilities and any other street furniture);
- o) The conceptual design and approach to the lighting strategy and how this will be applied to different areas of the development with different lighting needs, so as to maximise energy efficiency, minimise light pollution and avoid street clutter;
- p) Details of waste and recycling provision for all building types and recycling points;
- q) Utility routes, type and specification;
- r) Measures to demonstrate how the design can maximise resource efficiency and climate change adaptation through external, passive means, such as landscape, orientation, massing, and external building features;
- s) Details of measures to minimise opportunities for crime;
- t) Measures to show how design will address/minimise the impact of noise (from traffic, employment land etc.) on future residents;
- u) Details of the Design review procedure and of circumstances where a review of the Design Code shall be implemented.

The Design Code shall explain its purpose, structure and status and set out the mandatory and discretionary elements where the Design Code will apply, who should use the Design Code, and how to use the Design Code.

All subsequent reserved matter applications shall accord with the details of the approved

Design Code and be accompanied by a statement which demonstrates compliance with the code.

REASON: To ensure high quality design and coordinated development in accordance with policy DP/2 of the South Cambridgeshire Development Control Policies, Local Development Framework, 2007; and to facilitate continuity through cumulative phases of development in accordance with Policy DP/5 of the South Cambridgeshire Development Control Policies Document, Local Development Framework, 2007.

### **Landscape Management and Maintenance Plan**

9. Prior to or concurrently with the submission of reserved matters applications for 'Strategic Engineering Elements', 'Strategic Landscape Elements' and 'Development Parcels' a Landscape Management and Maintenance Plan shall be submitted to and approved by the Local Planning Authority to cover the entire application site. The Landscape Management and Maintenance Plan shall state the long term vision for the landscape and shall describe the relevant landscape operations to achieve this through landscape restoration, maintenance and management before, during and after construction. The Landscape Management and Maintenance Plan shall specify the maintenance procedures, operations, and their frequency, and maintenance standards that will be implemented to ensure the successful establishment and longevity of all hard and soft landscape areas, before, during and after construction. The approved plan shall be fully implemented in accordance with the approved details.

REASON: To ensure adequate landscaping in accordance with policy DP/3 and of the South Cambridgeshire Development Control Policies Document, Local Development Framework, 2007.

### **Site-wide Strategies**

#### **Site-wide Green Infrastructure and Biodiversity Management Plan**

10. Prior to, or concurrently with, the submission of the first reserved matters application(s) a site-wide green infrastructure and biodiversity management plan shall be submitted to the Local Planning Authority for approval. The plan shall set out how the development will secure the ecological measures and mitigation across the site.

REASON: To enhance ecological interests in accordance with policy NE/6 of the South Cambridgeshire Development Control Policies Document, Local Development Framework, 2007

#### **Site-wide surface water drainage strategy**

11. Prior to, or concurrently with, the submission of the first of the reserved matters application(s) a detailed site-wide surface water drainage strategy shall be submitted to the Local Planning Authority for approval. This shall be based on sustainable drainage principles and shall include:

Evidence based details of existing and proposed drainage routes.

Details of existing infiltration rates where appropriate.

Detailed calculations for any proposed storage requirements, including precautionary factors for biodiversity habitat requirements, if ponds are proposed, and for potential future impermeable expansion areas or extensions that may connect to the system. The calculations must include an appropriate allowance for climate change in accordance with the NPPF.

Detailed calculations for any proposed discharge rates to the receiving watercourse. Infiltration systems shall only be used where it can be demonstrated that they will not pose



a risk to groundwater quality.

The scheme shall be implemented in accordance with the phasing arrangements embodied within the scheme or within any other period as may subsequently be agreed, in writing, by the Local Planning Authority.

All reserved matters applications shall be designed in accordance with the approved scheme and the development shall be carried out in accordance with the approval details unless otherwise agreed in writing by the Local Planning Authority.

REASON: To prevent the exacerbation of flooding outside the site by ensuring the satisfactory storage and disposal of surface water from the site in accordance with policy NE/9 of the South Cambridgeshire Development Control Policies Document, Local Development Framework, 2007.

### **Site-wide Sustainability Strategy**

12. Prior to, or concurrently with, the submission of the first reserved matters application for the first Development Parcel, a site-wide sustainability strategy shall be submitted to the Local Planning Authority for approval addressing renewable energy, carbon emissions and water conservation.

REASON: In the interests of reducing carbon dioxide emissions and promoting principles of sustainable construction and efficient use of buildings in accordance with policy DP/1 of the South Cambridgeshire Development Control Policies Document, Local Development Framework, 2007

### **Site-wide Employment Land Delivery Strategy**

13. Prior to, or concurrently with, the submission of the first reserved matters application for the first Development Parcel, a site-wide employment land delivery strategy shall be submitted to the Local Planning Authority for approval addressing the phasing and timing of delivery of all employment land and buildings within the site. The strategy shall include details of the proposed access arrangements for employment land and buildings and measures aimed at securing the early delivery of the sites. Any reserved matters application for employment buildings shall include details of how the proposals accord with the site-wide employment land delivery strategy

REASON: In order to ensure that the development has a range of uses and employment opportunities are provided on site early to reduce the need for residents to travel outside of Cambourne for employment in accordance with policies DP/1 and ET/4 of the South Cambridgeshire Development Control Policies Document, Local Development Framework, 2007

### **Site-wide retail land delivery strategy**

14. Prior to, or concurrently with, the submission of the first reserved matters application for the first Development Parcel, a site-wide retail land delivery strategy shall be submitted to the Local Planning Authority for approval addressing the exact location, use type, and proposed phasing and timing of delivery of all retail land and buildings within the site. The strategy shall include details of the proposed access arrangements for retail land and buildings and measures aimed at securing the early delivery of the sites. The strategy shall also include and measures aimed at securing the delivery of the vacant sites on Cambourne High Street and on the corner of High Street and Monkfield Lane. Any reserved matters application for retail units shall include details of how the proposals accord with the site-wide employment land delivery strategy

REASON: In order to ensure that the development has a range of uses and that convenience retail is provided on site early, and to ensure that the retail offer for both Cambourne and Cambourne West is complementary and is delivered at the

earliest opportunity to meet the needs of the increased population and reduce the need for residents to travel outside of Cambourne in accordance with policies DP/1 and SF/2 of the South Cambridgeshire Development Control Policies Document, Local Development Framework, 2007

## **E Details required with reserved matters submissions**

### **Landscape details**

15. Within any reserved matters application for landscape submitted pursuant to this permission the details required by condition 5 shall include detailed landscape designs and specifications for the Development Parcel or Strategic Engineering and Landscape Element to which the reserved matters application relates.

The details shall include such of the following as are relevant to the submission for that Development Parcel or Strategic Engineering and Landscape Element:

#### **Soft Landscape**

- a) Full details of planting plans and written specifications, including cultivation proposals for maintenance and management associated with plant and grass establishment, details of the mix, size, distribution, density and levels of all trees/hedges/shrubs to be planted and the proposed time of planting. The planting plan shall use botanic names to avoid misinterpretation. The plans should include a full schedule of plants;
- b) 1:100 plans (or at a scale otherwise agreed) with cross-sections of mounding, ponds, ditches and swales and proposed treatment of the edges and perimeters of the relevant area of the site;
- c) The landscape treatment of roads (primary, secondary, tertiary and green) through the relevant area of the site;
- d) A specification for the establishment of trees within hard landscaped areas including details of space standards (distances from buildings etc.), tree pit details and details of the species, number and spacing of trees and shrubs;
- e) The planting and establishment of structural landscape to be provided in advance of all or specified parts of the relevant area of the site as appropriate;
- f) Full details of any proposed alterations to existing watercourses/drainage channels and details of any water features;
- g) Drainage details including SUDS
- h) Details and specification of proposed earth modelling, mounding, re-grading and/or embankment areas or changes of level across the site to be carried out including soil quantities, topsoil storage to BS 3882 : 2007, haul routes, proposed levels and contours to be formed, sections through construction to show make-up, and timing of works;
- i) A specification for the Topsoil Strip, storage, re-spread and remediation in accordance with Defra : Construction Code of Practice for the Sustainable Use of Soils on Construction Sites.

#### **Hard Landscape**

- j) Full details, including cross-sections, of all bridges and culverts;
- k) The location and specification of minor artefacts and structures, including furniture, refuse or other storage units, signs and lighting columns/brackets;
- l) 1:200 plans (or at a scale otherwise agreed) including cross sections, of roads, paths and cycleways;
- m) Details of all hard surfacing materials (size, type and colour).

No subsequent alterations to the approved landscape details are to take place unless submitted to and approved in writing by the Local Planning Authority. The landscape within

each Development Parcel and each Strategic Engineering and Landscape Element shall be implemented in accordance with the approved landscape details for that Development Parcel or Strategic Engineering and Landscape Element.

REASON: In the interests of the amenity of residents and to ensure that a detailed approach to the development of the built-up area (or parcels thereof) is agreed, in order to safeguard the setting of the site and its surroundings, and to ensure a suitable relationship and integration of the built development with its surroundings in accordance with policy SF/10 of the South Cambridgeshire Development Control Policies Document, Local Development Framework, 2007

### **Tree protection**

16. Any reserved matters application for a Development Parcel or Strategic Engineering and Landscape Element shall include details of the trees to be removed and retained within that Development Parcel or Strategic Engineering and Landscape Element; and the tree protection measures to be put in place in respect of those trees to be retained within that Development Parcel or Strategic Engineering and Landscape Element, in accordance with BS5837:2012. The development of a Development Parcel or Strategic Engineering or Landscape Element shall be carried out in accordance with the tree protection measures approved for that Development Parcel or Strategic Engineering and Landscape Element. REASON: To protect trees which are to be retained in order to enhance the development, biodiversity and the visual amenities of the area in accordance with policies DP/1 and NE/6 of the adopted Local Development Framework 2007.

### **Local areas of play**

17. Any reserved matters application for a Development Parcel containing residential development shall include details of any LAP(s) (Local Area of Play) to be provided within that Development Parcel together with details of the dwellings served by each LAP and the timetable for laying out the LAP(s) for approval. The LAP(s) shall be laid out in accordance with the details and timetable approved by the Local Planning Authority. REASON: To ensure that appropriate facilities for youth and children's play provision are provided in relation to the development of the site, in accordance with policies SF/10 and SF/11 of the adopted Local Development Framework 2007.

### **Youth facilities and children's play provision**

18. Prior to or concurrently with the submission of the first of the reserved matters application(s) for residential development, a Strategy for Youth Facilities and Children's Play provision, in accordance with the principles set out in the Design and Access Statement and Planning Statement, shall be submitted to the Local Planning Authority for approval. The strategy shall include sufficient details to demonstrate the implementation of that strategy including specifications, location and phasing. Development shall take place in accordance with the approved strategy. REASON To ensure that appropriate facilities for youth facility and children's play provision are provided in relation to the development of the site in accordance with policies SF/10 and SF/11 of the adopted Local Development Framework 2007.

### **Allotments**

19. Any reserved matters applications for a Development Parcel or Strategic Engineering and Landscape Element which incorporate allotment provision shall where

appropriate include the following details:

- a) A plan of the allotments, principles of plot layout and design providing for a range of plot sizes designed to allow flexibility to meet the needs of future plot holders; areas for communal storage of, for example, manure and compost;
- b) Proposed management arrangements;
- c) Access and parking arrangements to allow easy and safe access to the allotments;
- d) Details of the allotment clubhouse / store;
- e) Boundary treatment, including security arrangements for the allotments;
- f) Water supply, including use of stored rainwater and SuDS for watering crops.

The provision of allotments shall be carried out in accordance with the approved details and in accordance with the approved phasing programme.

REASON: To ensure that appropriate allotments are provided in relation to the development of the site in accordance with policy SF/11 of the South Cambridgeshire Development Control Policies Document, Local Development Framework, 2007.

### **Biodiversity measures**

20. Any reserved matters application for a Development Parcel or Strategic Engineering and Landscape Element shall include details of the ecological measures and mitigation incorporated into that Development Parcel or Strategic Engineering and Landscape Element in accordance with the approved site-wide biodiversity management plan and a timetable for their implementation. The ecological measures and mitigation within that Development Parcel or Strategic Engineering and Landscape Element shall be implemented as approved in accordance with the approved implementation programme for that Development Parcel or Strategic Engineering and Landscape Element.

REASON: To ensure that the development enhances the biodiversity value of the site in accordance with policy NE/6 of the South Cambridgeshire Development Control Policies Document, Local Development Framework, 2007.

### **Lighting**

21. Concurrently with each reserved matters application for a Development Parcel or Strategic Engineering and Landscape Element which includes any form of illumination to non-residential areas including employment land, retail land, sports pitches and play areas, an artificial lighting scheme for that illumination within that Development Parcel or Strategic Engineering and Landscape Element, to include details of any such external lighting of that Development Parcel or Strategic Engineering and Landscape Element such as floodlighting, and a programme for their delivery, as well as an assessment of impact on any sensitive residential premises on and off site, shall be submitted to the Local Planning Authority. The scheme shall include layout plans / elevations with luminaire locations annotated, full isolux contour map / diagrams showing the predicted illuminance in the horizontal and vertical plane (in lux) at critical locations within the Development Parcel or Strategic Engineering and Landscape Element and on the boundary of the Development Parcel or Strategic Engineering and Landscape Element and at future adjacent properties, including consideration of Glare (direct source luminance / luminous intensity in the direction and height of any sensitive residential receiver) as appropriate, hours and frequency of use, a schedule of equipment in the lighting design (luminaire type / profiles, mounting height, aiming angles / orientation, angle of glare, operational controls) and shall assess artificial light impact in accordance with the Institute of Lighting Professionals "Guidance Notes for the Reduction of Obtrusive Light GN01:2011" including resultant light intrusion / trespass, source glare / luminaire intensity and building luminance.

No development shall commence on a Development Parcel or Strategic Engineering and

Landscape Element which includes any form of lighting until the artificial lighting scheme for that Development Parcel or Strategic Engineering and Landscape Element has been approved in writing by the Local Planning Authority.

The approved lighting scheme for a Development Parcel or Strategic Engineering and Landscape Element shall be installed, maintained and operated in accordance with the approved details / measures for that Development Parcel or Strategic Engineering and Landscape Element unless the Local Planning Authority gives its written consent to any variation.

REASON: To protect the character and appearance of the area and the amenity of existing and future residential properties in accordance with National Planning Policy Framework (NPPF) paragraphs 120, 125 and policy NE/14 of the South Cambridgeshire Development Control Policies Document, Local Development Framework, 2007.

### **Walking and cycling provision**

22. Each reserved matters application for a Development Parcel or Strategic Engineering and Landscape Element shall include details of the pedestrian and cycle routes for that Development Parcel or Strategic Engineering and Landscape Element. No building shall be occupied or activity brought into use within the relevant Development Parcel or Strategic Engineering and Landscape Element until the approved pedestrian and cycle routes relating to that building or activity (as appropriate) has been carried out.

REASON: To ensure that the development promotes walking and cycling in accordance with policy TR/1 of the South Cambridgeshire Development Control Policies Document, Local Development Framework, 2007.

### **Parking**

23. Each reserved matters application for a Development Parcel or Strategic Engineering and Landscape Element shall include details of car parking for that Development Parcel or Strategic Engineering and Landscape Element. No building shall be occupied or activity brought into use within the relevant Development Parcel or Strategic Engineering and Landscape Element until the approved parking provision relating to that building or activity (as appropriate) has been laid out.

REASON: To ensure an appropriate level of car parking provision, and to ensure that highway safety and amenity is not compromised by unsightly on street parking in accordance with policy TR/2 of the South Cambridgeshire Development Control Policies Document, Local Development Framework, 2007.

### **Highways adoption strategy**

24. Prior to the first occupation of any buildings in respect to any Development Parcel, pursuant to this outline permission, an Adoption Strategy shall be submitted to and approved in writing by the Local Planning Authority. The Adoption Strategy shall set out:

- i. The elements of the transport network within the site which will be offered for adoption by the Local Highway Authority
- ii. The elements of the transport network within the site which will be retained in private ownership, or other, and in each case detail of the management arrangements for these elements of the network.
- iii. The elements of the recreational path network that will be offered for adoption as Public Rights of Way.

iv. The elements of the recreational path network which will be retained in private ownership, and the management arrangements for these elements of the network.

All measures in the approved Adoption Strategy shall be fully implemented.

REASON: To ensure that the development conforms to Policy TR/1 of the South Cambridgeshire Development Control Policies Document, Local Development Framework, 2007 by identifying future management arrangements for the various elements of the transport network within the development site.

## **Noise**

25. With any reserved matters application for layout of a Development Parcel containing residential development there shall be submitted to the Local Planning Authority for approval either: (i) a noise statement explaining why a noise assessment and noise attenuation/insulation scheme is not required in respect of the residential units within that Development Parcel or (ii) a noise assessment and if necessary a noise attenuation/insulation scheme for the residential units in that Development Parcel to protect occupants from noise emanating from the A428 and A1198, primary internal roads and employment units as appropriate.

Where required, the noise attenuation/insulation scheme for a Development Parcel containing residential units shall demonstrate that the internal noise levels recommended in British Standard 8233:2014 "Sound Insulation and noise reduction for buildings-Code of Practice" (or as superseded) shall be reasonably achieved in respect of the residential units within that Development Parcel and shall include a timescale for the phased implementation of the scheme, as necessary.

If a noise attenuation/insulation scheme is required for a Development Parcel the said scheme as approved shall be fully implemented in respect of a residential unit within that Development Parcel before that residential unit is occupied and shall be retained thereafter unless otherwise agreed in writing by the Local Planning Authority.

REASON: To ensure that sufficient noise attenuation is provided to all residential properties to protect residents from the impact of the A428 and A1198 and to safeguard the amenity and health of future residents in accordance with policy NE/15 of the South Cambridgeshire Development Control Policies Document, Local Development Framework, 2007.

## **Extraction equipment**

26. Prior to, or coincident with the submission of any Reserved Matters Application for any non-residential buildings within a Development Parcel details of equipment relating to that non-residential building within that Development Parcel for the purpose of extraction and/or filtration and/or abatement of fumes and or odours including the operation of any in vessel composting, shall be submitted to and approved in writing by the Local Planning Authority. The approved extraction/filtration/abatement scheme/s for a particular non-residential building within a Development Parcel shall be installed before the use of that non-residential building hereby permitted is commenced and shall thereafter be retained. Any approved scheme / system shall not be altered without prior approval. Any approved fume filtration/extraction system installed, shall be regularly maintained in accordance with the manufacturers specification to ensure its continued satisfactory operation to the satisfaction of the Local Planning Authority.

REASON: To ensure that an appropriate environment is created for residents in

accordance with policy DP/2 of the adopted Local Development Framework 2007.

## **Waste**

27. Prior to or concurrently with any reserved matters application for a Development Parcel the details required by condition 5 shall be accompanied by full details of the appropriate on-site storage facilities for waste (including waste for recycling) within that Development Parcel, including where appropriate:

- a) The detailed position and layout of bin stores and confirmation of acceptable drag distances;
- b) The provision of home composting facilities;
- c) For apartments, confirmation of the capacity of the communal bins;
- d) Proposals for lighting of the communal bin compounds;
- e) Confirmation, including a tracking diagram, that all bins can be accessed by waste collection vehicles;
- f) Arrangements for the provision, on-site storage, delivery and installation of waste containers for each dwelling prior to occupation of that dwelling.

The RECAP Waste Management Design Guide will be utilised to ensure the development design will provide adequate space for internal and external waste storage. No development shall commence on a Development Parcel until the details of on-site storage facilities for waste for that Development Parcel have been approved in writing by the Local Planning Authority. The approved facilities for each building that will be used for residential, commercial or employment purposes within a Development Parcel shall be provided prior to the occupation, use or opening for business of that building and shall be retained thereafter unless alternative arrangements are agreed in writing by the Local Planning Authority.

REASON: To ensure the provision of waste collection infrastructure on site and to protect the amenities of nearby residents/occupiers and in the interests of visual amenity in accordance with policy DP/2 of the South Cambridgeshire Development Control Policies Document, Local Development Framework, 2007.

## **Affordable housing**

28. Any reserved matters application for a Development Parcel including housing shall include a plan showing the distribution of market and affordable units (all tenures), including a schedule of dwelling type and size (by number of bedrooms) within the Development Parcel for which approval is sought. The affordable housing units shall be provided in accordance with the approved details.

REASON: To ensure that there is a mixed and balanced distribution of tenure types across the development in accordance with policies DP/2, HG/2 and HG/3 of the South Cambridgeshire Development Control Policies Document, Local Development Framework, 2007

## **Market housing mix**

29. The submission of any reserved matters application relating to a Development Parcel which includes residential development, pursuant to this outline permission, shall be accompanied by a schedule of the mix of market dwellings proposed within that Development Parcel demonstrating how the proposed mix relates to the overall mix of market dwellings within all Development Parcels which already have reserved matters approval and taking into account the indicative mix of dwellings detailed within the Planning Statement and local knowledge of market demand. The market dwellings within each Development Parcel for residential development shall be constructed in accordance with

the approved market mix for that Development Parcel.

REASON: To ensure that the overall mix of dwellings across the site as a whole is based on the indicative housing mix stated in the Planning Statement, which seeks to ensure development contains a mix of residential units providing accommodation in a range of types, sizes and affordability, to meet local needs, in accordance with policy HG/2 of the South Cambridgeshire Development Control Policies Document, Local Development Framework, 2007.

### **Sustainable design and construction**

30. Any reserved matters applications for residential, employment, retail, education, community buildings or the local centre shall include details of how the proposals accord with the site-wide sustainability strategy.

REASON: In the interests of reducing carbon dioxide emissions and promoting principles of sustainable construction and efficient use of buildings in accordance with policy DP/2 of the South Cambridgeshire Development Control Policies Document, Local Development Framework, 2007.

### **Cycle storage**

31. Any reserved matters application for a Development Parcel or Strategic Engineering and Landscape Element containing a residential unit, non-residential building or public open space shall include details of facilities for the parking of bicycles. The facilities relating to a residential unit, non-residential building or public open space shall be provided in accordance with the approved details before the use of that residential unit, non-residential building or public open space commences and shall thereafter be retained and shall not be used for any other purpose.

REASON: To ensure appropriate provision for the secure storage of bicycles in accordance with policy TR/2 of the South Cambridgeshire Development Control Policies Document, Local Development Framework, 2007.

### **Detailed surface water proposals**

32. Any reserved matters application for a Development Parcel or Strategic Engineering and Landscape Element shall include details of surface water drainage in relation to that Development Parcel or Strategic Engineering and Landscape Element, which must be in accordance with the approved detailed site-wide surface water drainage strategy. The proposals for a Development Parcel or Strategic Engineering and Landscape Element shall include in respect of that Development Parcel or Strategic Engineering and Landscape Element where appropriate:

- details of the design, location and capacity of all such SUDS features
- ownership, long-term management/maintenance and monitoring arrangements/responsibilities, including detailed calculations to demonstrate the capacity of receiving on-site strategic water retention features without the risk of flooding to land or buildings.
- The strategy should also demonstrate that the exceedence of the designed system has been considered through the provision of overland flow routes.

The development on a Development Parcel or Strategic Engineering and Landscape Element shall be carried out in accordance with the approved details for that Development Parcel or Strategic Engineering and Landscape Element and no building pursuant to the particular reserved matters for which approval is being sought shall be occupied or used until such time as the approved detailed surface water measures for that building have



been fully completed in accordance with the approved details.

REASON: In order to safeguard against the risk of flooding, to ensure adequate flood control, maintenance and efficient use and management of water within the site, to ensure the quality of the water entering receiving water courses is appropriate and monitored and to promote the use of sustainable urban drainage systems to limit the volume and pace of water leaving the site in accordance with policy NE/11 of the adopted South Cambridgeshire Development Control Policies Document, Local Development Framework, 2007.

## **F Prior to commencement of development**

### **Site-wide Construction Environmental Management Plan (CEMP)**

33. Prior to the commencement of development, a site-wide Construction Environmental Management Plan (CEMP) shall be submitted to and approved in writing by the Local Planning Authority. The CEMP shall include, but not be limited to:

- a) Construction traffic routes to and from the site, details of their signing, monitoring and enforcement measures, along with location of parking for contractors and construction workers;
- b) Location of contractors compound and method of moving materials, plant and equipment around the site;
- c) Construction and demolition hours, which shall be carried out between 0800 hours to 1800 hours Monday to Friday, and 0800 hours to 1300 hours on Saturday and at no time on Sundays, Bank or Public Holidays, unless in accordance with agreed procedures for deviation;
- d) Prior notice and agreement procedures for works outside agreed limits and hours;
- e) Delivery and collection times for construction purposes;
- f) Ecological restrictions and considerations including:
  - a. Any removal of trees, scrub or hedgerow shall not take place in the bird-breeding season between 15 February and 15 July inclusive, unless a mitigation scheme for the protection of bird-nesting habitat has been submitted to and approved in writing by the Local Planning Authority.
  - b. No building shall be demolished or tree removed which has been identified as having the potential to support roosting bats until a detailed bat survey has been carried out of that building or tree. Should any buildings or trees be found to support bats, a detailed mitigation strategy will be developed and implemented under licence from Natural England.
  - c. Details of the precautionary measures to ensure that contravention of legislation does not occur with respect to badgers
- g) Noise and Vibration (including piling) impact / prediction assessment, monitoring, recording protocols and consideration of mitigation measures in accordance with BS 5528, 2009 - Code of Practice for Noise and Vibration Control on Construction and Open Sites Parts 1 - Noise and 2 -Vibration (or as superseded) including the use of best practical means to minimise noise and vibration disturbance from construction works;
- h) Dust suppression management and wheel washing measures, including the deposition of all debris on the highway;
- i) Material management strategy - soil will be stripped, handled, stored and reinstated using best practice procedures, in accordance with appropriate guidelines, such as DEFRA's 2009 Code of Practice for the Sustainable Use of Soils on Construction Sites. Any material used for landscaping, piling or engineering, purposed should be free of contamination and suitable for use;
- j) Lighting details during construction;
- k) Drainage control measures including the use of settling tanks, oil interceptors and bunds;

- l) Screening and hoarding details;
- m) Access and protection arrangements around the site for pedestrians, cyclists and other road users during construction;
- n) Arrangements for community liaison, complaints, and identification of a dedicated point of contact;
- o) Consideration of ecological and other sensitive receptors;
- p) Membership of the Considerate Contractors Scheme;
- q) Details of cranes and other tall construction equipment;
- r) Control of activities likely to produce dust and smoke etc.;
- s) Details of temporary lighting;
- t) Height of storage areas for materials or equipment;
- u) Control and disposal of putrescible waste to prevent attraction of birds;
- v) Site restoration.

Development shall be carried out in accordance with approved details.

REASON: To ensure the environmental impact of the construction of the development is adequately mitigated and in the interests of the amenity of nearby residents/occupiers in accordance with policy DP/6 of the South Cambridgeshire Development Control Policies Document, Local Development Framework, 2007; to avoid causing harm to nesting birds in accordance with their protection under the Wildlife and Countryside Act 1981; to comply with the National Planning Policy for Waste October 2014 and Guidance for Local Planning Authorities on Implementing Planning Requirements of the European Union Waste Framework Directive (2008/98/EC), Department for Communities and Local Government, December 2012.

### **Site-wide Construction Waste Management Plan (SWMP)**

34. Development shall not commence until a site-wide Construction Site Waste Management Plan (SWMP) has been submitted to and approved in writing by the Local Planning Authority. This shall be in general accordance with the outline construction site waste management plan submitted as part of the outline planning application. The SWMP shall include details of:

- a. the anticipated nature and volumes of waste;
- b. Measures to ensure the maximisation of the reuse of waste;
- c. measures to ensure effective segregation of waste at source including waste sorting, storage, recovery and recycling facilities to ensure the maximisation of waste materials both for use within and outside the site;
- d. any other steps to ensure the minimisation of waste during construction;
- e. the location and timing of provision of facilities pursuant to criteria b/c/d;
- f. proposed monitoring and timing of submission of monitoring reports;
- g. the proposed timing of submission of a Waste Management Closure Report to demonstrate the effective implementation, management and monitoring of construction waste during the construction lifetime of the development.

Unless otherwise agreed in writing, thereafter the management and monitoring of construction waste shall be undertaken in accordance with the agreed details.

REASON: In the interests of maximising waste re-use and recycling opportunities; and to comply with policy CS28 of the Cambridgeshire and Peterborough Minerals and Waste Core Strategy (2011) and the Recycling in Cambridgeshire and Peterborough (RECAP) Waste Design Guide 2012; and to comply with the National Planning Policy for Waste October 2014; and Guidance for Local Planning Authorities on Implementing Planning Requirements of the European Union Waste Framework Directive (2008/98/EC), Department for Communities and Local Government, December 2012.

### **Air quality**

35. Prior to the commencement of construction, full detail of a mitigation scheme to address the impacts on air quality arising from the development shall be submitted to, and approved in writing by the Local Planning Authority. The Air Quality mitigation scheme approved shall be implemented in accordance with the approved details before the first occupation of the development and shall thereafter be retained as such.

REASON: To protect human health in accordance with policy NE/16 of the South Cambridgeshire Development Control Policies Document, Local Development Framework, 2007.

### **Foul drainage**

36. No development shall commence, apart from Enabling Works, on any Development Parcel until a Foul Water Strategy for that Development Parcel has been submitted to and approved in writing by the Local Planning Authority. The strategy should include:

- a. Coloured plan to show the different foul and surface water sewers;
- b. Routes of all sewers for that Development Parcel;
- c. A programme phasing the delivery of such works;
- d. Provision for inspection by the Local Planning Authority.

The strategy as approved shall be constructed and completed in accordance with the approved plans/specification and the approved programme for their phased delivery.

REASON: To prevent environmental and amenity problems arising from flooding and ensure that sufficient capacity exists within the sewerage network to meet the needs of the development in accordance with policies NE/8, NE/9 and NE/10 of the adopted South Cambridgeshire Development Control Policies Document, Local Development Framework, 2007.

### **Noise impact assessment**

37. No development, hereby approved, shall commence in relation to any Development Parcel incorporating uses other than residential dwellings or landscaping, until an operational noise impact assessment for that Development Parcel including, where appropriate, a scheme for the insulation of any building(s) or use(s) and associated plant / equipment, and / or noise mitigation measures within that Development Parcel to minimise the level of noise emanating from the said building(s) or use(s) and associated plant / equipment has been submitted to and approved in writing by the Local Planning Authority. The approved scheme of insulation / mitigation for a Development Parcel incorporating uses other than residential dwellings and landscaping shall be fully implemented in respect of a particular use, building or plant / equipment in that Development Parcel before that relevant use, building or plant / equipment is commenced (in relation to uses), occupied (in relation to buildings) or used (in relation to plant / equipment) and shall thereafter be maintained in accordance with the approved details.

REASON: To protect the health and quality of life / amenity of nearby properties in accordance with policy in accordance with National Planning Policy Framework (NPPF) paragraphs 109, 120, 123 and policy NE/15 of the adopted South Cambridgeshire Development Control Policies Document, Local Development Framework, 2007.

### **Management of pillbox**

38. No development, hereby approved, including Strategic Engineering and Landscape Elements shall commence until a written scheme for the long term use and care of the 'Oakington' stye pillbox on the site has been submitted to and approved in writing by the Local Planning Authority. The approved scheme shall be carried out in its entirety unless otherwise approved by the Local Planning Authority.

REASON: To protect the heritage of the locality in accordance with Policy CH/5 of the adopted South Cambridgeshire Development Control Policies Document, Local Development Framework, 2007.

## **G Prior to commencement on a specified part of the site**

### **Detailed Construction Waste Management and Minimisation Plan**

39. Prior to the commencement of development on any Development Parcel or Strategic Engineering and Landscape Element a Detailed Waste Management and Minimisation Plan (DWMMP) in respect of that Development Parcel or Strategic Engineering and Landscape Element shall be submitted to and approved in writing by the Local Planning Authority. The DWMMP shall include details of such of the following as are relevant to that Development Parcel or Strategic Engineering and Landscape Element:

- a) construction waste infrastructure, including an inert / construction material recycling facility to be in place during all phases of construction;
- b) anticipated nature and volumes of waste and measures to ensure the maximisation of the reuse of waste;
- c) measures and protocols to ensure effective segregation of waste at source including waste sorting, storage, recovery and recycling facilities to ensure the maximisation of waste materials both for use within and outside the site;
- d) any other steps to ensure the minimisation of waste during construction;
- e) the location and timing of provision of facilities pursuant to criteria a/b/c/d;
- f) proposed monitoring and timing of submission of monitoring reports;
- g) the proposed timing of submission of a Waste Management Closure Report to demonstrate the effective implementation, management and monitoring of construction waste during the construction lifetime of the development.

The Detailed Waste Management and Minimisation Plan for each Development Parcel or Strategic Engineering and Landscape Element shall be implemented in accordance with the approved details, unless otherwise agreed in writing by the Local Planning Authority.

REASON: In the interests of maximising waste re-use and recycling opportunities; and to comply with policy CS28 of the Cambridgeshire and Peterborough Minerals and Waste Core Strategy (2011) and the Recycling in Cambridgeshire and Peterborough (RECAP) Waste Design Guide 2012; and to comply with Guidance for Local Planning Authorities on Implementing Planning Requirements of the European Union Waste Framework Directive (2008/98/EC), Department for Communities and Local Government, December 2012.

### **Ground conditions and remediation works (EA)**

40. If, during development of a Development Parcel or Strategic Engineering and Landscape Element, contamination not previously identified is found to be present at the site of that Development Parcel or Strategic Engineering and Landscape Element then no further development of that Development Parcel or Strategic Engineering and Landscape Element (unless otherwise agreed in writing with the Local Planning Authority) shall be carried out until the developer has submitted a remediation strategy detailing how this unsuspected contamination shall be dealt with and obtained written approval from the Local Planning Authority. The remediation strategy shall be implemented as approved.

REASON: To protect and prevent the pollution of controlled waters from potential pollutants associated with current and previous land uses in line with National Planning Policy Framework (NPPF), paragraphs 109, 120, 121 and Environment Agency Groundwater

Protection: Principles and Practice (GP3).

### **Construction Method Statement (CMS)**

41. Prior to the commencement of development on any Development Parcel or Strategic Engineering and Landscape Element, a detailed Construction Method Statement (CMS) relating to that Development Parcel or Strategic Engineering and Landscape Element shall be submitted to and approved in writing by the Local Planning Authority. The CMS shall demonstrate how the construction of that Development Parcel or Strategic Engineering and Landscape Element accords with the Construction Environmental Management Plan (CEMP). In addition the CMS shall in respect of that Development Parcel or Strategic Engineering and Landscape Element also provide a specific construction programme and a plan identifying: the contractor site storage area/compound; screening and hoarding locations; site lighting; wheel washing and dust suppression measures; the need or otherwise for a concrete crushing machine on site; access arrangements for vehicles, plant and personnel; building material, plant and equipment storage areas; contractor parking arrangements for construction and personnel vehicles; and the location of contractor offices. Thereafter the development of that Development Parcel or Strategic Engineering and Landscape Element shall be undertaken in accordance with the agreed details for that Development Parcel or Strategic Engineering and Landscape Element. REASON: To ensure the environmental impact of the construction of the development is adequately mitigated and in the interests of the amenity of nearby residents/occupiers in accordance with policy DP/2 of the adopted Local Development Framework 2007.

### **Archaeology**

42. No development shall commence until a programme of archaeological fieldwork has been carried out in accordance with a written scheme of investigation that has been submitted to and approved in writing by the Local Planning Authority. REASON: To ensure the implementation of an appropriate archaeological Investigation, recording, reporting and publication in accordance with policy CH/2 of the adopted Local Development Framework 2007.

### **Playing fields**

43. The playing pitches shall not be laid out unless and until:  
a) A detailed assessment of ground conditions of the land proposed for the new playing pitches has been undertaken (including drainage and topography) to identify constraints which could affect playing field quality; and  
b) Based on the results of this assessment to be carried out pursuant to (a) above of this condition, a detailed scheme to ensure that the playing fields will be provided to an acceptable quality (including appropriate drainage where necessary) has been submitted to and approved in writing by the Local Planning Authority after consultation with Sport England. The works shall be carried out in accordance with the approved scheme. REASON: To ensure that site surveys are undertaken for new or replacement playing fields and that any ground condition constraints can be and are mitigated to ensure provision of an adequate quality playing field in accordance with policies DP/1, DP/2 and SF/10 of the South Cambridgeshire Development Control Policies Document, Local Development Framework.

## **H Prior to occupation**

## **Fire hydrants**

44. No building within any Development Parcel shall be occupied until a scheme for the provision and location of fire hydrants to serve that Development Parcel 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 approved scheme shall thereafter be implemented in accordance with the phasing and delivery programme contained therein. REASON: To ensure an adequate water supply is available for emergency use.

## **Access**

45. No dwelling shall be occupied until a road and/or footway linking that building to a public highway network is complete to binder course level; and main services are installed and are available for connection to the said building. REASON: To ensure a safe means of access to residential properties in accordance with policy DP/2 of the adopted Local Development Framework 2007.

## **I Other requirements**

### **Planting**

46. All planting, seeding or turfing in the approved soft landscaping details shall be carried out in the first planting season following the completion of the appropriate element of development.

Any trees, plants, turf or seeded areas which within a period of 10 years from planting for strategic planting and 5 years from planting for all other planting are removed or are noticeably damaged or diseased, or have failed to establish or make reasonable growth, shall be replaced in the next planting season with others of the same size and species, unless the Local Planning Authority gives written approval of a variation to the type of planting.

REASON: In the interests of accurately establishing the quality and value of trees and hedges on or adjacent to the site and the implications for development in accordance with policy DP/2 of the South Cambridgeshire Development Control Policies Document, Local Development Framework, 2007.

### **Piling**

47. Piling or any other foundation designs and investigation boreholes using penetrative methods shall not be permitted other than with the express written consent of the Local Planning Authority, which may be given for those parts of the site where it has been demonstrated that there is no resultant unacceptable risk to groundwater. The development shall be carried out in accordance with the approved details.

REASON: To protect and prevent the pollution of controlled waters from potential pollutants associated with current and previous land uses in line with National Planning Policy Framework (NPPF), paragraphs 109, 120, 121 and Environment Agency Groundwater Protection: Principles and Practice (GP3).

### **Playing fields**

48. The playing fields hereby approved shall be used for outdoor sport and for no other purpose (including without limitation any other purpose in Class D2 of the Town and Country Planning (Use Classes) Order 1987 (as amended) , or in any provision equivalent to that Class in any statutory instrument revoking and re-enacting that Order with or without modification).

REASON: To protect the playing facilities from loss and/or damage, to maintain the quality of and secure the safe use of sports facilities in accordance with policy SF/10 of the South Cambridgeshire Development Control Policies Document, Local Development Framework, 2007.

49. Prior to the occupation of the first dwelling a Public Art Delivery Strategy shall be submitted to the Council for approval in writing. This strategy shall outline the process for allocating funding from the public art contribution in the Section 106 for Cambourne West and the outcomes of any public art scheme or activity that are subsequently delivered. The Public Art Delivery Strategy shall be implemented in accordance with the approved details.

REASON: To ensure that the site provides public art in a satisfactory way that relates to the agreed Public Art Strategy in accordance with policy SF/6 of the South Cambridgeshire Local Development Framework 2008.

## **Informatives**

1. To satisfy the noise insulation scheme condition for the residential building envelope and traffic noise, the applicant / developer must ensure that the residential units at are acoustically protected by a noise insulation scheme, to ensure the internal noise level within the habitable rooms, and especially bedrooms comply with British Standard 8233:2014 "Sound Insulation and noise reduction for buildings-Code of Practice" derived from the World Health Organisation Guidelines for Community Noise: 2000. The code recommends that a scheme of sound insulation should provide internal design noise levels of 30 LAeq (Good) and 40 LAeq (Reasonable) for living rooms and 30 LAeq (Good) and 35 LAeq (Reasonable) for bedrooms. Where sound insulation requirements preclude the opening of windows for rapid ventilation and thermal comfort / summer cooling, acoustically treated mechanical ventilation may also need to be considered within the context of this internal design noise criteria. Compliance with Building Regulations Approved Document F 2006: Ventilation will also need consideration.

2. S23 Land Drainage Act consent will be required for all connections to the award drain. The relevant consenting authority in this case is Cambridgeshire County Council – Flood and Water Management section.

3. The Food & Health & Safety Team, South Cambridgeshire District Council, for advice concerning the proposed premises design/layout, Food and Occupational Safety/Welfare Regulations/requirements and Food Premises Registration, Tel No: 01954 713111.

4. Anglia Water, Tel No: 0800 145145 regarding the installation of a grease trap for the foul water. If drains are to be altered the foul water from the kitchen should be passed through fat/oil/grease interceptor facilities (prior to entering any shared private drain and/or the public sewer), designed and constructed to the satisfaction of the Local Planning Authority (LPA).

5. It is suggested that documentary evidence including receipts, invoices and copies of any service contracts in connection with the maintenance of the extraction equipment, is kept, preferably at the premises and is available for inspection by officers of the Local Planning Authority, to facilitate monitoring of compliance with the above extraction equipment condition.

**Appendices**

- 1. Summary of responses received as representation to Policy SS/8 of the Draft Local Plan.**
- 2. Proposed Head od Terms for the S106 Agreement**
- 3. Representation from NLP**
- 4. Design Enabling Panel Report**
- 5. Summary Viability Report.**



## Appendix 1 Summary of Representations to Local Plan Policy SS/8

All representations on the Local Plan can be viewed on the Council’s online consultation system:  
<https://scambs.jdi-consult.net/localplan/>

General information of the Local Plan can viewed on the Council’s website:  
<https://www.scambs.gov.uk/localplan>

A summary of representations made on the Proposed Submission Local Plan to Policy SS/8 is provided below (extract from South Cambridgeshire Local Plan Draft Final Sustainability Appraisal Part 3 Annex A Chapter 3).

<b>Policy SS/8: Cambourne West (paragraphs 3.51, 3.55, 3.56, 3.60)</b>	
<b>Proposed Submission Representations Received</b>	Total: 566 Support: 18 Object: 548
<b>Main Issues</b>	<p><b>Support</b></p> <ul style="list-style-type: none"> <li>• <b>Cambridgeshire County Council</b> - Development at Bourn Airfield and Cambourne West is likely to require significant measures to be provided in mitigation of their transport impacts.</li> <li>• <b>Natural England</b> - Support references to environmental issues in the policy.</li> <li>• <b>Anglian Water</b> - Section 14. It is recommended the following is added: 'A foul drainage strategy should be prepared in liaison with statutory sewerage undertaker'.</li> <li>• <b>Swavesey PC</b> - Support statements regarding foul drainage and sewage disposal. Increased flood risk to Swavesey must be avoided.</li> <li>• <b>Papworth Everard PC</b> – Support section c) of the policy. To include a cycle and pedestrian bridge over the A428.</li> <li>• <b>Cambridge Past, Present and Future</b> – Support subject to preparation of a masterplan demonstrating integration with rest of Cambourne, the Business Park and the Village College. A landscape enhancement plan is required.</li> <li>• Cycle and pedestrian links are essential. The A1198 junction must be improved before development as it is a major barrier to cyclists and delays car journeys.</li> <li>• Landscaped soil bunds to control traffic noise are a prerequisite and must be planned in advance.</li> </ul> <p><b>Object</b></p> <ul style="list-style-type: none"> <li>• <b>MCA Developments Ltd</b> (Site promoter) – Support principle. but site should extend to Caxton Gibbet for 2,200 homes with extensive green corridors and open space. Object to inclusion of the Business</li> </ul>

Park in Cambourne West. It is not under control of MCA which would constrain delivery, but could be developed independently, delete paragraph 6. Object to employment requirements as not based on evidence of need. Object to transport requirements in section 11 as inflexible and unjustified and implying that they are the sole responsibility of the Cambourne West promoters.

- **Development Securities** (Business Park owner) – Support allocation but object to policy requiring that residential development only comes forward after the employment development is secured in Cambourne West as this is unnecessary and unreasonable. Land south of the access road should be allowed to come forward quickly. Concerns about using the Business Park road as a main access to Cambourne West.
- **Cambridgeshire County Council** - A HWRC is needed in the BA/Cambourne area.
- **North Hertfordshire District Council** – Could have traffic impacts at Royston from commuters using the train station.
- **The Wildlife Trust** – Include policy text: "Provide a high degree of connectivity to existing corridors and ecological networks."
- **Objections from Parish Councils, Cambourne, Caxton, Caldecote, Bourn, Elsworth** – Transport impacts including rat running through villages, inadequate infrastructure, relies on BA to enable required transport infrastructure, poor public transport, distant from railway stations, impact on Cambourne, ribbon development and village coalescence, loss of rural character, unsustainable location far from jobs, better alternatives exist that have not been tested, loss of Business Park (should be retained in its current location even if site remains in the plan), broken promises. No reference to governance even though land is within Caxton. Need for youth provision. Inadequate open space.
- **Environment Agency** - Needs phasing with waste water infrastructure and policy to reflect this - need to be sure that it is deliverable within Water Framework Directive limits. Need surface water strategy.
- **English Heritage** – The need for archaeological evaluation of site should be included in the policy.

A high number of largely identical representations have been submitted as part of a local campaign opposed to the site giving the following reasons:

- Plan will effectively create a town by stealth by coalescing villages together- new town will stretch from West Cambourne to Hardwick.
- Bourn Airfield and West Cambourne developments will

	<p>create new traffic that local infrastructure can't support.</p> <ul style="list-style-type: none"> <li>○ Plan proposes too many houses in small space, which will inevitably compromise aspects such as community facilities and separation from existing settlements.</li> <li>○ Plan is unsustainable- lack of local employment opportunities and sustainable transport links.</li> <li>○ Consultation carried out by the Council was flawed. The opinions of local people have not been listened to, and the plans presented were misleading/ incorrect.</li> </ul> <ul style="list-style-type: none"> <li>● Objections concerning impacts on traffic and local roads and congestion. Road to St Neots will not be able to cope. Roundabout at the junction of the A1198 and the A428 inadequate. Inadequate public transport. 4,000 homes planned at St Neots.</li> <li>● Swansley Wood Farm indents the boundary of the allocation. Site owner objects and requests that the farm should be included in the development boundary for residential.</li> <li>● Objections concerning the Business Park. Keep employment together in one location. Loss of land for employment.</li> <li>● Objections that the location is unsustainable. Poor access to jobs. Inadequate retail provision. Poor access to railway stations.</li> <li>● Objections that the infrastructure and services and facilities in Cambourne will not cope. That Cambourne will become a town. That development will be too dense and so compromise delivery of community facilities. Cannot be integrated into the rest of the village properly. Departs from original concept.</li> <li>● Impact on landscape and setting.</li> <li>● Impact on surrounding villages. Site is located within Caxton Parish.</li> <li>● Any east–west rail link from Bedford to Cambridge must service Cambourne and Bourn Airfield with one or more new stations</li> <li>● Policy should include provision for bridleways in points 6, 11c and 11i.</li> <li>● Consider alternatives such as Hanley Grange, Six Mile Bottom, Northstowe, on the edge of Cambridge, in the villages.</li> <li>● Will increase flood risk to local villages.</li> <li>● Will not be viable, relies on Bourn Airfield for transport improvements.</li> <li>● Loss of agricultural land.</li> </ul>
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<b>Draft Section 106 Heads of Terms schedule – Cambourne West contributions/considerations</b>						
	<b>Planning Obligation</b>	<b>Details of obligation</b>	<b>Cost</b>	<b>Comments</b>	<b>Updated</b>	<b>Trigger</b>
	<b>Affordable Housing</b>					
<b>1</b>	<b>Policy requirement</b>	Minimum of 40% of all accommodation on site to be affordable subject to viability.	N/A	Viability discussions indicate that 30% affordable housing is achievable with a 50/50 tenure split. A review mechanism would be triggered if delivery targets not met.	08/11/16	Phased throughout the development
	<b>Education</b>					
<b>2</b>	<b>Secondary education</b>	Capital contribution and land. £26,013 per place.	£14,809,852	Current forecasts are for 4FE, which is equivalent to 600 pupils.	08/11/16	Prior to occupation of 970 <sup>th</sup> dwelling
<b>3</b>	<b>Primary school capital</b>	Capital contribution and land. 2 x 2FE Primary schools.	£17,260,000	Flat and free serviced sites of at least 2.3ha to be provided. Full specification of school site to be agreed with CCC.  c£8,630,000 (based on 4Q 2016 costing) x 2  County may want to refresh this cost prior to agreeing final costs OR Indexation, based on BCIS, to be linked to the date of the costing.	19/07/16	1 <sup>st</sup> school = 10% on commencement; 65% after 12 months; and 25% after 24 months 2 <sup>nd</sup> school = 10% prior to occupation of 570 <sup>th</sup> dwelling; 65% prior to occupation of 730 <sup>th</sup> dwelling; and 25% prior to occupation of 890 <sup>th</sup> dwelling

Draft Section 106 schedule – figures subject to change. Items may be added, amended and deleted as discussions progress.

4	<b>Primary school revenue</b>	Revenue funding standard County Council formula.	£80,000	Start-up cost = £40,000 per school Indexation is RPI.	08/11/16	First payment one term before the opening of the school and then in 12-24 month periods.
5	<b>Provision towards special needs education</b>	Financial contribution	£1,988,800	The Council has a statutory duty to secure appropriate provision for children and young people with SEND from 2-23 years of age. This breaks down as £1,968,000 in capital contributions; and £20,800 in pre-opening revenue costs.	19/07/16	Prior to occupation of 330 <sup>th</sup> dwelling
6	<b>Children's Centre</b>	Financial contribution	£115,000	County will not require a standalone Children's Centre and a project is currently being progressed to remodel/expand existing children's centre to accommodate additional children due to the development.	26/04/16	Prior to occupation of 400 <sup>th</sup> dwelling
7	<b>Nursery</b>	Space requirement	N/A	Unit to be provided for commercial rent within the development for full day-care provision over and above the provision of pre-school accommodation.	15/04/16	With provision of the Local Centre or 400 <sup>th</sup> dwelling occupation whichever the sooner.
8	<b>Library contribution</b>	Financial contribution	£388,929.60	Based on a figure of £60.02 per increased head of population this figure would be pooled with the 950 contribution to reconfigure Sackville House to provide additional capacity. £151,200 already secured from 950	26/04/16	Prior to occupation of 400 <sup>th</sup> dwelling

				S106. (CCC to look at triggers)		
	<b>Transport/ Infrastructure</b>					
9	<b>Bus services</b>	Contribution to enhanced existing bus services.	£1,200,000	Improve sustainable transport links to Cambridge and St Neots. <b>(cost represents the number of buses x annual running cost x years subsidy needed) Further details expected for triggers.</b>	19/07/16	First payment prior to 3 <sup>rd</sup> phase of development
10	<b>A428 Madingley Road bus priority</b>	Contribution towards City Deal proposals.	£8,700,000	The development would be required to deliver mitigation along the A428 corridor by way of enhancing bus routes. Given the proposals for the City Deal works this mitigation will be delivered as part of the agreed scheme. <b>(CCC to update with triggers based on any potential for forward funding)</b>	19/07/16	TBC in accordance with modelling outcomes
11	<b>Sheepfold Lane/Business Park Road and A1198 access works</b>	Figures of £1,331,988 and £354,000 identified in infrastructure costs.	N/A	Based on modelling and design work. <b>(Timing and scale of works to be agreed.)</b>	19/07/16	TBC in accordance with modelling outcomes
12	<b>Off-site mitigation works as a result of</b>	Figure of £300,000 identified in infrastructure costs.	N/A	Monitoring and fund needed for potential traffic calming in nearby villages should it be demonstrated that traffic is above modelled flows.	08/11/16	<b>TBC in accordance with modelling outcomes</b>
13	<b>Improved walking and cycling links to Cambourne and surrounding villages</b>	Work over and above any City Deal proposals.	£610,000	Cycle infrastructure proposed along A428 as well as further pedestrian and cycle links throughout Cambourne proposed. Cycle link to Caxton included in A1198 roundabout amendments.	08/11/16	<b>TBC in accordance with modelling outcomes</b>

14	<b>Broadway bus link</b>	Delivery of bus link between Sterling Way and the Broadway	£305,000	To enhance public transport provision to Cambourne. Full developer figure of £495,000. The figure used would be in addition to the £190,000 secured from the 950 S106.  Further work needed as part of detailed planning to deliver a potential bus priority route through to the northwest of the site.	08/11/16	Prior to commencement of development
15	<b>Travel plan monitoring</b>	Financial contribution	£37,500	£3,750 a year for 10 years	11/08/15	First payment six months after first occupation.
16	<b>Travel plan coordinator</b>	Financial contribution	£200,000	£20,000 a year for 10 years	11/08/16	First payment six months prior to first occupation.
17	<b>Travel plan measures</b>	Financial contribution	£470,000	Package of measures including bus passes, cycle discounts etc. to be agreed. Breakdown of costs of individual measures needed as part of the travel plan.	08/11/16	In accordance with agreed travel plan schedule
18	<b>Fibre optic to the home</b>	Onsite works	Development cost	NPPF requirement. McA has confirmed provision.	08/11/16	N/A
	<b>Open Space/Recreation</b>					
19	<b>Indoor sports</b>	Financial contribution towards sports not provided on site.	£3,588,000	Contribution to indoor sports/swimming pool. Cambourne PC in consultation with Everyone Active has reviewed the current facilities and carried out an assessment of the impact of development in the area. The sports	08/11/16	10% prior to 500 <sup>th</sup> occupation  90% prior to 1000 <sup>th</sup> occupation

Draft Section 106 schedule – figures subject to change. Items may be added, amended and deleted as discussions progress.



				centre is proposed to be extended to provide a minimum 4 lane swimming pool, teaching pool, extended gym, additional dance space, climbing wall and a soft play area to cater for the younger element and assist in the viability of the centre. The total cost is estimated to be £6,127,000. Cambourne West should contribute towards this to mitigate the impact of the development.		
20	<b>Sports pitches and pavilion</b>	Financial contribution or delivery of facility	£598,380	£2,520,000 identified by McA for pavilion - to be in accordance with agreed schedule of facilities and £1m for sports pitches (development costs). Cambourne PC can deliver a pavilion of 98m <sup>2</sup> for £598,380.	08/11/16	10% prior to 500 <sup>th</sup> occupation  90% prior to 1000 <sup>th</sup> occupation
21	<b>BMX track</b>	Financial contribution or delivery of facility	£25,000	Identified as a facility that is needed for Cambourne and can be delivered as part of the bund works.	08/11/16	To be completed with the phasing of the A428 bunds
22	<b>All weather athletics track</b>	To be provided on site	£975,000	6 Lane Sports Lighting, 110 straight both sides, grass infield, artificial throws, jumps and end fans.	19/07/16	Prior to occupation of 1000 <sup>th</sup> dwelling
23	<b>Play areas</b>	NEAP, LEAP and LAP delivery	Development cost	In accordance with agreed schedule of facilities.	11/08/15	In accordance with phasing to be agreed
24	<b>Maintenance of public open space, play areas, sports</b>	Financial contribution	£453,000	Figure based on existing Cambourne experience. Land likely to be transferred to Cambourne Parish Council within two years with a	19/07/16	In accordance with phasing of transfer of spaces to be

Draft Section 106 schedule – figures subject to change. Items may be added, amended and deleted as discussions progress.

	<b>pitches, water attenuation features and allotments</b>			further two years of commuted payments.		agreed
	<b>Community/Social Facilities</b>					
25	<b>Health Care Facility</b>	Contribution towards securing off-site infrastructure (extension of Sackville House)	£970,250	The figure of £1,492,250 equates to £635 per dwelling. Part of this figure includes the £522,000 outstanding balance for the 950 development.	08/11/16	Prior to occupation of 800 <sup>th</sup> dwelling
26	<b>Community space</b>	Financial contribution	£1,774,000	Cambourne PC can deliver 195m <sup>2</sup> by extending into the Hub roofspace, 223m <sup>2</sup> at CVC and a new community facility at Cambourne West of 201m <sup>2</sup> . Together with the sports pavilion this delivers 715m <sup>3</sup> of community space. Figure of £3,275,000 for McA to deliver the same space.	25/05/16	TBC
27	<b>Space/facility for youth</b>	Financial contribution	£500,000	Money towards the provision of a permanent facility on the Back Lane site. Community facilities in Cambourne West also likely to support youth activity.	26/04/16	TBC
28	<b>Trailer Park extension and maintenance compound land</b>	Transfer of land legal fees	£10,000	The Parish Council has requested the transfer of land adjacent to the existing Trailer Park for its expansion to meet increasing need and as an additional ground maintenance facility.	20/06/16	Prior to occupation of 500 <sup>th</sup> dwelling
29	<b>Burial ground</b>	Transfer of land legal fees	£10,000	0.56ha to be provided within the site.	11/02/16	Prior to occupation of 500 <sup>th</sup> dwelling
30	<b>Community development</b>	Phased financial contributions.	£666,880	<ul style="list-style-type: none"> <li>2 x specialist mental health community development</li> </ul>	26/04/16	First payment on start of first

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	<b>workers and Children Families and Adults service requests</b>			<p>workers (£150,000)</p> <ul style="list-style-type: none"> <li>• Kickstart funding (£23,155) to support the establishment of community-led support</li> <li>• Independent Domestic Abuse Advisor for two years (£60,840)</li> <li>• 2 x locality workers for two years (£139,000)</li> <li>• Children centre worker for two years (£30,935)</li> <li>• Social care provision for two years (£113,000)</li> <li>• Children’s centre equipment (£10,000)</li> <li>• Community development work (including detached youth work) (£140,000 over five years)</li> </ul>		dwelling, second on first dwelling occupation date or 12 months after first payment, whichever is the later, third on 100th dwelling occupation date or 24 months after first payment whichever is the later.
31	<b>Community Chest</b>	Financial contribution.	£150,000	To fund events aimed at developing the new community over 15 years	25/05/16	£10,000 a year after first occupation
	<b>Waste</b>					
32	<b>Household waste receptacles</b>	Financial contributions generated using £75 per house and £150 per flat.	£195,600	Details of housing mix needed to calculate cost.	15/04/16	Alongside delivery of reserved matters applications.
33	<b>Contribution to Household Waste Recycling Centre</b>	The County Council require that an offsite financial contribution be made towards the provision of a new or upgraded HWRC facility, to support the waste requirements arising from this development in line	£425,350	Costs based on St Neots catchment area of £181 per dwelling.	11/08/15	<ul style="list-style-type: none"> <li>•25% on occupation of the 500th dwelling</li> <li>•25% on occupation of the 1000th</li> </ul>

Draft Section 106 schedule – figures subject to change. Items may be added, amended and deleted as discussions progress.

		with the RECAP Waste Guide.				dwelling  •25% on occupation of the 1500th dwelling  •25% on occupation of the 2000th dwelling
34	<b>Bring sites</b>	Land to be provided for two bring sites.	N/A	Design and location of the bring site in accordance with the RECAP Waste Management Design Guide (Section 9.9). Each bring site, excluding access roadways, will require a ground area in the region of 40/50 square metres.	19/07/16	In accordance with the phasing of the development
35	<b>Litter bins</b>	Financial contribution. We need to allow £600 per bin. Dog bins are £450 each.	£16,500	The figure includes purchase, installation and associated admin and storages costs. The Council policy is for us to standardise on the bins used around the district. The number of bins across the site will need to be reviewed.	15/04/16	1 year after commencement
36	<b>Cambourne style street lights</b>	Obligation	N/A	The standard cost of a column is £1,150 whilst the Cambourne style street lights cost £3,983. The extra over cost is therefore £2,833 per column. There will be approximately 86 columns to the spine road and therefore an additional figure of £243,638 should be included within the Infrastructure schedule.	20/06/16	TBC

Draft Section 106 schedule – figures subject to change. Items may be added, amended and deleted as discussions progress.

	<b>Monitoring</b>					
37	<b>S106 monitoring</b>	Funding towards officer time	£15,500	County Council fees	11/08/15	TBC
38	<b>Date of indexation</b>	Date of agreement or resolution.	N/A	Needs to allow for the review of costs depending on date of signing.	11/08/15	N/A
39	<b>Archaeological display</b>	Financial contribution	£20,000	Money will fund a mixture of display panels, temporary exhibits and work with schools.	26/08/15	Prior to occupation of 100 <sup>th</sup> dwelling
40	<b>Small business/retail units</b>	Development Cost	£500,000	The build costs are £3,000 m <sup>2</sup> which therefore provides speculative units comprising 166 m <sup>2</sup> in total. Strategy needed for the delivery and management of the units.	08/11/16	TBC
41	<b>Welcome Packs</b>	Financial contribution	£3,000	Money towards updating and printing copies for new residents.	11/08/15	Prior to first occupation
42	<b>Public Art</b>	Financial contribution	£150,000	Based on the figure of £171 per dwelling secured on the Cambourne 950 (£162,500 total) a figure of £401,850 would be equivalent. This figure has been reduced as an arts facility will be provided at the secondary school. The cost of this is included in the community space figure (item 26).	08/11/16	£10,000 a year from the date of first occupation

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## Appendix 3

The Planning Department  
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**By email: [edward.durrant@scambs.gov.uk](mailto:edward.durrant@scambs.gov.uk)**

Date 27 February 2015  
Our ref 13577/MS/NB/8459304v3  
Your ref S/2903/14/OL

Dear Mr Durrant

### **Outline Planning Application for up to 2350 Residential Units, etc. on Land West of Cambourne (Taylor Wimpey and Bovis Homes) Representation by Commercial Estates Group**

We write on behalf of Commercial Estates Group ("CEG"), the promoter of a comprehensive masterplan for land South East of Cambridge and a current participant in the independent examination of the Council's emerging Local Plan.

CEG and its professional team have undertaken an initial review of the above application ("the CW application") and have identified a number of fundamental initial objections, as set out below. In summary, this is a proposal which threatens the delivery of sustainable development in the Greater Cambridge area and the emerging Local Plan's objectives and which should therefore be refused permission.

#### **The Emerging South Cambridgeshire Local Plan**

As you know, the emerging South Cambridgeshire Local Plan (Proposed Submission, July 2013) is currently the subject of a joint examination (alongside the Cambridge City Local Plan, Proposed Submission July 2013). There are a number of substantial and as yet unresolved objections to the plans, including from CEG, which relate to strategic as well as detailed matters and raise questions of soundness. Not least of these is the question of whether it is appropriate for the two Cambridge Local Authorities to release land for new settlements beyond the Green Belt in the context of a Plan development sequence that seeks to focus development in or on the edge of Cambridge City itself. It would be premature not to refuse permission for this application in advance of, at the very least, receipt of the Inspector's report. We note that the applicant recognises in the Planning Statement (Section 2 'Background to the Cambourne Development') that previous applications for Cambourne have been refused (and dismissed on appeal) for reasons related to prematurity, and past decisions to allow expansion have only been permitted in parallel with the adoption of the local plan (then LDF).



It is clear that this latest proposal is so substantial that to grant permission would undermine the plan-making process by pre-determining decisions about the scale, location and phasing of new development which are central to the emerging Local Plan. The Plan is currently under Examination and consequently should be regarded as at an advanced stage, and the issues set out in this letter clearly indicate how the grant of permission would prejudice the outcome of the plan-making process (PPG Reference ID: 21b-014-20140306 refers).

The CW site is the subject of draft policy SS/8 which sets out a number of detailed considerations and criteria which a proposal for the expansion of Cambourne is required to address. The proposed development does not accord with the emerging plan a number of important respects.

In particular:

- 1 The level of housing proposed, at up to 2,350 units, is almost double that expected in the Plan period.
- 2 The proposal does not provide residential and care homes which are important if Cambourne is to meet a range of housing needs and function as a sustainable community..
- 3 There is limited evidence of effective integration with the rest of Cambourne, including the Business Park.
- 4 The level of employment land proposed appears to be less than the draft policy (SS/8(7)) requires, the consequences of which will be a greater reliance on out-commuting by new residents for employment opportunities (as well as a failure to provide new local jobs for existing residents).
- 5 Compliance with important access and green infrastructure considerations has not been demonstrated.

For these draft policy based reasons, permission should be refused on grounds of prematurity.

### **Failure to Deliver Sustainable Development**

We agree with the applicant that SCDC cannot demonstrate a five-year housing land supply. It is however important to recognise that the presumption in favour of sustainable development (NPPF paras 14 and 49 refer) relied upon by the applicant does not apply where any adverse impacts of granting permission would significantly and demonstrably outweigh the benefits, when assessed against the policies in the NPPF as a whole.

The City and District Councils have established a clear development strategy (within SCDC LP Policy S/6) which sets out a sequential approach to meeting the need for new jobs and homes in and around Cambridge. This sequence sets development at new settlements below development in locations within or on the edge of Cambridge for good reasons which reflect the principles of sustainable development.

The available evidence, such as Census data, traffic counts, elements of the Local Plan evidence base and information about current vacancies at Cambourne Business Park, demonstrates that Cambourne is not a self-contained settlement, but instead functions as a dormitory town to meet Cambridge's housing needs, with a significant reliance on commuting and other trips by private car. There is no reason to conclude that providing an additional 2,350 homes in this location will





address these existing unsustainable travel patterns. Consequently, we conclude that there are significant adverse transport and associated environmental impacts which would significantly and demonstrably outweigh the benefit of providing more homes in this location. The proposal should not therefore benefit from the presumption in favour of sustainable development.

It is also important to note the very significant scale of development proposed (2,350 dwellings), which is representative of substantially more than five years of supply in this location. Given the inevitable long lead-in times associated with large-scale proposals of the sort proposed (including the need to discharge pre-commencement conditions, secure detailed approvals, start on site etc), it would deliver comparatively few new homes if any within the next five years. It would therefore make little or no contribution to meeting the Council's five year housing land supply and this reduces the weight that should be attached the provision of housing in this application. Precisely this issue was covered by the Secretary of State in a very recent appeal decision (Appeal Ref: APP/H0738/A/14/2214781) in which he dismissed proposals for 550 homes in part because uncertainty as to the number of dwellings which would be built in the initial five year period reduced the benefit of the scheme's contribution to meeting the five year housing land supply.

### **Failure to Encourage Travel by Sustainable Modes**

It is noteworthy that, in relation to access, the applicant describes the location as well placed (only) in terms of access to the major highway network. Other locations are capable of providing a range of sustainable and active travel choices, but this choice cannot be claimed for West Cambourne.

Generally, there is a complete failure in the planning application and the Transport Assessment to consider the majority of transport measures listed in Policy SS/8 and the need for "extensive off-site transport infrastructure provision required to mitigate transport impacts" (ref 3.59 of SCLP). Specifically, the TA does not even assess the heavily congested Madingley Road corridor.

A number of important strategic transport matters have been raised in objections to the Local Plan. Some of these were discussed at the recent EiP session on Wednesday 18 February 2015. In particular, it is clear that that there is no clear and detailed strategic plan and programme for improvements to the A428 corridor. Until such a plan and programme is in place, and the nature and extent of the works needed to address traffic congestion and bus movement are clear, the CW site should not come forward. In addition to poor provision for public transport provision through the site, the extended development area will remove an option for the location of a Park & Ride (P&R) facility on the A428 in a location where it may be found to be relatively more effective.

The Council must maintain maximum flexibility to provide these essential sustainable transport measures until a clear strategic plan is in place. This must include land in close proximity to the Caxton Gibbet junction as a possible P&R site.

Within the site itself, the illustrative layout (fixed to some extent by the access details) repeats the established layout patterns in Cambourne which fail to provide a structure and grain necessary to maximise the permeability of public transport and encourage active travel choices.

### **Failure to Provide for Essential Infrastructure**

The Government has recently announced funding for the off-line improvement of the A428 between the Black Cat (A1(M)) and Caxton Gibbet junctions. The extended CW site proposed in



this application extends to the Caxton Gibbet roundabout and consequently constrains the works which could be undertaken on the approaches to this important junction. Until the precise alignment of this route is known, development around the Caxton Gibbet roundabout should not be permitted, so as to ensure that the optimum infrastructure solution is deliverable.

These highway considerations are important at this stage because details of access are provided within this outline application for determination now.

### **Conclusion**

Based on this initial review, CEG concludes that this proposal does not represent sustainable development and objects to this poorly justified application, which does not make adequate provision for public transport and highway infrastructure, and which would prejudice the consideration of the emerging Local Plan.

There are deficiencies in the application proposals and further clarification should be sought by officers. However, the application is fundamentally flawed and should be refused (or the applicant invited to withdraw).

CEG reserves the right to expand this representation following any further technical analysis of the application material, including the submission of further information.

We should be grateful if you would keep us informed of the progress of the application, and in particular notify us if any additional information is submitted.

Yours sincerely

A large black rectangular redaction box covering the signature area.

**Matthew Spry**  
Senior Director

**CONFIDENTIAL****South Cambridgeshire District Council****Design Enabling Panel****PANEL MEETING REPORT**

<b>Scheme:</b>	Cambourne West
<b>Site address:</b>	Cambourne West, Cambourne, Cambridgeshire
<b>Status:</b>	Pre-Application
<b>Date:</b>	6 <sup>th</sup> November 2014
<b>Venue:</b>	South Cambridgeshire District Council, Cambourne
<b>Time:</b>	14:30 – 16:00
<b>Site visit:</b>	An accompanied site visit was conducted by the panel on 6 <sup>th</sup> November 2014 prior to the design review.

**Panel Members**

Simon Carne (Chair)

Ashley Dunseath, (LDA Design LLP)

Ben Kilburn (Kilburn Nightingale Architects)

**Local Authority attendees**

Rachel Cleminson, Urban Design Consultancy Officer (DEP Co-ordinator)

Ed Durrant, Principal Planning Officer (Case Officer)

**Applicant and Representatives**

Dick Longdin (Masterplan Consultant, Randall Thorp)

Nick Smith (Project Director, MCA)

**Background**

The Council's draft Local Plan identifies a site to the west of Cambourne, including the undeveloped land within the Business Park, for the development of a fourth village of approximately 1,200 homes. The Local Plan site is significantly smaller than McA's site, which is proposed to accommodate 2,350 dwellings. Policy SS/8 (Cambourne West) proposes a

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masterplan for the smaller McA site and the undeveloped Business Park land, with the primary access being through the existing Business Park road.

### **Site and surroundings**

Planning approval for the new town of Cambourne was granted in 1994 for three interconnected villages, a local centre, business park etc all within a landscape-led masterplan providing high quality green spaces / routes throughout and surrounding the development. Subsequent applications have increased the numbers of houses to 4,500, and a secondary school has now been built to the west of the Business Park with vehicular access via Sheepfold Lane.

The 137ha site is located to the west of Cambourne, beyond the Business Park, secondary school and primary school (currently under construction). Although known as Cambourne West, the majority of the site falls within the parish of Caxton, a small predominantly linear village to the southwest of the site. Most of the land is in agricultural use and there are very few natural features across the site. There is a shallow valley that runs north to south and an existing centrally located farmhouse, which does not form part of the application site. There are some existing mature trees on the site, though these are predominantly located along the eastern and western boundaries of the site.

To the north of the site there is the dual carriageway of the A428 and the single carriageway A1198 is to the west, incorporating a bypass round the village of Caxton. To the northwest of the site there are some existing agricultural/commercial units and several fast food outlets just off the Caxton Gibbet roundabout. The village of Lower Cambourne, which has the lowest density of the three Cambourne villages, is to the southeast of the site behind a mature tree belt.

### **Design proposals**

The current proposals are for 2,350 new homes, providing a mix of unit sizes and tenure, and potentially accommodating 6,345 residents. The application includes two new primary schools, an additional secondary school, 1,550sqm of A1-A5 retail space, 5-6ha of employment land, community facilities such as a village hall, and open space provision including allotments, community orchards, formal / informal play space, sports pitch provision and informal open space.

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A high quality green infrastructure network will be developed across the development, with a green spine running through the centre of the development, linking the water attenuation ponds, and ensuring green open space is at the heart of the development, a principle already established within the rest of Cambourne. This green spine will contain a range of spaces for community use, including village greens, sports pitches, play areas and community orchards, as well as the main spine road through the development. Community hubs will be located at nodes along the movement networks.

An area of green separation will be formed along the eastern boundary of the proposed development to maintain separation between the new housing and the existing community of Lower Cambourne. The additional secondary school will also be located within this separation space, adjacent to the existing school, so that they could potentially share certain facilities / services. New woodlands will be created along parts of the site boundaries, and historic hedgerows will be reinstated to provide greenways throughout the development as part of a network of pedestrian and cycle routes.

Housing densities will graduate from 30dph on the western edges of the development, up to 45dph adjacent to the existing business park on the eastern site boundary with a maximum height of 3 storey. Three character areas will be developed across the site as part of a design code.

### **Policy context**

*“South Cambridgeshire Local Development Framework Development Control Policies DPD”*  
(2007)

#### **Policy DP/2 Design of new development**

All new development must be of high quality design and, as appropriate to the scale and nature of the development, should: preserve or enhance the character of the local area; conserve or enhance important environmental assets of the site; include variety and interest within a coherent design, which is legible and provides a sense of place whilst also responding to the local context and respecting local distinctiveness; achieve a legible development, which includes spaces with a defined sense of enclosure and interesting vistas and focal points, with good interrelationship between buildings, routes and spaces both within the development and

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with the surrounding area; achieve a permeable development for all sectors of the community and all modes of transport, including links to existing footways, cycleways, green spaces and roads; be compatible with its location and appropriate in terms of scale, mass, form, siting, design, proportion, materials, texture and colour in relation to the surrounding area; provide high quality public spaces; provide an inclusive environment that is created for people, that is and feels safe, and that has a strong community focus; and include high quality landscaping compatible with the scale and character of the development and its surroundings.

### Policy DP/3 Development Criteria

All development proposals should provide, as appropriate to the nature, scale and economic viability: Appropriate access from the highway network that does not compromise safety, enhanced public and community transport and cycling and pedestrian infrastructure; car parking, with provision kept to a minimum; safe and secure cycle parking; safe and convenient access for all to public buildings and spaces, and to public transport, including those with limited mobility or those with other impairment such as of sight or hearing; for the screened storage and collection of refuse, including recyclable materials; and a design and layout that minimises opportunities for crime.

### Panel views

*It should be noted that the comments below include items from the Panel's in camera discussion and amplify the brief opinion delivered at the end of the session.*

### **Summary**

The Panel welcomes the expansion of Cambourne to the West and were very pleased to see the proposals in advance of submission. The design narrative and evolution of the earlier master plan phases is convincing. The inclusion of the North-west corner of the site up to the Caxton Gibbet roundabout is strongly supported. Comments and suggestions for points of access, development of residential character, location of employment, community and education space of a more detailed nature are set out below.

## **Discussion**

### **Overall master plan**

The Panel welcomed a clear and convincing explanation of the design evolution for a site with few constraints but therefore little to latch onto. The progress through a site defined by the surrounding road network and some limited existing planting has been based largely on the minor topographical feature of the “valley”, an obvious opportunity to link into the existing roundabout approaching Cambourne Village to the south and along Sheepfold Lane to the North east.

### **Community**

The new development will be closely linked but separated from the adjoining areas of Cambourne. To avoid the creation of impenetrable barriers, opportunities for links between Cambourne West and Cambourne Village and the Cambourne Business Park should be encouraged. Community facilities including open spaces, playing fields, allotments and orchards are all provided and generally spread across the area. How these facilities work together and in conjunction with other community and educational facilities will be important factors in the success of West Cambourne.

Options for either one or two secondary schools were discussed and at this stage comment is clearly premature. Whilst the County Council’s preference is a co-joined secondary school solution, the Panel wondered whether this would not be concentrating too large a facility in one location. Whilst economies of scale are important this might lead to a sterilization of a large part of the development area.

A more direct relationship between allotments/orchards and residential areas was suggested. Opportunities to enhance the character of these areas with appropriate hedges or walled enclosure, so that they are not seen as untidy intrusions, should be part of design guidance.

### **Connectivity**

A journey through the site with a number of incidents along the way, including communal facilities, open spaces of different character, water features, green links for pedestrians and cyclists characterizes a landscape led structure. Whilst this will potentially provide an attractive

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route, it is also envisaged that this will provide bus routes and main access to communal facilities.

At this stage there was no information on the likely traffic loads and the detailed performance of the indicative layout. The impact of vehicles for through traffic, access and the relationship between pedestrians, cyclists and motor vehicles will be an important consideration in making this landscape concept work. Whilst indicative sections were available, the Panel considered a walking / driver level view through the site would be helpful in explaining the spatial concept.

Further vehicle access opportunities were raised and discussed. The option of a direct link from the Cambourne Business Park and Council offices would be a great improvement to the access arrangements. This would be a much better solution to the linking of the existing and new community. It would also much improve the access to the existing secondary and primary school currently under construction. The Panel acknowledges that the land ownership and control issues to be resolved but the greater good of the development is the prize.

In parallel with this option, the Panel considered vehicular access from the Caxton roundabout would provide additional access to future residential developments. It was noted that construction traffic was planned to access from that location. Whilst the employment area accessed from the roundabout would be an addition to a small cluster at that location, the Panel consider its value to Cambourne would be greater if part of an expanded cluster on Sheepfold Lane.

### **Character**

The master plan has clearly built on the experience of working over many years in Cambourne. The initial settlement has now emerged as something that is neither village nor town. This stage has the opportunity to provide a character evolution that could see this phase developing a character of its own, less a series of residential developments and more a "piece of town". The Panel believe that the richness that a more varied mix of uses, occasional shops, including independents could have a beneficial effect on the way this phase emerges.

Given that the application is in outline and that the parameters of access, land use, heights and green structure will be the main aspects for consideration, much will evolve in detail as the design guidance and code are developed. The ability to provide a flexible response to the



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parameters should be encouraged to avoid the risk that the illustrative plan becomes the default position.

The Panel welcomed the linear park defining the heart of the development with different incidents along its length. This spine would combine with the primary traffic route through the development but would provide different frontage conditions by moving from one side to another to break up the linear character. How this works in practice will require design work to integrate the landscape and transport issues.

The master plan envisages a continuous enclosure of the new settlement with only occasional breaks in hedge or tree belt alongside the main highways to north and west. The desirability of visual and acoustic screening should not preclude larger breaks for example at the southern roundabout entrance opening up views into development perhaps focussing on the attenuation pond. Views into the development need to be considered as well as screening.

### **Climate**

At this stage there was no discussion on more detailed aspects of climate. The Panel welcomed the practical and well-considered approach to site drainage and water attenuation.

### **Conclusions**

The Panel were impressed by the approach to the overall master plan. It was hoped that issues raised in discussion could be incorporated at this stage with agreement with other parties (Business Park access) or could be part of further development (Caxton roundabout access and employment land relocation).

The discussion focused on matters of more detailed design, including location of facilities, infrastructure and future design guidance. The Panel is keen to review these elements as they come forward.

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Our ref: AL/ar

22 December 2016

Mr E Durrant  
 Principal Planning Officer  
 South Cambridgeshire Hall  
 Cambourne Business Park  
 Cambourne  
 Cambridge CB23 6EA

Dear Ed

## **CAMBOURNE WEST – VIABILITY ASSESSMENT, INDEPENDENT REVIEW**

### **1. Executive Summary**

- 1.1 We have reviewed the updated report by Turner Morum (TM) dated 29 June 2016 and concluded that the main issues relating to the viability of the scheme are the base build cost, abnormal costs and infrastructure costs, in so far as these costs are high and front loaded which has a negative effect on the scheme's viability.
- 1.2 We have reviewed the inputs and assumptions used by Turner Morum as set out below and found them on the whole to be reasonable, with the exception of
  - i) The value of the shared ownership units
  - ii) The value of the affordable rented units
  - iii) The base build cost
  - iv) The abnormal and infrastructure costs relating to the scheme
- 1.3 The applicant's appraisal shows (with an affordable housing offer of 30% by unit and S.106 contributions of £61.02M) a residual land value of XXXX which equates to XXXX/gross acre.
- 1.4 The benchmark land value for the subject site, as set out in my report of February 2016 is appropriate at XXXXXXXX or XXXX in total. It can therefore be seen that the scheme is unviable to deliver the level of affordable housing at 30% of units which has been offered.
- 1.5 I have been provided with an independent appraisal, carried out by Mr Ousby of the Council, and whilst I have not been instructed to check the veracity of that appraisal, it shows an even lower residual land value at XXXXXXXX in total. Thus, taking this figure build costs would have to reduce significantly or sales values improve significantly to make the 30% offer work.

- 1.6 From the correspondence I have been provided I can see that the applicant is proposing that they deliver the 30% affordable housing without a viability review mechanism per phase. Whilst it is normal for the Council to seek such a review mechanism, because the scheme is failing to deliver 40% affordable housing, the initial deficit noted above, combined with the high upfront infrastructure costs lead me to conclude that such a review would be unlikely to generate a surplus which could be applied to the delivery of affordable housing in future phases.
- 1.7 To put this in context my practice has dealt with several large schemes (1,000-6,000 units) in the last year or so where the agreed minimum delivery of affordable housing on sites has been in the range of 10%-20% of units. Only where a higher guaranteed affordable housing delivery is proposed and that is initially deemed unviable, has a post implementation review mechanism been foregone.
- 1.8 The Council's aspiration is to see this development expedited to increase supply in the local market. The best way to achieve that is to ensure that there is a viability review if the scheme has not been meaningfully implemented within a set period from the date planning consent is granted. I have recommended this type of mechanism on many schemes and notably it was accepted locally on the Wing development on the Cambridge City fringe. The applicant has agreed to the principle of this type of review and it is on that basis that I make the recommendation below.
- 1.9 I am therefore content to advise that the offer of 30% affordable housing is currently unviable, and that a review mechanism would not be appropriate in this instance.

## **2. Assessment methodology**

- 2.1. The applicant's appraisal uses Turner Morum's residual land value model, which we have interrogated on numerous occasions over the last few years. I can confirm that it is an acceptable model for the purposes of the viability assessment.

## **2.2 Unit Mix**

2. The scheme comprises 2,350 residential units and 13.04 Acres of employment land as set out in the accommodation schedule of the applicant's appraisal.

## **2.3 Values of residential units**

- 2.3.1 The values used within the applicant's appraisal are based on the evidence of preceding phases built out by the applicant. It therefore provides a local evidence base which is robust.
- 2.3.2 The average value derived by TM is XXXX. From our checking of the local market, and considering the mix of unit types, this figure is appropriate.
- 2.3.3 The ground rent assumed by TM is XXXXXX. This figure is appropriate in the current market for the mix of units proposed. TM have then applied a yield of 5% to capitalise the ground rent income, which again is appropriate as it is close to the value obtained at recent auction sales. However, I note that they have not deducted any purchaser costs which would amount to 6.75% of the capital value. This is a small omission in cost terms at XXXX.
- 2.3.4 Turner Morum have provided details of two offers for the affordable housing from Havebury and BPHA. These are at XXXXXX Affordable Rented units and XXXXXX Shared Ownership units.
- 2.3.5 Notwithstanding these offers the applicant has advised TM that a level of XXXX has been achieved recently on a small scheme of 12 affordable houses and TM have adopted this level as a straight average for both tenures. This equates to 53.25% of open market value (OMV). We would normally expect to see 65% of OMV for Shared Ownership and 42% of OMV for Affordable rent which on a 50/50 tenure mix would make an average of 53.5% OMV, thus we believe the TM assumption to be realistic.
- 2.3.6 It should be noted that the above comments are based on the assumption that no grant or RP cross-subsidy is put into the value of the affordable housing. We would recommend that the delivery of the affordable housing is governed in the S.106 agreement on that basis. In that way if either grant or cross-subsidy is forthcoming then additional affordable housing should be delivered.
- 2.3.5 By combining the capital value of the apartments/houses and employment land with the ground rents gives a total gross development value (GDV). The estimate in the applicant's appraisal is XXXXXX which, in our opinion, is appropriate for the subject scheme.

## 2.4 Development Timescale

- 2.4.1 TM have defined the development timescale for pre-construction planning/building contractor selection, the building period, and the selling period as 16 years. Having reviewed the cash flow this period and the spread of income and expenditure over that period, is appropriate.

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## 2.5 Build costs

- 2.5.1 The build costs provided by TM in their appraisal have been independently reviewed by the Council's consultant, Silver DCC.
- 2.5.2 Silver's initial review of the cost plan shows that the total cost for the scheme including base build cost, abnormal costs and infrastructure should be XXXX which is XXXX lower than that put forward by TM..
- 2.5.3 Silver and the applicants engaged in further discussions and the applicants increased their view of the base build cost by £9M, and lowered the infrastructure costs by £1.3M. Silver's reviewed these further costs and advised that they would anticipate the overall costs to be £13.6M lower than the revised estimate mainly because they did not agree all of the increase in the base build cost of the housing.
- 2.5.4 In this disagreement lies the central issue of the risks associated with large scale developments and the ability to agree minimum delivery of affordable housing at policy compliant level. Even if all of the suggested cost savings were achieved the scheme would only just be able to deliver affordable housing at the policy compliant level of 40%. However that needs to be taken in the context of the items I note below where the applicant has assumed costs less than the industry norm and therefore the viability would be worse if these were applied in full.

## 2.6 Other assumptions

- 2.6.1 Professional Fees – a figure of 2% has been used for professional fees by the applicant. This will vary according to the size and complexity of the scheme. We normally adopt 6-8% for large sites (with repetitive designs), 10-12% for complex sites (with a variety of different designs) and 10-15% for small sites, where the scale of the fees is larger due to the lower overall cost of build. The applicant's assumption is extremely low and if raised to the minima of 6% as noted above would make increase the scheme costs by £12.2M. This includes allowance for an arithmetic error made by TM when calculating the fees by £1.4M at the lower rate.
- 2.6.2 Sustainability - the applicant's original appraisal allowed for £345 per unit (a total of £811,500) for the increase in build cost to cover wheelchair housing and Lifetime Homes. Following comment by Silver DCC and Mr Ousby, this allowance has been removed from TM's final appraisal on the basis that building regulations have now moved on.

- 2.6.3 Contingency - the applicant's appraisal allows 3% for contingency in the build-up of the base costs. It would be normal to apply a figure of 5% to both the base build costs and infrastructure costs which would lead to an additional cost of £5.42M.
- 2.6.4 S.106 Contributions - Section 106 costs have been allowed in the sum of £61,024,628, which compares to a figure used by Mr Ousby of £57,135,042. The Council needs to confirm if the latter figure is correct. If so, this would go some way to closing the viability gap on the appraisal.
- 2.6.5 Sales and Marketing – 3.25% has been allowed for by the applicant, which in our view is low in the current market for this type of site. A more normal allowance for schemes of this size with multiple sales areas and relatively high promotion costs is in the order of 4-4.5%. Taking the lower end of this range would increase the scheme cost by £3.9M. In addition, the applicant has allowed for the affordable housing marketing and sale costs at 0.5% which we believe is acceptable. It should be noted that no separate fee for legal costs on sales has been applied. This would normally be allowed at circa £1,000 per open market unit.
- 4.6.6 Site acquisition costs – the applicant's site acquisition costs have been set within the normal range for this type of site, reflecting the increased cost of stamp duty to 6.75% in total.
- 2.6.7 Finance costs – an interest rate of 6% has been used by the applicant, which is within the range of current market activity (6-7% depending on whether arrangement and surveyors' fees are allowed for separately). The applicant has not allowed for arrangement fees or bank monitoring costs. These fees would add up to 1% in addition to the base interest rate, therefore a saving of £3.5M has been made.
- 2.6.8 Profit – the applicant has adopted a figure of 20% of GDV for the return for risk and profit on the open market sales. In addition they have allowed 6% of the value of the affordable housing as the profit for that element of the scheme and 15% of the value of the employment land.

We would note that Mr Ousby's appraisal adopts the same profit percentages, however with regard to the affordable housing the 6% profit is applied to the cost not the value, thus making a small saving. Whether profit should be applied to cost or value on affordable housing is very much in debate in the market, however I can comment that the majority of schemes we see apply it to the value.

In respect of the open market housing profit a lot has changed this year. Whereas early in 2016 a profit of 18% would have been acceptable on a site such as this where the local market is well known by the applicant, the changes to Stamp Duty, increased status criteria for mortgages, and the Brexit Referendum have combined to increase the anticipated risks moving forward. As an example the additional 3% stamp duty on buy to let purchases combined with reductions in mortgage offset relief on rental income has caused a reduction in consumer confidence in this area of the market where up to 30% of open market sales have previously been targeted.

2.6.9 Other variables used by the applicant are minor in nature and reflective of scheme type, size and current market conditions.

## 2.7 Benchmark Land Value

2.7.1 TM has based their assessment of viability on a benchmark land value of XXXX per gross acre. This is an opinion of value based on TM's experience of the land market. I can confirm as set out in our original report of March 2016 we are satisfied that this level of land value is both appropriate for the type of site, scheme size and the delivery of a return to the land owner as required under para 173 of the NPPF.

## 3. Conclusion

3.1 It can be seen from the above assessment that the scheme as proposed, with 30% affordable housing is currently unviable as it shows a deficit of XXXX against the benchmark land value.

3.2 I have identified a number of items in the applicant's appraisal which have been under costed and thus if applied at market rates the appraisal more unviable:

3.3 Taking account of the above viability position in the current market and Mr Ousby's assessment which shows a worse position, I can advise that the use of a viability review mechanism in this case is unlikely to lead to a surplus being generated at a future date in order to generate additional affordable housing above the 30% offered.

3.4 The balance between asking for a review mechanism with a lower level of affordable housing and securing a guaranteed higher level of affordable housing is a matter for decision makers to weigh up.

Should you have any queries on the above, please do not hesitate to contact me. I look forward to seeing you at the planning committee in the new year.

Arundene Orchard Loxwood Road Rudgwick West Sussex RH12 3BT

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Yours sincerely

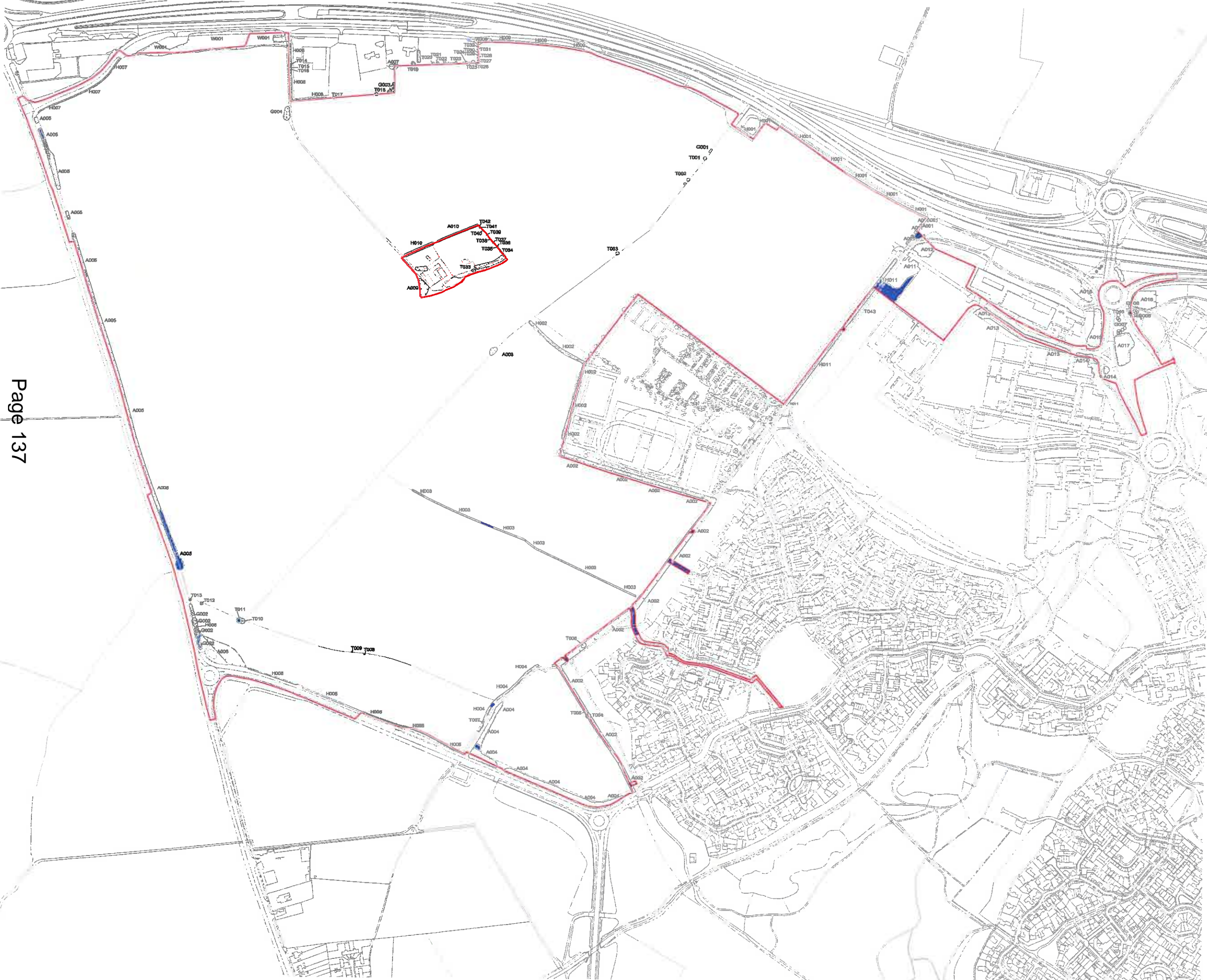
**A M LEAHY**  
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-  Site boundary
-  Existing trees retained;  
Refer to Tree Constraints Plans and document for category gradings and recommendations. Existing trees to be protected to BS5837:2012
-  Existing trees to be removed to permit site access.
-  Existing trees to be removed to permit built development.
-  Dead trees to be removed

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**CAMBOURNE**  
**West Cambourne**  
**Principles and Parameters**  
**Tree Retention Plan**

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# Agenda Item 5

## SOUTH CAMBRIDGESHIRE DISTRICT COUNCIL

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**REPORT TO:** Planning Committee

11 January 2017

**AUTHOR/S:** Joint Director of Planning and Economic Development

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<b>Application Number:</b>	S/3301/16/FL
<b>Parish:</b>	Cambourne
<b>Proposal:</b>	Temporary Change of Use of land for vehicular parking for 5 years.
<b>Site address:</b>	Land to the east of South Cambridgeshire Hall, 6010, Cambourne Business Park, Cambourne
<b>Applicant:</b>	South Cambridgeshire District Council
<b>Recommendation:</b>	Approval
<b>Key material considerations:</b>	Principle of Development Highway Safety Level of parking Landscaping
<b>Committee Site Visit:</b>	No
<b>Departure Application:</b>	No
<b>Presenting Officer:</b>	Edward Durrant
<b>Application brought to Committee because:</b>	South Cambridgeshire District Council is both the applicant and also the Local Planning Authority
<b>Date by which decision due:</b>	25 January 2017

### Planning History

1. S/0320/15/FL - The provision of new solar photovoltaic (PV) canopy system, amendments to car park layout to accommodate the system and 10 additional parking spaces. Upgrade to existing cycle storage facilities and provision of roof mounted solar photovoltaic (PV) systems to existing cycle and refuse ancillary buildings – Refused on the grounds of the loss of the existing semi-mature landscaping and visual impact upon the setting of this part of the Business Park.
2. S/0951/08/F - Reconstruction of existing and construction of additional staff parking and associated landscaping works – South Cambridgeshire. Hall - Approved.

3. S/6147/02/RM - Council Offices, associated works and civic square – Approved.
4. S/6136/01/O - Erection of three storey building for offices (B1 Use) or Council Offices for South Cambridgeshire District Council (Sui Generis Use)- Approved.

### **Planning Policies**

5. National Planning Policy Framework 2012 (NPPF)  
Planning Practice Guidance (PPG)
6. **Local Development Framework, Core Strategy, Development Plan Document (Adopted January 2007)**  
  
ST/4 Rural Centres
7. **Local Development Framework, Development Control Policies (Adopted July 2007)**  
  
DP/1: Sustainable Development  
DP/2: Design of New Development  
DP/3: Development Criteria  
TR/2: Car and Cycle Parking Standards
8. **Local Development Framework, Supplementary Planning Documents (SPD)**  
  
District Design Guide SPD –Adopted March 2010  
Landscape in New Developments SPD – Adopted March 2010
9. **Local Plan Submission –March 2014**  
  
HG/1 Design Principles  
TI/3 Parking Provision

### **Consultations**

10. **Cambourne Parish Council** – Supports the application subject to priority being given to traffic using Sheepfold Lane. Concern was raised regarding the egress of the road onto Sheepfold Lane and how this would impact on the traffic to and from Cambourne Village College.
11. **The Local Highway Authority** - No significant adverse impact should result on the public highway. From an engineering prospective, it would be advisable to ensure that the area at the end of the proposed linear parking is tracked to ensure that a domestic vehicle can easily turn and that suitable measures are included in any detailed design to prevent this area from being obstructed by parked cars.

### **Representations**

12. No representations were received.

## **Planning Comments**

### **13. Site and Proposal**

14. The site edged red is a strip of land located to the east of South Cambridgeshire Hall which is a three storey office building on the westernmost plot of Cambourne Business Park. The site is located within the Cambourne village framework. The adjacent Council building primarily accommodates District Council staff as well as officers from the County Council. The site is owned by Cambourne Business Park Ltd. and would be leased to the council.
15. Currently the application site is a redundant emergency access road that leads to Sheepfold Lane, which is a private road that serves as the access to Cambourne Secondary School and Cambourne Community Primary School and the BMW/Mini car garages from Cambourne Road. To the north west of the site lies a parcel of land identified as employment land under the original Cambourne masterplan and the outline application for Cambourne West, which has as yet to be developed. Sheepfold Lane and the land to the north west are owned by the applicant for the Cambourne West proposals (MCA Developments Ltd.)
16. This planning application seeks consent for the temporary use of the redundant emergency access road for car parking for 20 spaces for a period of five years. The works are part of the on going drive to maximise the use of the council's offices by renting out space to other Government organisations. Following the departure of the Police and Crime Commissioner's Team, office space within the council building is now being offered to the NHS, who will be relocating from their existing offices in Fulbourn in early 2017.
17. The additional 20 car parking spaces would be for use by the relocated NHS staff. This would help to ease pressure on the council's existing carpark, which comes under significant strain when the building accommodates events such as planning committee that attract large numbers of members of the public and other interested parties.
18. The proposal is for temporary consent for a period of five years as this is the length of time that the NHS have agreed to rent the space within the building. The site would be able to accommodate 20 additional parking spaces in a linear arrangement. Each space would measure 6 metres by 2.5 metres allowing sufficient space for vehicles to easily manoeuvre in and out of the space. Vehicles would enter the access road from the Civic Square at the front of the council building, where there is an existing dropped kerb and would exit the road onto Sheepfold Lane.

### **Principle of Development**

19. The principle of the temporary change of use of the land for vehicular parking is considered an acceptable use for land within the village framework subject to the other material planning considerations discussed below.

### **Visual Amenity & Landscaping**

20. The site lies adjacent to South Cambridgeshire Hall and is screened to the west and east by mature hedging and trees. The appearance of the site

would remain relatively unchanged with the existing gravel area serving the access road being reduced to allow easy circulation of vehicles, and the parking area to the west being provided on a strip of grass. The parking area would comprise porous pavers laid along the grass strip to allow parking throughout the year. The proposal would not result in harm to the visual amenity of the area.

21. The existing mature hedging and trees which lie to the west and east of the site would be retained with minor trimming required to remove overhanging branches. The proposal is considered acceptable in terms of landscape and would result in minimal harm to landscape impact.
22. No information of any signage has been submitted for the site so further details would be required by condition three to ensure that it does not visually detract from the area.

### **Parking Provision**

23. The proposal would result in 20 additional car parking spaces. Presently there are 257 car parking spaces within the main car park and side parking area. South Cambridgeshire Hall is a public building and therefore it would fall under the use class sui generis. It is therefore difficult to apply the parking standards for a B1 (Business) building. The parking areas are regularly at capacity when the building accommodates large numbers of the public attending events such as planning committee meetings. The proposed temporary increase in the number of spaces to 277 would not prevent the overspill of cars onto the Civic Square that often occurs when large numbers of the public attend meetings but it would increase the provision of parking at the site in an area of under utilised land.
24. There are a number of disabled car parking spaces sited close to the entrance of the building, which presently comply with the council's policies. Given the surface of the new parking area, and its distance from the staff entrance to the building, it is not considered appropriate to accommodate additional disabled parking spaces within the application site.

### **Impact upon Sheepfold Lane and Cambourne West Access**

25. The erection of signage is proposed at the entrance and exit of the access road as part of the application to ensure that vehicles enter the access road from the Civic Square and continue northwards exiting onto Sheepfold Lane. The fourth condition within the recommended conditions section would require details of the location and specification of the signs to be submitted and agreed to ensure the signs are appropriate to the visual amenity of the area and in the interests of highway safety.
26. Sheepfold Lane currently serves as a private access road to Cambourne Secondary School and Cambourne Community Primary School, which lie to the south west of the site, and the BMW/Mini garages which lie to the north east of Sheepfold Lane. The access road from the proposed car park would exit onto Sheepfold Lane. There is good visibility in either direction from the access road. The proposal would not result in any adverse impact on Sheepfold Lane as the vehicular movements from the site would be outside of the peak hours of the use of Sheepfold Lane by the secondary school. To prevent vehicles from accessing the road from Sheepfold Lane, flow plates or



a similar physical control measure are proposed at the end of the access road adjacent to Sheepfold Lane. The fifth condition within the recommended conditions section would require details of the traffic control measures to be submitted and agreed to ensure the proposed measures would be appropriate to highway safety.

27. Under the current outline application S/2903/14/OL, which is yet to be determined, up to 2,350 dwellings are proposed on land to the west of Cambourne. It is considered that the proposal would not have any impact upon the delivery of an enhanced access to the Cambourne West site due to the fact that it would not become a permanent access onto Sheepfold Lane. As part of the proposals for Cambourne West, a shared cycleway and pedestrian route across the Sheepfold Lane exit is proposed. The proposal is not considered to prejudice the delivery of these highway improvements as Sheepfold Lane is owned by MCA, and a licence for an access onto it would need to be agreed with them. This would then give MCA the necessary controls to ensure that the use of the exit onto Sheepfold Lane did not prejudice their interests.

### **Conclusions**

28. 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**

29. Officers recommend that the Committee grants planning permission, subject to the following conditions

### **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: SCDC 1 & SCDC 2.  
(Reason - To facilitate any future application to the Local Planning Authority under Section 73 of the Town and Country Planning Act 1990.)
3. The use of the land for vehicular parking, hereby permitted, shall cease within five years from the date of this planning consent and the land shall thereafter be returned to its former condition within a period of a month from the cessation of the use.  
(Reason: To ensure that the use of the land is for a temporary period only and that the use of the exit does not prejudice the highway safety of Sheepfold Lane in accordance with Policy DP/2 and DP/3 of the adopted Local Development Framework 2007.)
4. Prior to the completion of the development, plans to show the location and specification of the signage to be provided within the site shall be

submitted to and approved in writing by the Local Planning Authority. The agreed sign details shall be fully constructed and finished prior to the first use of the car park.

(Reason: To ensure that the appearance of the development is satisfactory and in the interests of highway safety in accordance with Policy DP/2 and DP/3 of the adopted Local Development Framework 2007.)

5. Prior to the completion of the development, plans to show the location and specification of the traffic flow control measures to be provided within the site shall be submitted to and approved in writing by the Local Planning Authority. The agreed details shall be fully constructed and finished prior to the first use of the car park and thereafter retained.

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

### **Informatives**

1. The applicant is advised that they would need to gain the relevant permission and agreement for the use of Sheepfold Lane as it is a private road.

### **Background Papers**

Where [the Local Authorities \(Executive Arrangements\) \(Meetings and Access to Information\) \(England\) Regulations 2012](#) require documents to be open to inspection by members of the public, they must be available for inspection: -

- (a) at all reasonable hours at the offices of South Cambridgeshire District Council;
- (b) on the Council's website; and
- (c) in the case of documents to be available for inspection pursuant to regulation 15, on payment of a reasonable fee required by the Council by the person seeking to inspect the documents at the offices of South Cambridgeshire District Council.

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 Core Strategy DPD 2007
- South Cambridgeshire Local Development Framework Supplementary Planning Documents:  
Trees and Development Sites SPD - Adopted January 2009  
District Design Guide SPD - Adopted March 2010
- South Cambridgeshire Local Plan Submission 2014
- Planning File Reference S/0320/15/FL

**Report Author:** Edward Durrant (Principal Planning Officer)  
Telephone: (01954) 713266



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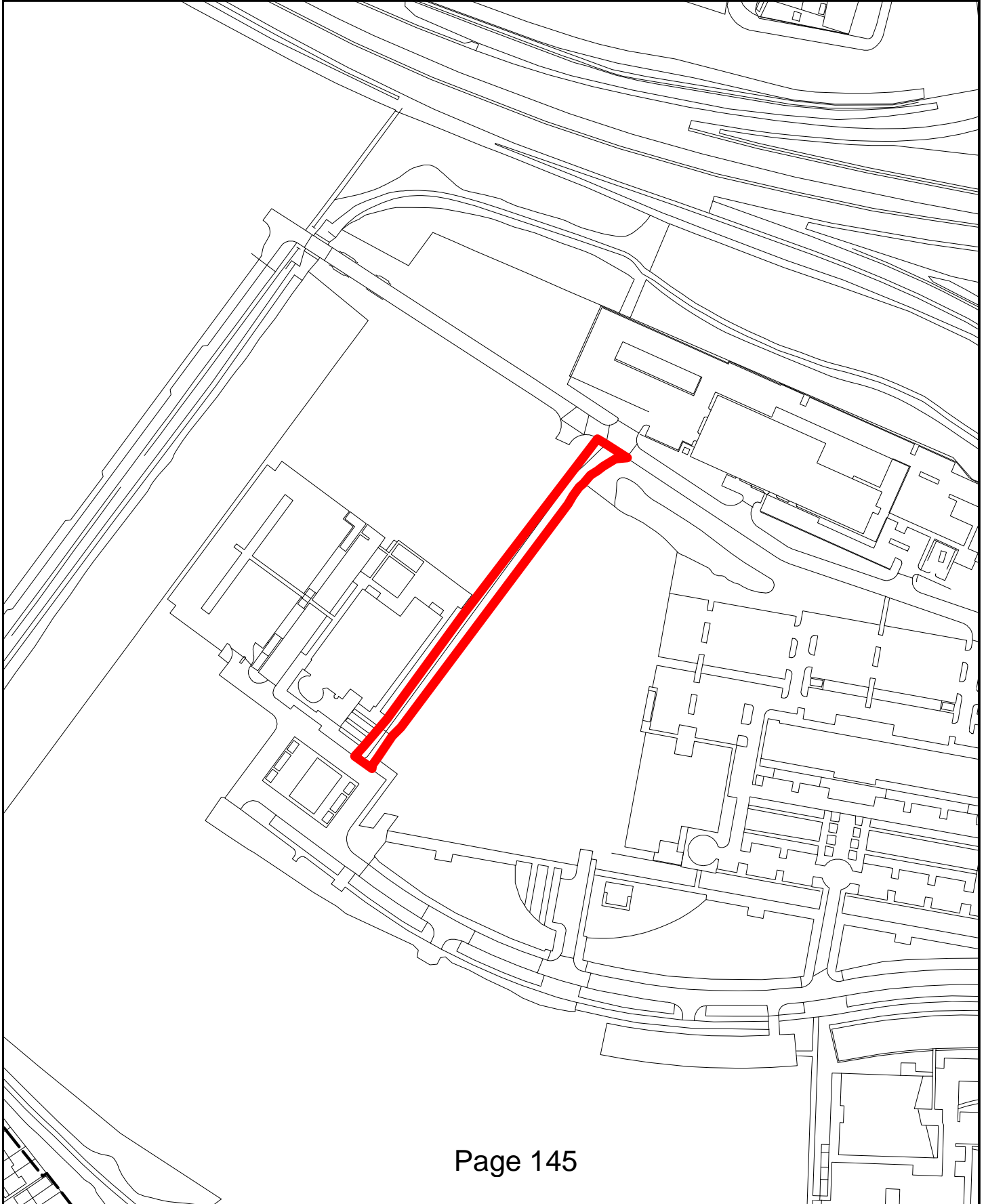
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# Agenda Item 6

## 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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<b>Application Number:</b>	S/1027/16/OL
<b>Parish(es):</b>	Swavesey
<b>Proposal:</b>	Outline planning permission for the erection of up to 99 dwellings with associated access, infrastructure and open space. All matters reserved with the exception of the means of access
<b>Site address:</b>	Land south of Fen Drayton Road, Swavesey
<b>Applicant(s):</b>	Bloor Homes Ltd
<b>Recommendation:</b>	Delegated approval (to complete section 106 agreement)
<b>Key material considerations:</b>	Five year supply of housing land Principle of development Sustainability of the location Density of development and affordable housing Character of the village edge and surrounding landscape Highway safety Residential amenity of neighbouring properties Surface water and foul water drainage Ecology Provision of formal and informal open space Section 106 Contributions Cumulative Impact
<b>Committee Site Visit:</b>	10 January 2017
<b>Departure Application:</b>	Yes
<b>Presenting Officer:</b>	David Thompson, Principal Planning Officer
<b>Application brought to Committee because:</b>	The officer recommendation of approval conflicts with the recommendation of Swavesey Parish Council and approval would represent a departure from the Local Plan
<b>Date by which decision due:</b>	11 January 2017 (Extension of time agreed)

### Executive Summary

1. The key issues to be assessed in the determination of this planning application are considered to be the principle of development, the landscape impact of the proposals

and the highway safety implications of the scheme.

2. Assessment of the principle of development rests on the case as to whether the scheme is considered to be sustainable and whether any harm identified significantly and demonstrably outweighs the benefits of the scheme. Officers acknowledge that there is some landscape harm arising from the development of a field which currently marks the transition from the edge of built development within the Swavesey village framework to the Fen Edge character of the open countryside.
3. However, the proposals include a significant area of open space in the most sensitive western section of the site. In addition, a parameter plan indicating the density of development across the site indicates that the 99 units can be provided in the eastern portion of the site can be provided with lower density development on the northern and western edges of the scheme and a central core limited to 38 dwellings per hectare. This density would allow the grading of the pattern of development out towards the most sensitive edges and thereby reducing the impact on the wider landscape. This is considered to satisfy the SHLAA report which considered that development on part of the site could mitigate the landscape impact, subject to the provision of additional landscaping, which is to be provided in the western portion of the site.
4. The Local Highway Authority has objected to the proposals due to concerns regarding the safety of the pedestrian link to be provided from the north eastern corner of the development, across Fen Drayton Road. It is acknowledged that the more logical route would be to provide a pedestrian link to Gibraltar Lane but this would negatively affect the deliverability of the site. The pedestrian link would be provided at a point where the speed limit is 30 miles per hour and within close proximity of traffic calming measures to the east and west. Within this context, the extent of the harm to highway safety is considered not to outweigh the benefits of the overall scheme, including improvements to highway and public transport infrastructure.
5. All of the other relevant material planning considerations are assessed in detail in the report. Overall, it is considered that the significant contribution the proposal would make to the deficit in the Council's five year housing land supply and the social benefits that would result from the development outweigh the potential landscape and environmental disbenefits. None of these disbenefits are considered to result in significant and demonstrable harm and therefore, it is considered that the proposal achieves the definition of sustainable development as set out in the NPPF.

### **Planning History**

6. S/0303/16/E1 – request for screening opinion as to whether Environmental Impact Assessment (EIA) development – not considered to be EIA development  
  
S/1649/81/F – Light Industrial - Refused  
  
C/0127/73/O – (Church Lane) Residential Development, 32 Houses and 16 Bungalows – Withdrawn  
  
C/0127/71/O – (School Lane) Residential Development – Refused

### **National Guidance**

7. National Planning Policy Framework 2012 (NPPF)

## Planning Practice Guidance

### **Development Plan Policies**

The extent to which any of the following policies are out of date and the weight to be attached to them is addressed later in the report.

8. **South Cambridgeshire LDF Core Strategy DPD, 2007**
  - ST/2 Housing Provision
  - ST/6 Group Villages
  
9. **South Cambridgeshire LDF 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
  - NE/1 Energy Efficiency
  - NE/3 Renewable Energy Technologies in New Development
  - NE/4 Landscape Character Areas
  - NE/6 Biodiversity
  - NE/8 Groundwater
  - NE/9 Water and Drainage Infrastructure
  - NE/11 Flood Risk
  - NE/12 Water Conservation
  - NE/14 Lighting Proposals
  - NE/15 Noise Pollution
  - NE/17 Protecting High Quality Agricultural Land
  - CC/7 Water Quality
  - CC/8 Sustainable Drainage Systems
  - CC/9 Managing Flood Risk
  - CH/2 Archaeological Sites
  - SF/10 Outdoor Playspace, Informal Open Space, and New Developments
  - SF/11 Open Space Standards
  - TR/1 Planning For More Sustainable Travel
  - TR/2 Car and Cycle Parking Standards
  - TR/3 Mitigating Travel Impact
  
10. **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
  - Health Impact Assessment SPD– Adopted March 2011
  
11. **South Cambridgeshire Local Plan Submission - March 2014**
  - S/1 Vision
  - S/2 Objectives of the Local Plan
  - S//3 Presumption in Favour of Sustainable Development
  - S/5 Provision of New Jobs and Homes
  - S/6 The Development Strategy to 2031

S/7 Development Frameworks  
S/9 Minor Rural Centres  
HQ/1 Design Principles  
H/1 Allocations for residential development at Villages (h relates to this site)  
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/9 Managing Flood Risk  
SC/2 Heath Impact Assessment  
SC/6 Indoor Community Facilities  
SC/7 Outdoor Playspace, Informal Open Space, and New Developments  
SC/8 Open Space Standards  
SC/10 Lighting Proposals  
SC/11 Noise Pollution  
TI/2 Planning for Sustainable Travel  
TI/3 Parking Provision  
TI/8 Infrastructure and New Developments

### **Consultation**

12. **Swavesey Parish Council** – object to the application for the following reasons:

Response to the original submission:

Surface water management – surface water run off is a major concern along Fen Drayton Road, with evidence of water standing in gardens of properties. Water flows across the fields and ditches into the water pipes along school lane. There is evidence of blockages within the drainage network and the Parish Council (PC) would object to any increased discharge of surface water into the School Lane system. There are concerns about the impact of this development alongside the pressure of surface water drainage from the Village College site and the impact this would have on the properties on Gibraltar Lane.

The PC also questions the location and capacity of the surface water attenuation ponds. The proposal would result in more surface water being directed through the village and additional pressure being placed on drainage capacity.

Concerns regarding the discharge rate of surface water and foul water drainage capacity are also raised. Concerns expressed regarding the highway safety impact of the scheme, in relation to the congestion on the arterial routes through the village and the difficulties associated with providing a footpath link to the main centre of the village.

The capacity of education services and health provision is also raised as a concern and there are questions about the provision of public open space and some inaccuracies within the supporting documents submitted with the application.

In relation to the revised submission, the PC maintained their objection and



highlighted the following additional concerns to those raised above:

In relation to surface water attenuation – the PC notes the amendments made to the discharge from the attenuation pond and the provision of additional storage capacity for periods when the main flood gates are shut. The attenuation pond is located close to the only pedestrian access to/from the site. The PC have questions regarding how the system will be managed and maintained and what measures can be put in place should the system fail. There is also the need to consider the cumulative impact of using the telemetry system on several sites i.e. how to prevent a rush of water into the drainage network once sluice gates re-open after a period of high levels in the Great Ouse.

The proposed pedestrian access arrangements are considered to be unsatisfactory. There is no room within the existing highway to provide a footpath link from the development. The proposal would require pedestrians walking to the village college to cross Fen Drayton Road twice. This would be a highway safety hazard and is likely to lead to people walking along the grass verge on the southern side of Fen Drayton Road, which will be dangerous.

At the November meeting of the SCDC Planning Committee, a development proposal for 70 new homes was refused on the grounds that the cumulative impact on the village would be unsustainable. This scheme for 99 would have an even more unsustainable impact in this regard.

13. **District Council Planning Policy Officer** – no objections to the principle of development as Swavesey is to be reclassified as a Minor Rural Centre in the emerging Local Plan. As such, it is considered that the quantum of development in principle does not conflict with the definition of sustainable development in the NPPF. The benefit of the additional housing should be given significant weight within the context of the lack of 5 year land supply.
14. **District Council Environmental Health Officer (EHO)** – The Public Health Specialist has commented that the Health Impact Assessment has been assessed as Grade A, which meets the required standard of the SPD Policy. The scheme is therefore acceptable in this regard.

Further assessment of the potential noise generated by the noise of traffic on adjacent roads (School Lane and High Street) and the impact that this may have on the residential amenity of the occupants of the dwellings will be required to ensure that adequate attenuation measures are put in place, if required. Details of any lighting to be installed will also need to be provided.

Noise, vibration and dust minimisation plans will be required to ensure that the construction phase of the scheme would not have an adverse impact on the amenity of neighbouring residents. These details shall be secured by condition, along with a restriction on the hours during which power operated machinery should be used during the construction phase of the development and details of the phasing of the development.

The applicant will be required to complete a Waste Design Toolkit at the reserved matters stage in order to show how it is intended to address the waste management infrastructure, and technical requirements within the RECAP Waste Design Management Design Guide. In addition conditions should secure the submission of a Site Waste Management Plan. Provision of domestic waste receptacles by the developer will be secured via the Section 106 agreement.

15. **District Council Urban Design Officer** – the area indicated as the location for built development indicates that the up to 99 dwellings could be accommodated on that part of the site. This is likely to require flatted development as a layout comprising dwellings only would not allow sufficient garden sizes and would result in a suburban form of development. The density of development would need to be graded down from the highest density in the eastern portion, reducing progressively in a westerly direction to the lowest point on the western edge of the area to be developed. As the overall density of area to be developed on the indicative site plan is 38 dwellings per hectare, this would ensure that development would be at a significantly higher density on the eastern edge of the development.
16. **District Council Landscape Design Officer** – the indicative layout plan submitted with the application shows development extending across the depth of the majority of the site from north to south. Whilst the scheme does include a significant amount of open space in the western part of the site, the width of the developed area would need to be reduced and more substantial areas of open space woven in to the residential element of the scheme. This would avoid an isolated ‘tongue’ of development on the edge of the village, which is considered to be the result of the current illustrative layout. This is considered to be harmful to the rural Fen Edge character of the land to the west of the village framework, which is defined by the stark contrast between open agricultural fields and development within the framework. This site is an important part of that transition.
17. **Cambridgeshire County Council Transport Assessment Team** – recommend refusal of the application due to safety concerns relating to the proposed pedestrian access from the north eastern corner of the site, along Fen Drayton Road. As the scheme is for up to 99 dwellings, a safe secondary means of access for pedestrians and cyclists should be provided and the proposed route is considered to be unacceptable from a highway safety perspective.  
  
The Local Highway Authority has no objection to the proposed vehicular access, concluding that adequate visibility splays can be achieved from this access. The County Council has also confirmed that the number of trips generated by the proposed scheme (61 two way trips on the route along School lane to Middle Watch in the AM peak and 50 in the PM peak) would not exceed the capacity of the adjacent junctions.
18. **Cambridgeshire County Council Historic Environment Team** – no objection is raised but a condition should be attached to the outline planning permission requiring a Written Scheme of Investigation (WSI) to be completed and any agreed mitigation measures implemented prior to the commencement of development. The WSI should include the statement of significance and research objectives, the programme and methodology of site investigation and recording and a programme of post-excavation assessment.
19. **Cambridgeshire County Council Flood & Water Team** – no objection subject to the application following the submission of a revised Flood Risk Assessment (FRA). The amended information confirms that the measures would attenuate a volume of surface water to accommodate a 1 in 100 annual probability level of flood risk, with zero discharge for 3 weeks of the year. Both swales and an attenuation pond would be included within the development to provide a sustainable drainage system.
20. **Environment Agency** - no objection in principle, offered recommendations and informative regarding surface water drainage, foul water drainage, potential ground

contamination, pollution prevention and conservation.

21. **Anglian Water** - No objections received, and advised –  
Wastewater treatment – The foul drainage from this development is in the catchment of Over Water Recycling Centre, which currently does not have capacity to treat the flows from your development site. Anglian Water are obligated to accept the foul flows from your development with the benefit of planning consent and would therefore take the necessary steps to ensure that there is sufficient treatment capacity should the planning authority grant planning permission.

Foul Sewage Network – The sewage system at present has available capacity for these flows. If the developer wishes to connect to our sewage network they should serve notice under section 106 of the Water Industry Act 1991. We will advise them of the most suitable point of connection.

Surface Water Disposal – The preferred method of surface water disposal would be to a sustainable drainage system (SuDS) with connection to sewer seen as the last option. Building regulations (part H) on Drainage and Waste Disposal for England includes a surface water drainage hierarchy, with infiltration on site as the preferred disposal option, followed by discharge to watercourse and then connection to a sewer. The surface water strategy/flood risk assessment submitted with the planning application relevant to Anglian Water is acceptable. We request that the agreed strategy is reflected in the planning approval.

Anglian Water recommends a condition attached to any grant of planning approval with regard to a surface water strategy.

22. **Contaminated Land Officer** – The site does not appear to be at high risk in terms of contamination, it is a large site and being redeveloped into a sensitive end uses (housing), advises that a Phase 1 Environmental Desk Study is required to determine the application, alternatively conditions should be attached to any subsequent decision requiring further investigations.

23. **Air Quality Officer** - to ensure that sensitive receptors in the vicinity of the development are not affected by the negative impact of construction work such as dust and noise, as well as ensuring that the applicant complies with the Council's low emission strategy for a development of this scale, conditions should be included that require the submission of a Construction Environmental Management Plan/Dust Management Plan, and an electronic vehicle charging infrastructure strategy

24. **Affordable Housing Officer** - The site is located outside of the development framework of Swavesey and should therefore be considered as an exception site for the provision of 100% affordable housing to meet the local housing need in line with Policy H/10 of the proposed Local Plan. However, should this application not be determined as an exception site, then the Council will seek to secure at least 40% affordable housing. The developer is proposing 99 market dwellings, 40 of these would have to be affordable. The mix and tenure split for the 40 affordable dwellings should be as follows:

Affordable Rented

8 x 1 Beds  
12 x 2 beds  
7 x 3 beds  
1 x 4 bed

### Shared Ownership

6 x 2 beds

6 x 3 beds

8 properties should be allocated to those with a local connection to Swavesey and the remaining 32 should be allocated on a 50/50 split basis between applicants with a local connection to Swavesey and those with a District wide connection.

Properties should be built to DCLG technical housing standards.

**Section 106 Officer** – details of the summary of section 106 requirements are appended to this report. Specific policy compliant contributions and necessary mitigation measures are discussed in detail in the main body of the report.

25. **Cambridgeshire County Council Growth Team** – This proposal would result in an anticipated 30 children in the early years age bracket, 16 of which would qualify for free provision. A contribution towards an extension which provided 2 pre-school classrooms but for which there is an identified funding deficit is being sought from this scheme.

In relation to primary provision, combining this proposal and the recently refused application for up 70 dwellings at land to the rear of 130 Middle Watch (ref. S/1605/16/OL) the anticipated population increase would result in an increase of 60 children. This scheme alone would generate 35 primary school age children. The project identified to mitigate this impact is space within the 3 classroom extension which has already been completed to the primary school, but for which a funding shortfall has been identified and the County Council.

A sum of £72,595 for early years and £261,166 for primary provision was secured towards the project as part of the Section 106 Agreement at 18 Boxworth End appeal which was allowed. A discount of £778,072 has also been applied by the Education Authority due to the fact that the scheme replaced two temporary classrooms and a further reduction has been applied to account for non CIL complaint works.

The County Council have calculated that 59% of the anticipated increase in primary school pupils would come from this scheme, 41% from the Middle Watch development (which remains relevant as the time for submission of an appeal has not yet lapsed). The contribution towards the total cost of the pre-school and primary education provision being sought from this scheme therefore is £262,143 (59% of £444,311).

In relation to secondary school provision, the anticipated number of pupils from the development is 25. In assessing the potential impact of developments within the catchment of Swavesey Village College (within which the application site falls), the County Council have assessed the cumulative impact of this proposal alongside others within the same catchment area. These schemes are the planning applications at The Ridgeway in Papworth Everard, Land at Mill Road in Over, land rear of 18 Middle Watch in Swavesey and land to the rear of 130 Middle Watch in Swavesey.

The County Council have confirmed that an extension to increase capacity at the Village College by 150 pupils has been completed, as a result of an identified shortfall in capacity in 2012. The total cost of the extension project was £3,900,000. Of this amount, a total of £3,150,000 was secured through grant funding sourced by the Village College and the County Council, leaving a shortfall of £750,000. The capacity increase resulting from this extension would allow the cumulative impact of each of these schemes to be mitigated.

A sum of £106,002 was secured from the planning permission granted on appeal for 30 dwellings on land south of this site, leaving a deficit of £643,998. Dividing £643,998 proportionately between the above listed schemes, the contribution sought from this scheme is £148,119 (23% of the contribution as 99 units equates to 23% of the housing stock proposed across these applications).

A contribution is requested to improve the provision of library services. A figure of £28.92 per the additional residents (247.5 in the Council's calculation) is based on the standard charge approach adopted by the Museums, Libraries and Archives Council and is considered to be CIL compliant as a specific project to make the scheme acceptable in planning terms. The total contribution to address the deficit in library provision is £7,157.70.

26. **Swavesey Internal Drainage Board (IDB)**- no objection to the amended flood risk assessment on the basis that all mitigation measures and details of the surface water level controlling mechanism are secured by condition and via a legal agreement
27. **Historic England (HE)** – recognises that there would be limited intervisibility between the application site and nearby grade I and II\* listed buildings, scheduled ancient monuments and the Swavesey conservation area. As a result, the advice of the Local Authority conservation officer should be sought but HE does not object.
28. **District Council Conservation Officer** – no objection to the amended flood risk assessment on the basis that all mitigation measures and details of the surface water level controlling mechanism are secured by condition.
29. **NHS England** - request a sum of £32,640 to provide an additional 16.32 square metres of floorspace to accommodate the additional 238 anticipated population increase (nb. Different projection to the County Council figures above). The NHS response indicates that this figure does not include an assessment of any additional car parking capacity and have indicated that they do not have the evidence base to make a request for extension/reconfiguration of the site in this regard.
30. **District Council Ecology** – Initially raised a holding objection due to the need for further information with regard to the potential impact of the development on Great Crested Newts. This has been removed following the submission of additional details.
31. **District Council Tree Officer** – no objection to the outline planning application. Details of the means of protecting existing trees to be retained should be secured by condition and details of new landscaping will be required at the reversed matters stage.
32. **Highways England** – no objection
33. **Sport England** – no comments to make

#### **Representations**

34. 64 letters of representation have been received in objection to the application (excluding multiple copies from the same household). These raise the following concerns (summarised):
  - Fen Drayton Road is a narrow highway, erecting the proposed number of dwellings with an access onto this road would be a highway safety hazard.
  - Existing congestion on Gibraltar Lane and other neighbouring streets would be

- made significantly worse by the amount of trips generated by the scheme.
- The scheme underestimates the level of parking provision – 150 spaces in this development is considered to be insufficient and below the capacity needed based on current households in the village.
- The proposal will increase the risk of flooding through the development of a green field site adjacent to existing residential properties. There is already evidence of flooding within the gardens on the properties on Gibraltar Lane (east of the site).
- There is a need for bungalows to be built in the village – this scheme proposes properties of 2 and 2.5 storeys in height only. Provision should be made for accommodation for elderly persons.
- There is insufficient capacity at the primary school or the Village College to accommodate the additional children that would result from the occupation of the proposed development.
- The doctor's surgery does not have capacity to accommodate the increase in the population of the village that would result from the occupation of the proposed development.
- New development on this scale should be concentrated in the nearby new settlement of Northstowe, not on the edge of existing villages
- There is a need for 'starter' homes in the village, not more large properties on the scale proposed.
- The cumulative impact of development on the village needs to be considered – 30 dwellings have also recently been approved off Boxworth End which will have implications in terms of traffic movements in the village and the capacity of infrastructure.
- The site is close to the Village College and there is a security risk associated with trespass onto the college playing fields.
- The proposal would have an adverse impact on the residential amenity of neighbouring properties and on the environment of the Village College through noise generated by the residents of the scheme.
- The existing culvert at the junction between Gibraltar Lane and School Lane is smaller in capacity than the culvert downstream at the junction between Priors Avenue and School Lane. The culvert cannot cope with the volume of surface water currently draining off the land, and this would be made worse by the proposed development.
- The proposal would represent a 10% increase in the size of the village. This scale of development would have an adverse impact on the character of Swavesey
- Public transport is at capacity in peak times and congestion on the A14 has a severe impact on commuting times.
- The proposed pedestrian links will involve crossing Fen Drayton Road twice to access the Village College on Gibraltar Lane – this would be a highway safety hazard.
- The proposal would have an adverse impact on the capacity of sewage drainage infrastructure
- The village has limited community facilities – the post office has recently closed and the level of facilities is considered insufficient to support expansion of the population on the scale proposed.
- There is no room for a footpath along Fen Drayton Road to connect the site entrance to the existing footpath along that road to the east of the site. The result will be people walking along the grass verge which is a safety hazard.
- Until there is a clear plan for extending the school facilities, improving sewage infrastructure etc this planning application should not be approved.
- The proposal would have an adverse impact on surface water drainage capacity in the village and presents a flood risk. Water currently moves across the open field and developing this land will increase the amount of surface water which needs to be drained from the site.

- The site is of high biodiversity value and this would be threatened by the development of the site.
- There are more suitable sites for development in neighbouring villages e.g. Over which has three main roads into the village and better access to public transport, or Fen Drayton or Fenstanton, where there are fields which could be developed and schools with capacity to accommodate development. Willingham and Longstanton would also be more suitable locations for development.
- The density of the development is considered to be too high given the village edge location and the low density of the existing properties on Gibraltar Lane.

In addition to these objections, a representation of objection has been received from the ward Councillor (Cllr Sue Ellington) which raises the following concerns (summarised):

- This scheme is located outside of the development framework and would have a significant impact on the character of Swavesey and the capacity of services and infrastructure within the settlement.
- The village has increased in size significantly in the last two years and with this proposal, the village will have expanded by 20% in that time. This is considered to be an unsustainable level of growth.
- There are inaccuracies in the information provided by the applicant in relation to the sustainability of the location. The post office is no longer in the market square, reference is made to Over village and some bus routes are incorrectly referenced.
- The schools and health facilities do not have capacity to accommodate the additional population – pupils are already having to be allocated spaces at Fen Drayton school.
- Three storey properties should not be included as part of the scheme as this scale of development would have an adverse impact on the character of the surrounding area. Reference is made to the prevailing linear character of the existing village.
- Concerns relating to the capacity of the network to cope with additional surface water run off which will result from the development of this greenfield site
- Highway safety concerns due to the narrow nature of Fen Drayton Road

3 letters of representation in support of the application have been received, raising the following points (summarised):

- The village requires more houses to be able to meet demand. Existing houses that are placed on the market sell very quickly, indicating a very high level of demand.
- Housing numbers are growing in neighbouring villages, the same should happen in Swavesey

35. **Swavesey Primary School and the Village College** have made representations in relation to the application and have raised the following concerns (summarised):

Swavesey Primary School:

- The school has undergone a 24% increase in student numbers over the last 3 years and has struggled to provide space to maintain a high standard of education.
- The recent extension of the main school building has replaced temporary buildings within the grounds of the school, it has not improved capacity. Further expansion would decrease the amount of outdoor open space available to pupils

- even further.
- There are already capacity issues as pupils are having to attend schools in neighbouring villages due to limited space at Swavesey Primary School.
- There would be significant traffic congestion either outside the Swavesey Primary School which is in the centre of the village or additional traffic generated by journeys to schools in neighbouring villages. Either of these situations would be a highway safety hazard.
- The impact on capacity should this scheme be approved would add to the problems already resulting from the number of pupils that would be generated by the 30 units recently approved on appeal at Boxworth End and in Over

Swavesey Village College:

- The Village College will already be increasing in size by 20% in the next (sic) five years and has struggled to maintain standards.
- Expansion has already taken place and there will be a need to accommodate children who will attend school in Northstowe following a temporary period – this presents the school with a serious capacity issue.
- Were the development to go ahead, a number of the pupils would be required to attend the Village Colleges in neighbouring villages.
- There are site constraints which ensure that expansion of the school significantly beyond the existing capacity is not a viable option.

Nb. These letters have been forwarded to Cambridgeshire County Council as Education Authority and have been considered by them in their response to this application.

36. **Campaign to Protect Rural England (CPRE)** – the Council’s five year housing land supply deficit has been addressed by the submission of the draft Local Plan. The emerging Local Plan makes provision for an increase in the number of houses to be developed in the District. The scheme would significantly exceed the 30 dwelling limit on new residential development in Minor Rural Centres and should therefore be refused.

**Site and Surroundings**

37. The application site is currently agricultural land located on the north western edge of Swavesey. The eastern boundary of the site borders the existing village envelope boundary, which is also the rear boundary of the properties on Gibraltar Lane. To the south of the application site, land within the ownership of the applicant would separate the southern edge of the development from the grounds of Swavesey Village College. Fen Drayton Road runs parallel with the northern boundary of the site and a drainage ditch also runs parallel with that boundary. There is a recent development of affordable housing to the north. Land to the north west and west is predominantly open countryside.

**Proposal**

38. The applicant seeks outline planning permission for the erection of up to 99 dwellings and associated infrastructure works. The means of access is the only matter to be approved at this stage, with all other matters (landscaping, layout, scale and appearance) reserved.

**Planning Assessment**



39. The key issues to consider in the determination of this application in terms of the principle of development are the implications of the five year supply of housing land deficit on the proposals, the impact of development on the character of the surrounding countryside, the sustainability of the location, the density of development and affordable housing. An assessment is required in relation to the impact of the proposals on the character of the village edge and surrounding landscape, highway safety, the residential amenity of neighbouring properties, environmental health, surface water and foul water drainage capacity, the provision of formal and informal open space and other section 106 contributions. The cumulative impact of this proposal and other developments of a size that trigger the need for contributions to infrastructure capacity to be sought also needs to be considered.

### **Principle of Development**

#### **Five year housing land supply:**

40. The National Planning Policy Framework (NPPF) requires councils to boost significantly the supply of housing and to identify and maintain a five-year housing land supply with an additional buffer as set out in paragraph 47.
41. The Council accepts that it cannot currently demonstrate a five year housing land supply in the district as required by the NPPF, having a 3.7 year supply using the methodology identified by the Inspector in the Waterbeach appeals in 2014. This shortfall is based on an objectively assessed housing need of 19,500 homes for the period 2011 to 2031 (as identified in the Strategic Housing Market Assessment 2013 and updated by the latest update undertaken for the Council in November 2015 as part of the evidence responding to the Local Plan Inspectors' preliminary conclusions) and latest assessment of housing delivery (in the housing trajectory November 2016). In these circumstances any adopted or emerging policy which can be considered to restrict the supply of housing land is considered 'out of date' in respect of paragraph 49 of the NPPF.
42. Unless circumstances change, those conclusions should inform, in particular, the Council's approach to paragraph 49 of the NPPF, which states that adopted policies "for the supply of housing" cannot be considered up to date where there is not a five year housing land supply. Those policies were listed in the decision letters and are: Core Strategy DPD policies ST/2 and ST/5 and Development Control Policies DPD policy DP/7 (relating to village frameworks and indicative limits on the scale of development in villages). The Inspector did not have to consider policies ST/6 and ST/7 but as a logical consequence of the decision these should also be policies "for the supply of housing".
43. Further guidance as to which policies should be considered as 'relevant policies for the supply of housing' emerged from a recent Court of Appeal decision (Richborough v Cheshire East and Suffolk Coastal DC v Hopkins Homes). The Court defined 'relevant policies for the supply of housing' widely so not to be restricted 'merely policies in the Development Plan that provide positively for the delivery of new housing in terms of numbers and distribution or the allocation of sites,' but also to include, 'plan policies whose effect is to influence the supply of housing by restricting the locations where new housing may be developed.' Therefore all policies which have the potential to restrict or affect housing supply may be considered out of date in respect of the NPPF. However even where policies are considered 'out of date' for the purposes of NPPF paragraph 49, a decision maker is required to consider what (if any) weight should attach to such relevant policies.

44. Where a Council cannot demonstrate a five year supply of housing land, paragraph 14 of the NPPF states that there is a presumption in favour of sustainable development. It says that where relevant policies are out of date, planning permission should be granted for development unless the adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in the NPPF taken as a whole, or where specific policies in the NPPF indicate development should be restricted.
45. This means that where planning permission is sought which would be contrary to the policies listed above, such applications must be determined against paragraph 14 of the NPPF, unless other national policies indicate an exception to this, Green Belt land is one such exception. Sustainable development is defined in paragraph 7 of the NPPF as having environmental, economic and social strands. When assessed these objectives, unless the harm arising from the proposal 'significantly and demonstrably' outweighs the benefits of the proposals, planning permission should be granted (in accordance with paragraph 14).
46. The site is located outside the Swavesey village framework, although adjacent to the north western boundary of the village, and in the countryside, where policy DP/7 of the LDF and Policy S/7 of the Draft Local Plan state that only development for agriculture, horticulture, forestry, outdoor recreation and other uses which need to be located in the countryside will be permitted. The erection of a residential development of up to 99 dwellings would therefore not under normal circumstances be considered acceptable in principle. However, this policy is considered out of date due to the current lack of a 5 year housing land supply as set out above.
47. It falls to the Council as decision maker to assess the weight that should be given to the existing policy. Officers consider this assessment should, in the present application, have regard to whether the policy continues to perform a material planning objective and whether it is consistent with the policies of the NPPF.
48. Development in Group Villages (the current status of Swavesey) is normally limited to schemes of up to 8 dwellings, or in exceptional cases 15, where development would make best use of a single brownfield site. This planning objective remains important and is consistent with the NPPF presumption in favour of sustainable development, by limiting the scale of development in less sustainable rural settlements with a limited range of services to meet the needs of new residents in a sustainable manner.
49. It is proposed to elevate Swavesey from a Group Village to a Minor Rural Centre in the emerging Local Plan. Existing Core Strategy policy ST/5 normally limits development in Minor Rural Centres is normally limited to schemes of up to 30 dwellings and this threshold would be retained in the emerging Local Plan Policy S/9. This limit is considered to be a significant consideration as it emphasises that such villages are less sustainable rural settlements with a more limited range of services to meet the needs of new residents in a sustainable manner than in Rural Centres. Such villages are, however, amongst the larger settlements within the District.
50. Within the context of the lack of a five year housing land supply, Officers are of the view that sites on the edges of these locations generally and Swavesey specifically, can, in principle, accommodate more than the indicative maximum of 30 units and still achieve the definition of sustainable development due to the level of services and facilities provided in these villages. Due to the extent of the evidence base behind the proposed elevation of the status of the village to a Minor Rural Centre in the emerging Local Plan, it is considered that emerging policy S/9 should be afforded significant weight in the determination of this application

51. As part of the case of the applicant rests on the current five year housing land supply deficit, the developer is required to demonstrate that the dwellings would be delivered within a 5 year period. Officers are of the view that the applicant has demonstrated that the site can be delivered within a timescale whereby weight can be given to the contribution the proposal could make to the 5 year housing land supply.
52. The proposals are assessed below against the social and economic criteria of the definition of sustainable development.
53. The environmental issues, including impact on the open countryside, are assessed in the following sections of the report. In relation to the loss of higher grade agricultural land, policy NE/17 states that the District Council will not grant planning permission for development which would lead to the irreversible loss of grades 1, 2 or 3a. Part of this site is classified as grade 3 agricultural land.
54. The site is not allocated for development in the existing or the emerging Local Plan. However, given the sustainable location of the site for residential development and the fact that the Council cannot demonstrate a five year supply of housing land, it could be argued that the need for housing overrides the need to retain the agricultural land when conducting the planning balance. Given the extent of the housing supply deficit, it is considered that compliance with criteria b of NE/17 should be afforded more weight than the conflict with criterion a.

Social Sustainability:

55. Paragraph 55 of the NPPF seeks to promote sustainable development in rural areas advising 'housing should be located where it will enhance or maintain the vitality of rural communities', and recognises that where there are groups of smaller settlements, development in one village may support services in a village nearby.
56. The development would provide a clear benefit in helping to meet the current housing shortfall in South Cambridgeshire through delivering up to an additional 99 residential dwellings, 40% of which would be affordable (36 units). Ensuring that the housing mix in the market element of the scheme would accord with emerging policy H/8 (discussed in detail later in this report) is a matter to be dealt with at the reserved matters stage.
57. The affordable housing can be secured through a Section 106 Agreement. Officers are of the view the provision of up to 99 additional houses, including the affordable dwellings, is a social benefit and significant weight should be attributed this in the decision making process, particularly in light of the Housing Officer's confirmation that there is a significant need for affordable housing in Swavesey.
58. The adopted Open Space SPD requires the provision of just over 2700 metres squared of open space for a development on the scale proposed. The scheme exceed this amount by a significant margin (in excess of 8000 square metres is proposed) and would include sufficient space for the inclusion of an equipped play area with land surrounding it, as required by the SPD. Given that Swavesey has an identified short fall in play space and informal open space, the fact that this amount of space can be provided at the density of development indicated is considered to be a significant social benefit of the proposals.
59. Paragraph 7 of the NPPF states that the social dimension of sustainable development includes the creation of a high quality built environment with accessible local services.

The indicative layout plan demonstrates that the site can be developed for the number of dwellings proposed, although there are aspects which require further consideration at the reserved matters stage.

Impact on services and facilities:

60. Paragraph 204 of the NPPF relates to the tests that local planning authorities should apply to assess whether planning obligations should be sought to mitigate the impacts of development. In the line with the CIL regulations 2010, the contributions must:
  - necessary to make the scheme acceptable in planning terms
  - directly related to the development
  - fairly and reasonably related in scale and kind to the development proposed.
61. In applying this guidance this planning application, officers consider that the contributions sought through the section 106 agreement, in addition to the facilities required by the emerging allocation policy, should be based upon an assessment of the availability and capacity of services in Swavesey.
62. As already stated, it is considered that significant weight should be attributed to the elevated status of Swavesey as a Minor Rural Centre in the emerging Local Plan. Emerging policy S/9 states that residential development of up to a maximum indicative size of 30 dwellings will be permitted, subject to the satisfaction of all material planning consideration. The proposal would significantly exceed this number and would not be within the existing framework boundary. This scale of development must be considered in light of the facilities in Swavesey and the impact of the scheme on the capacity of public services.
63. Paragraph 204 of the NPPF relates to the tests that local planning authorities should apply to assess whether planning obligations should be sought to mitigate the impacts of development. In the line with the CIL regulations 2010, the contributions must:
  - necessary to make the scheme acceptable in planning terms
  - directly related to the development
  - fairly and reasonably related in scale and kind to the development proposed.
64. There are bus stops located on Middle Watch, 375 metres to the east of the site. These bus stops are accessible from School Lane but a footpath connection would be required between the western end of School Lane and the application site to achieve pedestrian connectivity to the development. The citi 5 bus service provides regular transport to and from Cambridge at commuting times and throughout the day during the week. A regular service also runs on this line on a Saturday but there is no service on a Sunday.
65. The Guide Busway is approximately 1 kilometre further north and so travel to this service on foot may reasonably be considered less likely but that provides a regular bus service to Cambridge and St. Ives 7 days a week. Given the relatively close proximity of the site to the bus service (if footpath improvements were secured) and the frequency of the service at commuting times as well as during the day, it is considered that the site is well served by public transport, which enhances the environmental sustainability of the scheme by reducing reliance on car travel.
66. Cambridgeshire County Council is the Education Authority. In May 2013, the County Council identified that a 5 classroom extension (2 for pre-school and 3 for primary aged children) was required to accommodate the growing population of primary and

early years aged children in the catchment area of Swavesey Primary School. This scheme was included in the County Council's 2016-17 Capital Programme, at a total cost of £2,350,000. Funding of £306,643 from the Education Funding Agency has been secured and £404,820 of the cost of the project falls beyond the scope of CIL regulations (as this provided facilities not strictly required to accommodate the increase in pupil numbers). A discount of £778,072 has also been applied by the Education Authority due to the fact that the scheme replaced two temporary classrooms.

67. In addition, a sum of £72,595 for early years and £261,166 for primary provision was secured towards the project as part of the Section 106 Agreement at 18 Boxworth End appeal which was allowed, reducing the coverall project shortfall of the combined project to £444,311.
68. This proposal would result in an anticipated 30 children, 16 of which would qualify for free provision and the 2 pre-school classroom element of the extension described above is the project against which contributions for this element can be sought.
69. The County Council have calculated that 59% of the anticipated increase in primary school pupils would come from this scheme, 41% from the Middle Watch development (which remains relevant as it may yet be the subject of an appeal). The contribution towards the total cost of the pre-school and primary education provision being sought from this scheme therefore is £262,143 (59% of £444,311).
70. In relation to secondary school provision, the anticipated number of pupils from the development is 25. In assessing the potential impact of developments within the catchment of Swavesey Village College (within which the application site falls), the County Council have assessed the cumulative impact of this proposal alongside others within the same catchment area. These schemes are the planning applications at The Ridgeway in Papworth Everard, Land at Mill Road in Over, land rear of 18 Middle Watch in Swavesey and land to the rear of 130 Middle Watch in Swavesey.
71. The County Council have confirmed that an extension to increase capacity at the Village College by 150 pupils has been completed, as a result of an identified shortfall in capacity in 2012. The total cost of the extension project was £3,900,000. Of this amount, a total of £3,150,000 was secured through grant funding sourced by the Village College and the County Council, leaving a shortfall of £750,000. The capacity increase resulting from this extension would allow the cumulative impact of each of these schemes to be mitigated.
72. A sum of £106,002 was secured from the planning permission granted on appeal for 30 dwellings on land south of this site, leaving a deficit of £643,998. Dividing £643,998 proportionately between the above listed schemes, the contribution sought from this scheme is £148,119 (23% of the contribution as 99 units equates to 23% of the housing stock proposed across these applications).
73. A contribution is requested to improve the provision of library services. This would finance the provision of an additional mobile library route within the village and an increase in the range of materials offered by the library service, to accommodate the additional population resulting from the development. A figure of £28.92 per the additional residents (247.5 in the Council's calculation) is based on the standard charge approach adopted by the Museums, Libraries and Archives Council and is considered to be CIL compliant as a specific project to make the scheme acceptable in planning terms. The total contribution to address the deficit in library provision is £7,157.70.

74. In terms of health impact, the applicant has submitted an Impact Assessment in this regard. This Assessment acknowledges that there may need to be an upgrade in public service facilities to accommodate the needs of the occupants of the development to ensure that the high standards of public health in locality are maintained. The report identifies that Swavesey surgery is currently operating above the Royal College of General Practitioners guideline of 1 doctor per 1,800 enrolled patients.
75. NHS England has commented on the application and has stated that their assessment of capacity is based on the amount of floorspace required to run a practice as opposed to the number of GP's. On the basis of their calculation, NHS England have requested a sum of £32,640 to provide an additional 16.32 square metres of floorspace to accommodate the additional 238 anticipated population increase (nb. Different projection to the County Council figures above). The NHS response indicates that this figure does not include an assessment of any additional car parking capacity and have indicated that they do not have the evidence base to make a request for extension/reconfiguration of the site in this regard.
76. NHS England have indicated in their response that they consider the requested sum to meet the tests for seeking contributions as set out in the NPPF, quoted above. This sum is considered necessary to mitigate the deficit in the capacity of Swavesey surgery that would result from the projected population increase from the development and subject to this being secured through the section 106 agreement, the development would not be socially unsustainable in this regard.
77. The fact that the developer has agreed to the principle of paying the contribution to fund the additional infrastructure required to offset the impact of the development in this regard ensures that the impact of the scheme on the capacity of these facilities could be adequately mitigated, weighing in favour of the social sustainability of the scheme.
78. In addition to the primary, secondary schools and a GP surgery, Swavesey has a post office and village store, a newsagent, library access point and mobile library and a better range of shops and services than most group villages. There are sites with offices accommodating employment uses, including the Cygnus Business Park on Middlewatch.
79. Memorial Hall provides a main hall of 155 square metres and meeting rooms. There is a recreation ground which includes an equipped area of play space, a pavilion and football pitches for both junior and senior levels. The village college also offers a number of sports facilities and there are two sites of allotments in the village.
80. Cumulatively, it is considered that Swavesey offers a range of services beyond meeting day to day needs and this is reflected in the status of the village as a Minor Rural Centre i.e. second in the list of sustainable groups of villages in the district.
81. Given the above assessment and the supporting evidence submitted with the planning application, it is considered that the adverse impacts of the development in terms of social sustainability could be mitigated through the contributions towards expanded library and NHS provision, to be secured via a Section 106 agreement.

Economic sustainability:

82. The provision of up to 99 new dwellings will give rise to employment during the

construction phase of the development, and has the potential to result in an increase in the use of local services and facilities, both of which will be of benefit to the local economy.

83. Overall, it is considered that the proposed development would achieve the social and economic elements of the definition of sustainable development, subject to the mitigation measures quoted above, which the applicant has agreed to in principle and can be secured via a Section 106 agreement.

### **Density of development and affordable housing**

84. The scheme would be of a lower density than required by policy HG/1 of the LDF and emerging Local Plan policy H/7 (30 dwellings per hectare) when taking the site as whole (just below 5 hectares in area). The density equates to approximately 20 dwellings per hectare. However, both policies include the caveat that a lower density may be acceptable if this can be justified in relation to the character of the surrounding locality. Given that the application site is located on the edge of the settlement, it is considered that this proposal meets the exception tests of the current and emerging policy with regard to the density of development.
85. The illustrative masterplan indicates a developed area that would exclude the western part of the site, with that area given over to public open space. As such, the density of the proposed developed area would be 38 dwellings per hectare. Given that there are landscape considerations which ensure that the developed area of the site could not increase in size to a significant extent, it is considered that this would be likely to remain the overall density of an acceptable scheme, despite the layout and scale not being fixed at this outline stage.
86. Current policy HG/1 states that 'higher net densities of at least 40 dwellings per hectare should be achieved in more sustainable locations.' However, the emerging policy states that average density should be 30 within settlements such as Swavesey, including on exception sites. The supporting text of that policy, based on the more up to date guidance within the NPPF states that 'The appropriate density of any particular location will be determined by the nature of the area and by its surroundings and by a need to use land efficiently as a finite resource.'
87. In this case, the applicant has provided a parameter plan showing how the density of development could be graded out across the developed area. The majority of the built area would be developed out at 33 dwellings per hectare with a central core developed at a density of 38 dwellings per hectare. The north western edge of the development, fronting on to Fen Drayton Road would be developed at 22 dwellings per hectare (and would be limited to 2 storeys in height). The most sensitive edge in landscape terms is considered to be the western edge, where the density would reduce to 20 dwellings per hectare.
88. This masterplan demonstrates that 21% of the scheme could be developed out at a density one third lower than the minimum target density would be considered appropriate within the built up part of the village framework. Only the central core of 27 units (27.2% of the 99 dwellings) would be more than 10% over this minimum and would remain below the 40 dwellings per hectare encouraged in more sustainable locations under policy HG/1. Overall, it is considered that the proportion of the scheme that is either below or within 10% of the minimum density required by policy HG/1 is sufficient to ensure that the density of development would not be unsustainable in this location. The landscape impact of the proposals is considered in more detail later in this report.

89. Under the provisions of policy HG/2, the market housing element of proposed schemes is required to include a minimum of 40% 1 or 2 bed properties. The detail of the housing mix proposed within the market element of the scheme (59 units) has not been specified.
90. Policy H/8 of the emerging Local Plan is less prescriptive and states that the mix of properties within developments of 10 or more dwellings should achieve at least 30% for each of the 3 categories (1 and 2 bed, 3 bed and for or more bed properties), with the 10% margin to be applied flexibly across the scheme. This policy is being given considerable weight in the determination of planning applications due to the nature of the unresolved objections, in accordance with the guidance within paragraph 216 of the NPPF.
91. As the application is outline only, a condition requiring this mix is recommended to ensure that the scheme is policy compliant and addresses the concerns expressed in the representations that only large houses will be constructed within the development.
92. In response to comments raised by residents and the Parish Council, the applicant has agreed to accept a condition that the development will bring forward a minimum of 5% of the properties as bungalows at the reserved matter stage. This will help to secure a number of smaller properties and accommodation suitable for a range of ages and needs within the final scheme, enhancing the social sustainability of the development.

### **Character of the village edge and surrounding landscape**

#### **Landscape Impact**

93. A SHLAA assessment considered the application site and the section of land to the south which is also in the applicant's ownership. This assessment highlights the fact that the South Cambridgeshire Village Capacity Study describes Swavesey as a village lying within predominantly flat, arable countryside, with landscape planting being the only significant intervention in long distance open views on the wider approaches to the settlement. The Capacity Study highlights the contrast between this character and the more heavily landscaped village edge. The SHLAA review refers to the fact that the village college and some newer housing development is visible from wider views but highlights the fact that the existing planting softens the impact of the existing development as a contrast to the arable fields beyond.
94. In assessing the impact of the development of the whole site for an indicative number of up to 162 dwellings (based on officer's assessment of the capacity of the site), the SHLAA assessment considered that development on this site would sit higher than existing development within the framework due to the topography of the site. This would result in more prominent development than the existing village edge, which would contrast negatively with the existing approach along Rose and Crown Road and Fen Drayton Road, where the predominant character is glimpses of development beyond a landscaped edge.
95. Within this context, the SHLAA assessment concludes that 'development of this site would have a significant adverse effect on the landscape and townscape setting of Swavesey. The site is very open and rural in character and development on this site would be very large scale and harmful to the character of the village.....It would result in a large scale westwards expansion along School Lane, having a significant impact on the approach to the village.' On landscape character, the SHLAA report does state



that ‘...it may be possible to integrate a smaller scale of development with additional landscaping to create a soft edge.’

96. The applicant has submitted a Landscape and Visual Impact Assessment (LVIA) with the planning application. This concludes that, all of the 10 viewpoints considered are of moderate or high sensitivity in landscape terms. In relation to the view looking south east from Fen Drayton Road, the significance of visual impact is considered to be ‘moderate’ with the sensitivity is also considered to be ‘moderate.’ The same applies looking south west from Fen Drayton Road. The survey considers that there would be moderate adverse impact once the development has been built out on views looking east from Fen Drayton Road. The magnitude and significance of the landscape impact of the other viewpoints considered in the assessment are concluded to be negligible, with no impact at all from the public footpath north of Conington Road.
97. The LVIA states that the scheme has been designed to retain the majority of the structural landscaping on the edge of the site, which is identified as a key characteristic of the rural character of the Fen Edge location and a means of emphasising the transition from the edge of the built development to the east and the open agricultural fields to the west.
98. In terms of landscape character, the report concludes at 8.8 that ‘There are likely to be very limited impacts on a wider landscape (scale) as the combination of the existing and proposed vegetation and the generally flat topography results in limited locations from where the proposed development will be perceived from the wider landscape. The openness of the arable farmland to the west contrasts with the more intimate landscape at the village edge; the proposed development and its inherent landscape strategy aims to assimilate it within this edge.’
99. The District Council Landscape Officer has raised some concerns with regard to the existing indicative layout. It is considered that, whilst the scheme does include a significant amount of open space in the western part of the site, the width of the developed area would need to be reduced and more substantial areas of open space woven in to the residential element of the scheme.
100. It is considered that it may be possible to extend the frontage of the development further west along Fen Drayton Road. In that scenario, this section of the development would need to be relatively shallow (north-south) to allow a significant area of green space to the south of this. This area of open space would need to be extended eastwards into the main developed area of the site to break up the density and allow a smoother transition between the edge of the village to east and the open fields to the west.
101. An alternative approach, as outlined on the indicative densities plan, would be to concentrate the highest density of development in a central core, with a lower density to the north and south of this area, with the lowest density of development on the western edge of the scheme. This scenario would address the concern that the development would appear as a ‘block’ of buildings within the landscape by grading the density out towards the edge of the scheme. This would respond to the high density of development on the existing village edge to the north east of the site, whilst also recognising the need to provide a transition out to the open countryside beyond, which is currently provided by the long gardens to the rear of the properties on Gibraltar Lane.
102. The Sustainability Appraisal which formed the evidence base for the SHLAA exercise concluded on landscape impact that development of the wider site would have a

significant adverse impact. However, as stated above, it was concluded in the SHLAA report (in weighting up the heritage, townscape and landscape considerations) that a development on a smaller scale with additional landscaping could overcome these concerns. It is considered that the proposal has responded to the landscape impact concerns, proposing to develop significantly less than half of the of the area considered in the SHLAA with buildings and including a significant landscape buffer provided on the western edge. The number of dwellings has also been reduced from the 162 dwellings (indicative capacity) to 99.

103. In assessing the comments of the Landscape Officer and the conclusions of the SHLAA report, it is acknowledged that there would be some harm to the local landscape character, which currently provides a stark contrast between the built environment to the east of the site and the open land immediately west of the village framework boundary, which is typical of the Fen Edge Character Area. However, the extent of the harm from this proposal has been reduced by clear reference to the mitigation measures suggested in the SHLAA report, which acknowledges that the site is capable of being developed in a way that would avoid significant harm.
104. Within the context of a lack of five year housing land supply, the Inspector for the New Road, Melbourn appeal (199 dwellings and a care home) provided guidance in a case where landscape harm is identified and balancing this against the need to address the lack of housing land supply. In that case the Inspector concluded that case in relation to landscape harm that 'while the development of this site would cause very limited harm to the wider landscape, there would be a greater localised harm to the character of the village and its countryside setting, in conflict with development control policies. This carries fairly significant weight (in the planning balance).' In weighing this harm against the benefit of housing provision in that location, the Inspector concluded that '...while there would be some notable adverse impacts, they would not be sufficient to outweigh the very significant benefits of the proposal (i.e. the provision of additional housing in the District).'
105. Officers acknowledge that each site must be assessed on its own merits and that the number of houses proposed at Melbourn was greater than the 99 proposed in this scheme. However, the Inspector acknowledged that there would be 'screening' of open views from the edge of the village and a loss of views over open fields in the Melbourn case. This harm applies in a similar way to this scheme and has been commented upon by local residents and reflects the Parish Council's concern in terms of the scale of the development.
106. Whilst the number of houses proposed in this case would be smaller (and therefore the benefit less significant in terms of a contribution to the deficit in supply), the landscape impact would also be less due to the smaller scale of the development and the fact that the size of the site allows the grading of the density of the scheme and the inclusion of a significant landscape 'buffer' through the retention of a large area of open space in the western portions, which is the more sensitive area in landscape terms.
107. In light of this appeal decision and the fact that the applicant has responded to the SHLAA assessment through the indicative proposal, it is considered that, on balance, the harm to the landscape arising from this proposal would not outweigh the benefits of providing additional (including 40% affordable) on the edge of a village it is proposed to elevate to Minor Rural Centre status in the emerging Local Plan.

## **Trees**

108. The arboricultural assessment submitted with the planning application indicates that the site is largely devoid of trees other than those on the boundary of the site, the vast majority of which could be retained and the proposed number of units accommodated on the site. It is considered that any loss of trees/hedgerow to accommodate the new vehicular access would be limited and could be compensated for through additional planting within the open space area and also as an aide to breaking up the density of the developed part of the site. Preservation of the landscape planting on all of the boundaries of the site could be secured by condition. Details of the proposed landscaping measures is a consideration for the reserved matters stage, should outline planning permission be granted.

### **Ecology**

109. The Phase I Habitat Survey submitted with the planning application proposes mitigation and biodiversity enhancement measures to be introduced as part of the scheme. The scheme proposes the introduction of a wildflower meadow and a surface water attenuation pond which would comply with the NPPF which encourages opportunities for biodiversity enhancements to be incorporated into new development. In relation to Great Crested Newts, the Ecology Officer considers that further survey work is required to identify the location of a receptor site, details of the size and habitats to be supported of the receptor site and the amount of habitat to be lost, retained and created. This additional work has been undertaken and the holding objection removed as a result.
110. The recommended mitigation measures in relation to all protected species can be secured by condition. A habitat management plan and a biodiversity enhancement and management plan can also be secured by condition

### **Highway safety and parking**

111. The Highway Authority has objected to the proposals on the basis that there would be safety concerns with any pedestrian crossing of Fen Drayton Road to the north of the site, due to the constrained width of the highway at that point. No other means proposed of providing a pedestrian link.
112. One option which has been explored with the applicant is the creation of a right of way from the southern edge the site, through the land owned by the applicant immediately to the south and connecting to the existing access to the field from Gibraltar Lane. Officers acknowledge that this would be the most desirable method of improving the permeability of the development and allowing safe pedestrian access along Gibraltar Lane to the Village College and beyond that to the amenities within the centre of the village.
113. The applicant has indicated that there is a covenant which precludes the use of the land to the south of the red line area for anything other than horticultural or agricultural use and for access to the rear of properties on Gibraltar Lane which back onto the field. Having taken legal advice on this issue, the Highway Authority are maintaining their objection as their view is that the creation of an access would not require hardstanding to be laid at the rear of the properties to provide the access and it would be possible to create a route with a width sufficient for adoption by the County Council as a Public Right of Way, removing the need for any private responsibility for maintenance etc.
114. The covenant states that a right of way must be maintained from Gibraltar Lane to the rear of the properties at 31, 35, 37 and 39 on that road to the rear of their properties

but that the land beyond the access strip shall only be used for 'agricultural or market gardening and horticultural purposes' and that no dwellinghouses should be erected on that land.

115. Whilst covenants are often not in themselves material planning considerations as such restrictions are enforceable under civil as opposed to planning law, this restriction would affect the deliverability of the scheme in this case.
116. Officers have sought legal advice on the extent to which the covenant would prevent the creation of a footpath through the affected land. This followed the submission of a solicitor's opinion, sought by the applicant, which supports their view that only development associated with agriculture or horticulture would meet the terms of the covenant. The advice from the Shared Services planning and property solicitors is that the restrictions within the covenant would not be overridden by a footpath connected to a residential development – because this would not represent an agricultural or horticultural use of the land or be required to facilitate such uses. The advice also indicates there is uncertainty around the ability to get indemnity insurance and be able to secure the land for development if the provision of this pedestrian route was a requirement of the planning permission, due to definite wording of the covenant in terms of the type of development that can occur on the land.
117. It is acknowledged that the current proposal would require pedestrians to cross the highway three times (twice across Fen Drayton Road) to get from the entrance to the site to Gibraltar Lane, where the Village College is located.
118. However, there are traffic calming measures in close proximity to the west, in the form of an island which requires vehicles entering the village to give way to cars heading west along Fen Drayton Road and there are speed bumps prior to a roundabout adjacent to the east. This section of Fen Drayton Road is also within the 30 mile an hour limit zone.
119. The above mentioned mitigating factors are considered to reduce the harm to highway safety although officers acknowledge that a footpath link through the land to the south, connecting directly to Gibraltar Lane, would be a more desirable option and there is some harm arising from the proposal. In determining the weight to be attributed to this harm, it is necessary to consider the enhancements to be offered as part of the proposal in terms of wider pedestrian improvements, incentives to use public transport and the upgrading of infrastructure associated with these services.
120. The applicant has submitted a Road Safety Audit relating to the proposed pedestrian crossing. The audit highlighted two issues with the original proposal. The first issue was the proximity of that access to the ditch on the northern boundary of the site. This has been resolved by moving the pedestrian crossing eastwards so that it would now sit between two gullies. The second issue was the location of the raised table junction between School Lane and Gibraltar Lane, a ramp of which was likely to interfere with a private driveway. The raised table has been extended eastwards in the revised submission to avoid this situation.
121. The applicant has indicated a willingness to provide a commuted sum for the upgrading of sections of the footpath along Middle Watch which are in a poor state of repair. This would contribute towards improved pedestrian connectivity for occupants of the development to the doctor's surgery and would also be of wider benefit to residents in the village for the same reason. Given that the route connects the development with a service that occupants of the development would use, this requirement is considered to be related to the development and necessary to make

the scheme acceptable in planning terms, as required by the CIL regulations.

122. A commuted sum is also offered to enhance the facilities at the Swavesey Guided Busway stop. This funding could contribute towards either the provision of additional secure cycle stands or measures to improve the infrastructure associated with the service e.g. a lighting scheme, or a mixture of these. Furthermore, the applicant has agreed to the funding of 6 month passes for use of the Guided Busway by residents of the development. This is considered to be a measure which would encourage occupants of the development to use alternative modes of transport and the improvements to the facilities at the Guided Busway stop would help to accommodate this. Given that the Guided Busway is within a 20 minutes walk of site, these contributions are also considered to be CIL compliant.
123. In response to the concerns regarding the proposed pedestrian access arrangements, officers have negotiated the inclusion of the above measures to improve facilities for the benefit of existing users of these facilities as well as the population of the proposed development. These works are not within a spending programme identified by the County Council as Local Highway Authority and are therefore benefits that would not be achieved without the delivery of the proposed development.
124. The objection of the Local Highway Authority to the principle of the proposed arrangement is acknowledged. However, it is the role of the Local Planning Authority to weigh this objection against all of the other material considerations. Specifically in relation to the pedestrian link issue, it is considered that the traffic calming measures that are already in place within the vicinity of the proposed crossings (30mph, bollards in the lane on the approach to the village and the roundabout at the junction with Moat Way) would reduce the level of harm to an extent that would not outweigh the benefits of the improvements package offered by the applicant to mitigate the impact of the development.
125. The Local Highway Authority has no objection to the proposed vehicular access, concluding that adequate visibility splays can be achieved from this access. The County Council has also confirmed that the number of trips generated by the proposed scheme (61 two way trips on the route along School lane to Middle Watch in the AM peak and 50 in the PM peak) would not exceed the capacity of the junctions. The traffic generated by the proposed development is also considered not to exceed the capacity of the Gibraltar Lane/ Middle Watch junction, which is an important consideration given the location of the Village College on Gibraltar Lane. Whilst the concern of local residents and the Parish Council in this regard is noted, it is considered that such a reason for refusal could not be substantiated at appeal without the support of the statutory consultee.
126. In relation to parking provision, it is considered that at the density proposed, there would be sufficient space to design plots which could make provision for 2 parking spaces per plot, thereby meeting the requirements of the LDF in this regard. This factor is considered to indicate that the proposed development would not lead to pressure for on street parking in a way that would disrupt the free passage of the adopted highway.

#### **Residential amenity**

127. The application is in outline only and therefore the layout plan submitted is for illustrative purposes only. However, officers need to be satisfied at this stage that the site is capable of accommodating the amount of development proposed, without having a detrimental impact on the residential amenity of occupiers of adjacent

properties.

128. In the highest density area at the centre of the scheme, the 38 dwellings per hectare would result in an average plot size of 200 square metres. This is considered sufficient to achieve a dwelling size significantly greater than the minimum residential space standards proposed in policy H/11 of the emerging Local Plan (85 square metres for a 3 bed house with 5 occupants) and allow sufficient space for 80 square metres of garden space (the upper limit of the standards within the adopted Design Guide) along with the required space for driveways etc to the front of the plots. Across the remainder of the developed area, the amount of space per plot would be greater (considerably so on the northern and western edges).
129. In light of the above assessment, it is considered that the indicative zonal densities plan indicates that the separation distances as prescribed in the adopted design guide (25 metres between elevations with habitable windows, 13 metres from elevations with windows facing blank elevations) could be achieved to avoid any unacceptable impact in terms of loss of light, overbearing and overlooking issues.
130. Standard conditions relating to the construction phase of the development have been recommended by the EHO and these can be attached to the decision notice. The separation distance to be retained between the eastern edge of the development and the rear elevations of the properties on Gibraltar Lane is provided by the substantial depth of the rear gardens of those properties. It is considered that the proposed number of units can be accommodated on the site without having any adverse impact on the residential amenity of those neighbouring properties in terms of unreasonable overlooking or overshadowing. Standard conditions relating to the construction phase of the development have been recommended by the EHO and these can be attached to the decision notice.

### **Surface water and foul water drainage**

#### **Surface water drainage**

131. The site lies in Flood Zone 1. The Lead Local Flood Authority (LLFRA) has not raised an objection following the submission of a revised surface water drainage strategy. Officers have discussed the issue of the drainage discharge rates raised by the Parish Council with the LLFRA and Anglian Water. It is the case that a lower discharge rate of 3 litres per second was required for the affordable housing development to the north of this site, on the opposite side of Fen Drayton Road.
132. In relation to this application however, Anglian Water have confirmed that a higher discharge rate of 5 litres per second can be achieved in a way that would not have an adverse impact on drainage capacity and that the sewer in Moat Way could accommodate these rates. Officers are of the view that there is no identified harm associated with the proposed surface water strategy and as such, this would not be a reason for refusing planning permission that could be substantiated at appeal.
133. However, in recognition of the concerns expressed by local residents, officers have negotiated further improvements to the drainage strategy. The amended information confirms that the measures would attenuate a volume of surface water to accommodate a 1 in 100 annual probability level of flood risk, with zero discharge for 3 weeks of the year. Both swales and an attenuation pond would be included within the development to provide a sustainable drainage system. On the basis of this information, both the LLFRA and the IDB have withdrawn their respective objections to the application. Compliance with the flood risk assessment, including full details of

all attenuation measures (including the mechanism for monitoring surface water levels on the site) can be secured by condition at this outline stage.

134. The Environment Agency requires conditions to be included in any consent preventing surface water and contamination issues in a sensitive area. These can be included in any consent.

#### **Waste and Foul water drainage**

135. Anglian Water has confirmed that the site is within the catchment area of the Over Water Recycling Centre and that this facility does not currently have capacity to treat the wastewater flows from the development. They confirm that they are legally obliged to provide this capacity however and are responsible for meeting this requirement.
136. Officers have held a meeting with Anglian Water, in recognition of the concerns regarding the capacity of the treatment works. Anglian Water have explained that it is only at the point that there is certainty a scheme will be built i.e. outline and reserved matters planning permission has been granted that a specific project will be identified. The required works would be identified and carried out in the time between the granting of planning permission and the occupation of the development. On the applicant's indicative timescale, the development would not be fully occupied until more than 2 years after the discharge of conditions, should planning permission be granted. This would allow sufficient time for any upgrade works to be completed and as such, the current deficit in capacity would not be a reasonable ground on which to refuse planning permission.
137. In relation to foul sewage, Anglian Water have confirmed that there is currently capacity within the network to accommodate the additional flows from the development and as such has no objections to the scheme in this regard.

#### **Section 106 contributions**

138. In addition to the County Council in terms of library provision and the NHS already identified in this report, the Section 106 Officer has confirmed that the site has the capacity to achieve the 99 units proposed and also meet the required provision for formal and informal space on site. As none of the details are to be fixed at this stage, a legal agreement could make provision for an eventuality where equipped open space could be provided off site should the proposal at the reserved matters stage involved a scheme which would not meet the Open Space SPD requirement in full through on site provision.
139. A contribution of approximately £100,000 (made up of a tariff based contribution based on housing mix) is considered necessary to provide a contribution to the provision of outdoor sport play space. This would be achieved through the improvement of a field to the rear of properties on Boxworth End, secured for maintenance by the Parish Council for this use, as a result of a recent appeal decision which allowed a development of 30 dwellings. As there have been less than 5 pooled contributions made towards this infrastructure previously, this contribution is considered to be compliant with the CIL regulations. This would help to address the shortfall in formal open space provision and would be a significant social benefit of the scheme.
140. It is considered that a contribution towards the upgrading of the facilities at the Memorial Hall would allow the scheme to comply with current and emerging local policies which require the impact of development on the capacity of community indoor

facilities to be mitigated. This project was identified as part of the 2008 Swavesey Parish Plan and would address the deficit of 83 square metres of indoor community space identified in the external audit and needs assessment adopted in 2009. As there have not been 5 pooled contributions made towards this infrastructure previously, this contribution is considered to be compliant with the CIL regulations.

141. Household Waste Receptacles charged at £72.50 per dwelling and a monitoring fee of £1,500 (flat fee), along with all of the other requirements to be secured through the section 106. The final Section 106 figure is dependent upon housing mix which is to be finalised under scale at the reserved matter stage.

### **Other matters**

#### Cumulative Impact

142. Officers are aware that there are other large scale applications for residential development in Swavesey where the principle of development relies on the District Council's deficit in five year housing land supply. These are the applications listed in paragraphs relating to education provision. Each planning application has to be assessed in its own merits. Whilst officers realise that all development has the potential to contribute to a cumulative impact, the CIL regulations require that each applicant must only be responsible for mitigating the impact of that specific scheme.
143. Therefore, officers are of the view that only schemes of a size that would attract contributions to increasing education and health provision can be reasonably included in the assessment of cumulative impact. Officers have considered the cumulative impact of these schemes on the capacity of services and facilities in Swavesey and have worked with consultees to ensure that they have done the same, including in relation to education provision.
144. The County Council as Education Authority have considered the anticipated population increase if all schemes came forward (acknowledging that the 30 dwellings at Boxworth End has been granted outline approval) and have come to the conclusion that the extensions already built at the Primary School and the Village College are sufficient to meet the cumulative anticipated population increase from these schemes. The County Council have made this assessment with the knowledge that the Primary School and the Village College have also objected to that application, with the Primary School also objecting to the recently refused application at land to the rear of 130 Middle Watch (which remains relevant as an appeal could still be lodged in relation to that scheme at the time of writing this report).
145. In relation to the capacity of health services, whilst a specific scheme is not identified, the amount of space required to mitigate the population increase arising from this proposal amounts to one tenth of the space required per GP according to the NHS England guidelines. Whilst it is acknowledged that there is insufficient room to extend to the front of the surgery (due to the impact this would have on parking capacity), additional space could be created through internal modification and there is space at the rear of the site for an extension to the building.
146. Given this information, it is considered that there is insufficient evidence to substantiate a refusal of this application as part of a cumulative effect on the capacity of social infrastructure within Swavesey.
147. In relation to drainage, it is considered that the revised information submitted with this application would achieve the requirement not to result in additional surface water on



the site once the development has been constructed. This is evidenced by the removal of the LLFRA's initial objection and the lack of objection from Anglian Water to the proposed scheme. In relation to landscape impact, it is considered that this development would be sufficiently separated from the other schemes to avoid cumulative impact in this regard.

148. Following this assessment, officers are content that the sustainability credentials of this proposal have been demonstrated satisfactorily when assessed alongside the proposal at land rear of 130 Middle Watch and the other sites identified in this report and that approval of this application would not prejudice the outcome of the other applications.

#### Archaeology and Heritage

149. The County Council Archaeologist considers that the site is of high archaeological potential, lying south west of the Swavesey 'Castle Hill' earthworks and Swavesey Priory, both of which are designated heritage assets on the Historic Environment Record. To the south east of the Priory, there are moats and ponds which could be connected to the Priory site. The application site is close to the medieval core of the village and excavations have uncovered evidence of Iron Age, Roman, Saxon and Medieval settlement. The Archaeologist has therefore requested that further investigation works be undertaken, prior to the determination of the planning application.
150. The additional information submitted confirms that significant archaeological evidence of medieval activity is present within the vicinity of the proposed development. There is also potentially evidence of Roman settlement within the locality. The report concludes that no evidence exists of high archaeological value in a location that would be harmed as a result of the development. On that basis, no objection is raised by the County Council Archaeologist, subject to a condition being attached to the outline planning permission requiring a Written Scheme of Investigation to be completed and any agreed mitigation measures implemented prior to the commencement of development.
151. Section 66(1) of the Listed Buildings and Conservation Areas Act 1990 states: "In considering whether to grant planning permission for development which affects a listed building or its setting, the local planning authority or, as the case may be, the Secretary of State shall have special regard to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses".
152. Section 72(1) of the Listed Buildings and Conservation Areas Act 1990 states: "In the exercise, with respect to any buildings or other land in a conservation area, special attention shall be paid to the desirability of preserving or enhancing the character or appearance of that area".
153. Policy CH/4 states that proposals for extensions to listed buildings will be determined in accordance with legislative provisions and national policy and planning permission will not be granted for development that would adversely affect the curtilage or wider setting of a listed building. Advice on setting is also contained within the adopted Listed Buildings SPD at paragraphs 4.37-4.42. Similarly policy CH/5 echoes the statutory test set out above and is augmented by the advice in the adopted Conservation Areas SPD.
154. Historic England recognises that there would be limited intervisibility between the

application site and nearby grade I and II\* listed buildings, scheduled ancient monuments and the Swavesey conservation area. As a result, they have not objected to the application. The District Council Conservation Officer has also raised no objections to the proposals.

155. The Design and Access Statement submitted with the application indicates that the majority of the development would be 2 storeys in height with some 2.5 storey high units to form 'landmark' buildings in certain locations across the site. The height of development would not be fixed at this stage however as this would be dealt with under 'scale' at the reserved matters stage.
156. The application site is 420 metres south west of the Swavesey conservation area and in excess of 450 metres south west of the Caste Hill earthworks Scheduled Ancient Monument. Given these separation distances and the presence of a relatively dense area of modern housing development in the intervening space, it is considered that the proposed development would not have an adverse impact on the setting of these designated heritage assets.
157. There is a grade II listed building (Hale Windmill) located across open fields to the north west of the site but given the separation distance to be retained, it is considered that the development would not have an adverse impact on the setting of that heritage asset, subject to sensitive design of the northern edge of the proposal, which could be secured at the reserved matters stage. As such, the proposal would result in less than substantial harm to the setting of any heritage assets

#### Environmental Health

158. The Public Health Specialist has commented that the Health Impact Assessment has been assessed as Grade A, which meets the required standard of the SPD Policy. The scheme is therefore acceptable in this regard.
159. There is no objection to the proposal in respect of air quality. However, to ensure that sensitive receptors in the vicinity of the development are not affected by the negative impact of construction work such as dust and noise, as well as ensuring that the applicant complies with the Council's low emission strategy for a development of this scale, conditions should be included that require the submission of a Construction Environmental Management Plan/Dust Management Plan, and an electronic vehicle charging infrastructure strategy.
160. Further assessment of the potential noise generated by the noise of traffic on adjacent roads (School Lane and High Street) and the impact that this may have on the residential amenity of the occupants of the dwellings will be required to ensure that adequate attenuation measures are put in place, if required. Details of any lighting to be installed will also need to be provided.
161. The site is considered to be a low risk in relation to land contamination and as such it is considered that a phase I contaminated land assessment can be required by condition at this outline stage, to ensure that the detailed layout does not result in any adverse impact in this regard, acknowledging the sensitive end use proposed for the site.
162. Noise, vibration and dust minimisation plans will be required to ensure that the construction phase of the scheme would not have an adverse impact on the amenity of neighbouring residents. These details shall be secured by condition, along with a restriction on the hours during which power operated machinery should be used

during the construction phase of the development and details of the phasing of the development.

163. The applicant will be required to complete a Waste Design Toolkit at the reserved matters stage in order to show how it is intended to address the waste management infrastructure, and technical requirements within the RECAP Waste Design Management Design Guide. In addition conditions should secure the submission of a Site Waste Management Plan. Provision of domestic waste receptacles by the developer will be secured via the Section 106 agreement. The developer should ensure that the highway design allows for the use of waste collection vehicles and this is a detailed matter relating to the layout of the scheme at the reserved matters stage.
164. The applicant has committed to 10% of the energy requirements generated by the development being produced by renewable sources. A condition will be required to ensure that the noise impact of any plant or equipment for any renewable energy provision such as air source heat pumps is fully assessed and any impact mitigated.
165. It is considered that each of these issues could be dealt with through the imposition of conditions at this outline stage.

#### Prematurity

166. As outlined above in light of the appeal decisions at Waterbeach regarding the 5 year land supply this application needs to be considered against policies in the NPPF. However Members also need to address the issue of whether the approval of development on this site would be premature in respect of the consideration of the Submission Local Plan.
167. The Planning Practice Guidance states that the NPPF explains how weight may be given to policies in emerging plans. It states that in the context of the NPPF and the presumption in favour of sustainable development, arguments that an application is premature are unlikely to justify refusal of planning permission, other than where it is clear that the adverse impacts of granting planning permission would significantly and demonstrably outweigh the benefits, taking the NPPF policies and any other material considerations into account.
168. The PPG indicates that such circumstances are likely to be limited to situations where both the development proposed is so substantial, or its cumulative effect would be so significant, that to grant planning permission would undermine the plan-making process by predetermining decisions about the scale, location of phasing of new development that are central to an emerging local plan; and the emerging plan is at an advance stage but is not yet formally part of the development plan for the area.
169. Where permission is refused on grounds of prematurity, the PPG states that a Local Planning Authority will need to clearly indicate how the grant of permission would prejudice the outcome of the plan-making process.
170. Following the assessment throughout this report, it is considered that the harm arising from the proposal would be less than substantial when conducting the balancing act of weighing the benefits against the harm caused by the scheme.

#### Conclusion

171. The Sustainability Appraisal which accompanied the SHLAA exercise on the wider site concluded that in 10 of the 46 categories, this site was considered unsustainable.

The fact that the site is not within 800 metres of Cambridge City Centre and is not previously developed land are two factors apply to the vast majority of sites coming forward on the edge of settlements within the District due to the lack of five year housing land supply and the former applies to a number of sites within village frameworks. The lack of a train station within 800 metres of the site is a situation which likewise applies to a large number of settlements within the District. The site is marginally more than 800 metres to the doctor's surgery, but the same or a greater distance applies to the entirety of the northern part of the existing village.

172. The nearest main employment centre (Bar Hill) is more than 3 kilometres from the site. However, the Cygnus Business Park and Buckingham Business Park provide sources of employment within 3 kilometres and it is considered reasonable to factor in access to the Guided busway, which is approximately 1.5 kilometres from the site. This service provides regular journeys to sources of employment in Cambridge and St. Ives. The site is within walking distance of a bus service which is hourly through the main part of the day Monday to Saturday and does allow commuting to and from Cambridge. It would be possible to connect to cycle routes via the pedestrian link to Fen Drayton Road. This includes the route along the Guided Busway route and there is a lit cycle path which runs from the southern edge of Swavesey to Buckingham Business Park.
173. The County Council as Education Authority consider that the issues relating to the capacity of the Primary School and Village College have been addressed through recently completed extension projects (completed since the publication of the SHLAA report and associated Sustainability appraisal). Whilst the concerns relating to existing situation at the schools is noted, County and District Council officers have factored in the forecasted changes in the catchment population during the build out and phased impact of different age groups in reaching this assessment, not just the immediate context.
174. The other key area of assessment considered to be unsustainable in the Appraisal was landscape impact. However, as stated previously in this report, the SHLAA report considered that a scheme smaller than 162 units could be accommodated on the site with additional landscaping provided to create a 'soft edge.' Given the extent of the open space to be provided in the western portion of site, it is considered that the proposal demonstrates that this concern has been satisfied by proposing a number of units 63 less than the site capacity, as determined by the SHLAA exercise.
175. Following this assessment and the response of statutory consultees, whilst officers recognise the concerns of local residents and the Parish Council, it is considered that the mitigation measures proposed address the areas of weakness in infrastructure capacity and landscape harm to the extent that the benefits of the proposals outweigh the disbenefits.
176. The pedestrian link would be provided at a point where the speed limit is 30 miles per hour and within close proximity of traffic calming measures to the east and west. Within this context, the extent of the harm to highway safety is considered not to outweigh the benefits of the overall scheme, including improvements to highway and public transport infrastructure.
177. Whilst the concerns relating to the pedestrian access link are acknowledged, it is considered that the traffic calming measures that are already in place within the vicinity of the proposed crossings (30mph, bollards in the lane on the approach to the village and the roundabout at the junction with Moat Way) would reduce the level of harm to an extent that would not outweigh the benefits of the improvements package

offered by the applicant to mitigate the impact of the development.

178. It is considered that the issues raised in relation to environmental health, trees and ecology can be dealt with by condition.
179. It is considered that the scheme includes positive elements which enhance social sustainability. These include:
- the positive contribution of up to 99 dwellings towards the housing land supply in the district based on the objectively assessed need for 19,500 dwellings and the method of calculation and buffer identified by the Waterbeach Inspector
  - the contribution of 40% affordable housing in the context of a significant level of district wide housing need
  - significant public open space, including equipped areas of play.
  - the package of contributions to be secured through the Section 106 agreement towards the enhancement of offsite community facilities and pedestrian links
  - potential for access to public transport, services, facilities and employment
  - employment during construction to benefit the local economy.
  - potential to result in an increase in the use of local services and facilities
180. Overall, it is considered that the significant contribution the proposal would make to the deficit in the Council's five year housing land supply and the social benefits that would result from the development outweigh the potential landscape and environmental disbenefits, including highway safety. None of these disbenefits are considered to result in significant and demonstrable harm when balanced against the positive elements. Therefore, it is considered that the proposal achieves the definition of sustainable development as set out in the NPPF.

### **Recommendation**

181. Officers recommend that the Committee grants planning permission, subject to the following:

#### **Section 106 agreement**

182. Completion of an agreement confirming payment of the following as outlined in Appendix 1:

#### **Draft conditions**

- 183.
- (a) Outline planning permission
  - (b) Time limit for submission of reserved matters
  - (c) Time limit for implementation (within 2 years of approval of reserved matters)
  - (d) Approved plans
  - (e) Landscaping details
  - (f) Contaminated land assessment
  - (g) Dust, noise, vibration mitigation strategy
  - (h) Noise assessment relating to impact of road traffic on the A14 and primary routes adjacent to the site on the amenity of the occupants of the proposed development– including necessary mitigation measures
  - (i) Details of renewable energy generation (including water efficiency/conservation measures) and within the development and associated noise assessment and mitigation measures – 10% renewables and compliance.
  - (j) Scheme to detail upgrading of bus stops on Middle Watch

- (k) Scheme for provision of additional cycle stands at the Guided Busway
- (l) Details of the proposed pedestrian link from the site to the existing footpath network on Fen Drayton Road
- (m) Foul water drainage scheme
- (n) Surface water drainage scheme (including technical specification of surface water monitoring device)
- (o) Sustainable drainage strategy
- (p) Tree Protection measures including
- (q) Retention of boundary hedges
- (r) Compliance with flood risk assessment
- (s) Traffic Management Plan – including subsidised bus travel for 6 months
- (t) Time restriction on the removal of trees
- (u) Detailed plans of the construction of the accesses
- (v) Pedestrian visibility splays
- (w) Ecological enhancement and habitat management plan
- (x) Scheme of archaeological investigation
- (y) Site waste management plan
- (z) Restriction on the hours of power operated machinery during construction
  - (aa) Phasing of construction
  - (bb) Approved ecological surveys
  - (cc) Compliance with ecological survey submitted
  - (dd) External lighting to be agreed
  - (ee) Cycle storage
- (ff) Housing mix within market element to be policy compliant
- (gg) Minimum of 5% bungalows to be provided
- (hh) Boundary treatments
- (ii) Waste water management plan
- (jj) Construction environment management plan
- (kk) Details of piled foundations
- (ll) Fire hydrant locations
- (mm) Screened storage for refuse
- (nn) Vehicle Charging Infrastructure Strategy

### **Informatives**

- 184. (a) Environmental health informatives
- (b) Exclusion of indicative plans from approval

### **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 Reference: S/1027/16/OL

**Report Author:** David Thompson Principal Planning Officer  
Telephone Number: 01954 713250



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## Heads of terms for the completion of a Section 106 agreement

Swavesey – Fen Drayton Road (S/1027/16/OL)	
South Cambridgeshire District Council (Affordable Housing)	
Affordable housing percentage	40%
Affordable housing tenure	70% affordable rent and 30% Intermediate
Local connection criteria	First 8 to be allocated to those with a local connection to Swavesey, with the remaining allocated 50/50 between local connection and the District wide Housing Register

## Section 106 payments summary:

Item	Beneficiary	Estimated sum
Early years and Primary School	CCC	£262,143
Secondary School	CCC	£148,119
Libraries and lifelong learning	CCC	£7,157.70
Transport	CCC	£54,000
Sports	SCDC	£100,000
Indoor community space	SCDC	£50,000
Household waste bins	SCDC	£7,500
Monitoring	SCDC	£2,000
Healthcare	SCDC	£32,640
<b>TOTAL</b>		<b>£663,560</b>
<b>TOTAL PER DWELLING</b>		<b>£6,702.62</b>

## Section 106 infrastructure summary:

Item	Beneficiary	Summary
Children's play	SCDC	Local Equipped Area of Play serving 2-8 year olds  Older children's play area

## Planning condition infrastructure summary:

Item	Beneficiary	Summary
Foot improvements	CCC	Improvements to be provided along Middlewatch
Travel plan including free bus passes	CCC	6 month free bus pass per dwelling

CAMBRIDGESHIRE COUNTY COUNCIL																			
<b>Ref</b>	CCC1																		
<b>Type</b>	Early years and Primary Education																		
<b>Policy</b>	DP/4																		
<b>Required</b>	YES																		
<b>Detail</b>	<p>According to County Council guidance the development is expected to generate a net increase of 21 early years aged children of which 11 would be eligible for s106 contribution and 25 primary school places.</p> <p>This development is expected to contribute towards the project to increase the capacity of the early years facility at Swavesey Primary School. The catchment school is Swavesey Primary School.</p> <p>In May 2013, Cambridgeshire County Council identified a 3 classroom primary school extension and 2 pre-school classroom extension to replace 3 temporary classrooms at Swavesey Primary School to accommodate the growing primary school aged population in the catchment arising from natural growth in the population and the impact of new housing developments.</p> <p>The project has been costed at £2,350,000 (CCC Capital Programme 2016-2017 Ref. A/C.01.011).</p> <table border="1"> <tr> <td>Total cost of 5 new classrooms and other works</td> <td>£2,350,000</td> </tr> <tr> <td>Less non s106 items (Internal works and proportion to 3 classroom extension, not related to the development)</td> <td>£404,820</td> </tr> <tr> <td>Subtotal</td> <td>£1,945,180</td> </tr> <tr> <td>Less cost of re-provision existing accommodation</td> <td>£1,167,108</td> </tr> <tr> <td>Subtotal</td> <td>£778,072</td> </tr> <tr> <td>Less s106 sum to be secured from Boxworth End development</td> <td>£333,761</td> </tr> <tr> <td><b>Revised Subtotal</b></td> <td><b>£444,310</b></td> </tr> </table> <p>New places provided 56 consisting 1 x primary and 1 x early years</p> <p>Place per pupil £13,893</p> <table border="1"> <tr> <td>Middlewatch 70 dwellings (i.e. 41%)</td> <td>£182,167</td> </tr> <tr> <td>Fen Drayton Road 199 dwellings (i.e. 59%)</td> <td>£262,143</td> </tr> </table>	Total cost of 5 new classrooms and other works	£2,350,000	Less non s106 items (Internal works and proportion to 3 classroom extension, not related to the development)	£404,820	Subtotal	£1,945,180	Less cost of re-provision existing accommodation	£1,167,108	Subtotal	£778,072	Less s106 sum to be secured from Boxworth End development	£333,761	<b>Revised Subtotal</b>	<b>£444,310</b>	Middlewatch 70 dwellings (i.e. 41%)	£182,167	Fen Drayton Road 199 dwellings (i.e. 59%)	£262,143
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Middlewatch 70 dwellings (i.e. 41%)	£182,167																		
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<b>Quantum</b>	£262,143																		
<b>Fixed / Tariff</b>	Fixed																		
<b>Trigger</b>	50% of the contribution upon commencement of development  50% payable prior to occupation of 50% of dwellings																		
<b>Officer agreed</b>	YES																		
<b>Applicant agreed</b>	YES																		
<b>Number Pooled obligations</b>	One to date being 18 Boxworth End																		

<b>Ref</b>	CCC2
<b>Type</b>	Secondary school
<b>Policy</b>	DP/4
<b>Required</b>	YES
<b>Detail</b>	<p>According to County Council guidance the development is expected to generate a net increase of 25 secondary education aged children (based on the County Council general multipliers). The catchment school is Swavesey Village College. This development is expected to contribute towards the project to increase the capacity of Swavesey Village College from 8FE to 9FE, providing space for an additional 150 pupils.</p> <p>The secondary education contribution for this development is £148,119. The rationale and calculation for this cost are set out below.</p> <p>In 2012 Cambridgeshire County Council identified a 1 Form of Entry (FE) project at Swavesey Village College which would expand the school from 8FE to 9FE and accommodate 150 additional pupils. The purpose of the expansion was to accommodate the growing secondary-aged population in the catchment arising from natural growth in the population and the impact of new housing developments.</p> <p>The 1FE expansion was costed at £3,900,000 (based on costs at 1Q2015) of which £1,250,000 was secured by the College from an Education Funding Agency funding bid. The County Council received a further £1,900,000 Targeted Basic Need Funding for the scheme from the Department for Education.</p> <p>This left a shortfall in funding of £750,000, which the County Council forward funded with the intention of securing S106 contributions from future developments in the area.</p> <p>The expansion work has now been completed and although there is now technically spare spaces at Swavesey Village College this is only due to the County Council providing the key infrastructure in advance of the housing with new developments in the area expected to contribute to the costs of the work.</p> <p>The County Council has recently secured £106,002 from a 30 dwelling development at Land to the rear of no. 18 Boxworth End, Swavesey (S/0875/15/OL). The funding shortfall therefore is £643,998 (£750,000 - £106,002).</p> <p>There are a number of other developments in the area for which planning applications have recently been submitted. These are as follows:</p> <ul style="list-style-type: none"> <li>• Land south of Fen Drayton Road, Swavesey (S/1027/16/OL) – 99 dwellings (this application)</li> <li>• Land to the rear of 130, Middlewatch, Swavesey (S/1605/16/OL) – 70 dwellings (refused)</li> <li>• Land off the Ridgeway, Papworth Everard (S/2647/15/OL) – 215 dwellings (approved)</li> <li>• Land to the west of Mill Road, Over (S/2870/15/OL) – 55 dwellings (subject of planning appeal)</li> </ul> <p>These developments total 439 new dwellings in the area. On the basis of the County Council general multipliers (25 primary aged children per 100 dwellings) there would be a total of 110 new secondary-aged children arising from these new developments. If Land to the rear of no.</p>

	<p>18 Boxworth End, Swavesey is included then this would total 469 new dwellings and 118 new secondary-aged children.</p> <p>In order to be fair and reasonable the remaining funding shortfall (of £643,998) has been split proportionally between these developments, based on the number of proposed dwellings. Applying this approach the secondary education contributions would therefore be as follows:</p> <table border="1"> <thead> <tr> <th>Development</th> <th>Number of Dwellings</th> <th>Proportion of Total Dwellings</th> <th>Contribution</th> </tr> </thead> <tbody> <tr> <td>Land south of Fen Drayton Road, Swavesey (S/1027/16/OL)</td> <td>99</td> <td>23%</td> <td>£148,119</td> </tr> <tr> <td>Land to the rear of 130, Middlewatch, Swavesey (S/1605/16/OL)</td> <td>70</td> <td>16%</td> <td>£103,040</td> </tr> <tr> <td>Land off the Ridgeway, Papworth Everard (S/2647/15/OL)</td> <td>215</td> <td>49%</td> <td>£315,559</td> </tr> <tr> <td>Land to the west of Mill Road, Over (S/2870/15/OL)</td> <td>55</td> <td>12%</td> <td>£77,280</td> </tr> <tr> <td><b>TOTAL</b></td> <td><b>439</b></td> <td><b>100%</b></td> <td><b>£643,998</b></td> </tr> </tbody> </table>	Development	Number of Dwellings	Proportion of Total Dwellings	Contribution	Land south of Fen Drayton Road, Swavesey (S/1027/16/OL)	99	23%	£148,119	Land to the rear of 130, Middlewatch, Swavesey (S/1605/16/OL)	70	16%	£103,040	Land off the Ridgeway, Papworth Everard (S/2647/15/OL)	215	49%	£315,559	Land to the west of Mill Road, Over (S/2870/15/OL)	55	12%	£77,280	<b>TOTAL</b>	<b>439</b>	<b>100%</b>	<b>£643,998</b>
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<b>Quantum</b>	£148,119																								
<b>Fixed / Tariff</b>	Fixed																								
<b>Trigger</b>	50% of the contribution upon commencement of development  50% payable prior to occupation of 50% of dwellings																								
<b>Officer agreed</b>	YES																								
<b>Applicant agreed</b>	YES																								
<b>Number Pooled obligations</b>	One to date being 18 Boxworth End																								
<b>Ref</b>	CCC3																								
<b>Type</b>	Libraries and lifelong learning																								
<b>Policy</b>	DP/4																								
<b>Required</b>	YES																								
<b>Detail</b>	<p>The proposed increase in population from this development (99 x 2.5 (average household size) = approximately 247.5 new residents) will put pressure on the library and lifelong learning service in the village. Therefore a contribution is required.</p> <p>Swavesey is served by a mobile library and has a Library Access Point situated at the Village College which are considered insufficient to serve the new residents arising from this development.</p>																								

	<p>The County Council's proposed solution to mitigating the impact on the libraries and lifelong learning service arising from this site and others in the area would be add another mobile library stop in the village and to enhance the library stock by purchasing additional information and fiction books for adults, including large print books and story CDs, Children's story books, picture books and board books for babies and toddlers, as well books for teenagers. In order to do this, the County Council would require a developer contribution of £28.92 per head of population increase. This figure is based on the MLA Standard Charge Approach for public libraries (Public Libraries, Archives and New Development: A standard Charge Approach (Museums, Libraries and Archives Council, May 2010).</p> <p>Contribution = 247.5 x £28.92 = £7,157.7</p>
<b>Quantum</b>	£7,157.70
<b>Fixed / Tariff</b>	Fixed
<b>Trigger</b>	50% of the contribution upon commencement of development
	50% payable prior to occupation of 50% of dwellings
<b>Officer agreed</b>	YES
<b>Applicant agreed</b>	YES
<b>Number Pooled obligations</b>	NONE

<b>Ref</b>	CCC4
<b>Type</b>	Strategic waste
<b>Policy</b>	RECAP WMDG
<b>Required</b>	NO
<b>Detail</b>	This development falls within the Cambridge and Northstowe HRC catchment area for which there is insufficient capacity. However, the HRC already has 5 S106 contributions pooled; therefore, the County Council is prevented from seeking a further S106 strategic waste contribution from this development and will mitigate impact through existing provisions and efficiencies.

<b>Ref</b>	CCC5
<b>Type</b>	CCC monitoring
<b>Policy</b>	None
<b>Required</b>	NO
<b>Detail</b>	The County Council have sought a contribution of £650 (at a rate of £50 per hour) towards the cost of monitoring. The District Council does not support this request as (i) it is contrary to a Court of Appeal decision on section 106 monitoring and (ii) the District Council will undertake this function and share information with CCC. On this basis the Council considers that the request fails to satisfy the tests as set out in CIL Reg 122 and para 204 of the NPPF.

<b>Ref</b>	CCC6
<b>Type</b>	Transport
<b>Policy</b>	TR/3
<b>Required</b>	YES
<b>Detail</b>	The County Council require 2 RTP1 display boards serving north and southbound bus stops along Middlewatch at a cost of £27,000 each
<b>Quantum</b>	£54,000
<b>Fixed / Tariff</b>	Fixed
<b>Trigger</b>	Prior to occupation of development
<b>Officer agreed</b>	YES
<b>Applicant agreed</b>	YES

<b>Number Pooled obligations</b>	NONE
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SOUTH CAMBRIDGESHIRE DISTRICT COUNCIL	
<b>Ref</b>	SCDC1
<b>Type</b>	Sport
<b>Policy</b>	SF/10
<b>Required</b>	YES
<b>Detail</b>	<p>The Recreation and Open Space Study 2013, forming part of the Local Plan submission, showed that Swavesey needed 4.24 ha but only has 2.66 ha i.e. a deficit of 1.58 hectares of Outdoor Sport Provision.</p> <p>Swavesey has one full football and one mini-soccer pitch on the village green, additionally there are basic pavilion facilities and a children's play area on the site. The village has two football clubs and a cricket club, with both junior and adult teams; there is also a netball club from Over village who use the facilities. Some clubs at Swavesey use the facilities at Swavesey Village College, and much of winter football training takes place at the community centre in nearby Over. There is demand for an additional mini-soccer pitch and a skate park.</p> <p>Through the planning appeal for 30 dwellings at 18 Boxworth End (Appeal Ref: APP/W0530/W/15/3139078) the Council secured an area of 2.6 ha of agricultural land that is to be offered to Swavesey Parish Council. Swavesey Parish Council have the right to refuse this offer and if they do financial contributions become payable. The offer is for land only and should the Parish Council accept the offer then a substantial amount of funding will be required to get the land fit for purpose. The land transfer itself comprises the first obligation of a possible 5 that may be secured towards this one project.</p> <p>This land currently comprises an open field that exhibits ridge and furrow. A feasibility study (dated 1st September 2016) has been undertaken to ascertain the quantum of monies that would be required to provide the land for sports purposes. The consultants have suggested that this work may be achieved for a sum of circa £190k exc VAT.</p> <p>The SPD also establishes the quantum of offsite financial contributions in the event that the full level of onsite open space is not being provided:</p> <p>1 bed: £625.73  2 bed: £817.17,  3 bed: £1,130.04  4+ bed: £1,550.31</p>
<b>Quantum</b>	Circa £100,000
<b>Fixed / Tariff</b>	Tariff
<b>Trigger</b>	To be paid prior to the occupations of 50% of the dwellings (in each phase if more than one reserved matters application submitted)
<b>Officer agreed</b>	YES
<b>Applicant agreed</b>	YES
<b>Number Pooled obligations</b>	One to date being 18 Boxworth End
<b>Ref</b>	SCDC2
<b>Type</b>	Children's play space and Informal open space
<b>Policy</b>	SF/10
<b>Required</b>	YES
<b>Detail</b>	The Recreation and Open Space Study July 2013, forming part of the Local Plan submission, showed that Swavesey experienced a deficit of

	<p>1.58 ha of Children’s Play Space and a deficit of 0.73 ha in terms of informal open space.</p> <p>The applicant will be required to provide a minimum level of onsite open space in accordance with the table below</p> <table border="1"> <thead> <tr> <th></th> <th>Formal play space</th> <th>Informal play space</th> <th>Informal open space</th> </tr> </thead> <tbody> <tr> <td>1 bed</td> <td>Nil</td> <td>Nil</td> <td>5.4 m2</td> </tr> <tr> <td>2 bed</td> <td>7m2</td> <td>7m2</td> <td>7m2</td> </tr> <tr> <td>3 bed</td> <td>9.7m2</td> <td>9.7m2</td> <td>9.7m2</td> </tr> <tr> <td>4+ bed</td> <td>13.3m2</td> <td>13.3m2</td> <td>13.3m2</td> </tr> </tbody> </table> <p>Based on a likely housing mix the development would be required to provide:</p> <p>945m2 of formal play space. 945m2 of informal play space and 995m2 of informal open space</p> <p>In simple area terms the formal play space requirements is the equivalent of a LEAP and around 0.4 of a NEAP.</p> <p>The applicant is proposing the provision of a LEAP on the large public open space area proposed to the south west of the site. A LEAP is usually 500m2 and ordinarily a LEAP would be required to meet the needs of 50 dwellings and which would comprise 9 items of play equipment of which 9 will be for 4-8 year olds and 3 pieces for toddlers).</p> <p>In order to meet the needs of 8-14 year olds the developer would be required to either pay a contribution for the provision of offsite equipment or provide a dedicated space onsite.</p> <p>In response to this application Swavesey Parish Council have suggested that onsite provision would best meet the immediate needs of the new residents.</p> <p>Such a facility may include (i) a single goal end MUGA with or without basketball hoop (i.e. not a full MUGA) or (ii) skate/bmx area.</p> <p>The applicant will be required to work with the Parish Council and submit plans for both the LEAP and older children’s play area prior to the commencement of development.</p>		Formal play space	Informal play space	Informal open space	1 bed	Nil	Nil	5.4 m2	2 bed	7m2	7m2	7m2	3 bed	9.7m2	9.7m2	9.7m2	4+ bed	13.3m2	13.3m2	13.3m2
	Formal play space	Informal play space	Informal open space																		
1 bed	Nil	Nil	5.4 m2																		
2 bed	7m2	7m2	7m2																		
3 bed	9.7m2	9.7m2	9.7m2																		
4+ bed	13.3m2	13.3m2	13.3m2																		
<b>Quantum</b>	Onsite LEAP and additional play area for older children																				
<b>Fixed / Tariff</b>	N/A																				
<b>Trigger</b>	<p>Scheme for open space and play areas to be submitted for approval prior to commencement of development</p> <p>Open space and play areas to be laid out and available for use no later than prior to occupation of 50% of the dwellings</p>																				
<b>Officer agreed</b>	YES																				
<b>Applicant agreed</b>	YES																				
<b>Number Pooled obligations</b>	N/A																				
<b>Ref</b>	SCDC3																				
<b>Type</b>	Offsite indoor community space																				
<b>Policy</b>	DP/4																				



<b>Required</b>	YES
<b>Detail</b>	<p>In accordance with Development Control Policy DP/4 infrastructure and new developments, all residential developments generate a need for the provision of, or improvement to, indoor community facilities. Where this impact is not mitigated through onsite provision a financial contribution towards offsite improvement works will be required.</p> <p>The Council undertook an external audit and needs assessment undertaken in 2009, in respect of all primary community facilities in each village. The purpose of this audit was threefold (i) to make a recommendation as to the indoor space requirements across the District (ii) to make a recommendation on the type of indoor space based on each settlement category and (iii) make a recommendation as to the level of developer contributions that should be sought to meet both the quantity and quality space standard.</p> <p>Whilst not formally adopted as an SPD, this informal approach was considered and approved at the Planning and New Communities portfolio holder's meeting on 5th December 2009 and has been applied since.</p> <p>Based on the likely number of people arising from the development an area of circa 27 m2 is required.</p> <p>The audit advises that in Swavesey there is a deficiency of 83 sqm of community space against the standard.</p> <p>Swavesey Memorial Hall is a community hall built in the 1920s and improved at various times since. Owned and managed by a registered charity, however the hall relies on an annual support grant from the Parish Council. During 2012 the Parish Council gave a cash grant of £3,500 plus also purchased a digital projector system at a cost of £1,500, which was installed in the Meeting Room. This room is used by many village clubs, the Parish Council and other hirers. Part of the cost of the digital projector was from S106 Indoor facilities funding obtained from the building of a recent new three-bed dwelling in the village.</p> <p>The Swavesey Parish Plan was adopted in 2008 and was accompanied by an Action Plan which highlighted projects in respect of indoor community facilities:</p> <ul style="list-style-type: none"> <li>• Link up with the Village College and Primary School to improve community use.</li> <li>• Investigate with the Village College how the village can participate in and benefit from the proposed community hall and environmental centre.</li> <li>• Refurbish the Memorial Hall, including new heating and an audio loop.</li> </ul> <p>The information recently provided by the Parish Council highlights that the Parish Council will again include its annual support grant to the hall running costs in its 2013/14 budget. Further improvements to the Hall are required and plans include providing additional kitchen equipment, repairs to the fabric of the outside of the building and provision of projection equipment to the main hall room.</p> <p>Swavesey Parish Council has advised that contributions are required towards improving parking facilities at the Village Hall (Memorial Hall) to</p>

	<p>tarmac the car park, mark out parking bays and ensure the most effective use of the parking area to cater for the increased use of the hall. In addition, with increasing membership the existing building for the scout hut is in need of replacement and a permanent building is required. A contribution is therefore requested towards the improvement of the car parking facilities at the village hall and towards a new building for the scout hut.</p> <p>The contribution required as per the indoor community space policy would be:</p> <p>1 bed - £284.08 2 bed - £371.00 3 bed - £513.04 4+ bed - £703.84</p>
<b>Quantum</b>	Circa £50,000
<b>Fixed / Tariff</b>	Tariff
<b>Trigger</b>	To be paid prior to the occupations of 50% of the dwellings in each phase
<b>Officer agreed</b>	YES
<b>Applicant agreed</b>	YES
<b>Number Pooled obligations</b>	NONE

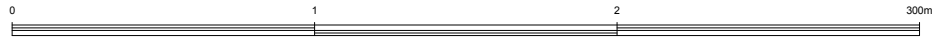
<b>Ref</b>	SCDC4
<b>Type</b>	Household waste receptacles
<b>Policy</b>	RECAP WMDG
<b>Required</b>	YES
<b>Detail</b>	£73.50 per house and £150 per flat
<b>Quantum</b>	See above
<b>Fixed / Tariff</b>	Tariff
<b>Trigger</b>	Paid in full prior to first occupation
<b>Officer agreed</b>	YES
<b>Applicant agreed</b>	YES
<b>Number Pooled obligations</b>	None

<b>Ref</b>	SCDC5
<b>Type</b>	S106 Monitoring
<b>Policy</b>	
<b>Required</b>	YES
<b>Detail</b>	£2,000
<b>Quantum</b>	
<b>Fixed / Tariff</b>	Fixed
<b>Trigger</b>	Paid in full prior to commencement of development
<b>Officer agreed</b>	YES
<b>Applicant agreed</b>	YES
<b>Number Pooled obligations</b>	None

<b>Ref</b>	SCDC6
<b>Type</b>	Onsite open space and play area maintenance
<b>Policy</b>	
<b>Required</b>	YES
<b>Detail</b>	Paragraph 2.19 of the Open Space in New Developments SPD advises that 'for new developments, it is the developer's responsibility to ensure that the open space and facilities are available to the community in perpetuity and that satisfactory long-term levels of management and maintenance are guaranteed'. The Council therefore requires that the

	<p>on-site provision for the informal open space and the future maintenance of these areas is secured through a S106 Agreement. Para 2.21 advises that 'if a developer, in consultation with the District Council and Parish Council, decides to transfer the site to a management company, the District Council will require appropriate conditions to ensure public access and appropriate arrangements in the event that the management company becomes insolvent (a developer guarantee)'.</p> <p>It is the Local Planning Authority's preference that the public open space is offered to Swavesey Parish Council for adoption, recognising that the Parish Council has the right to refuse any such offer.</p> <p>If the Parish Council is not minded to adopt onsite public open space the owner will be required to provide a developer guarantee of sufficient value to be a worthwhile guarantee. Furthermore with the details of the guarantee and guarantor would need to be submitted to and approved in writing by the Council prior to commencement of development. Should this not be forthcoming the planning obligation will also be required to include arrangements whereby the long term management responsibility of the open space areas and play areas passes to plot purchasers in the event of default.</p>
<b>Quantum</b>	
<b>Fixed / Tariff</b>	
<b>Trigger</b>	
<b>Officer agreed</b>	YES
<b>Applicant agreed</b>	YES
<b>Number Pooled obligations</b>	N/A

OTHER OBLIGATIONS	
<b>Ref</b>	OTHER 1
<b>Type</b>	Health
<b>Policy</b>	DP/4
<b>Required</b>	YES
<b>Detail</b>	<p>The proposed development is likely to have an impact on the services of 1 GP practice operating within the vicinity of the application site. The GP practice does not have capacity for the additional growth resulting from this development.</p> <p>The proposed development will be likely to have an impact on the NHS funding programme for the delivery of primary healthcare provision within this area and specifically within the health catchment of the development. NHS England would therefore expect these impacts to be fully assessed and mitigated.</p> <p>The planning application does include a Health Impact Assessment (HIA) however it does not propose any mitigation of the primary healthcare impacts arising from the proposed development, as this review includes GP practices in excess of 2km from the development. A 2km radius is considered appropriate by NHS England when assessing the impact of development.</p> <p>A Healthcare Impact Assessment (HIA) has been prepared by NHS England to provide the basis for a developer contribution towards capital funding to increase capacity within High quality care for all, now and for future generations the GP Catchment Area.</p> <p>The existing GP practice does not have capacity to accommodate the additional growth resulting from the proposed development. The development could generate approximately 238 residents and subsequently increase demand upon existing constrained services.</p> <p>The intention of NHS England is to promote Primary Healthcare Hubs with co-ordinated mixed professionals. This is encapsulated in the strategy document: The NHS Five Year Forward View.</p> <p>The development would give rise to a need for improvements to capacity by way of extension, refurbishment or reconfiguration at Swavesey surgery; a proportion of the cost of which would need to be met by the developer.</p> <p>Developer contribution will be required to mitigate the impacts of this proposal. NHS England calculates the level of contribution required, in this instance to be £32,640.</p>
<b>Quantum</b>	£32,640
<b>Fixed / Tariff</b>	Fixed
<b>Trigger</b>	100% prior to occupation of 50% of the dwellings
<b>Officer agreed</b>	YES
<b>Applicant agreed</b>	YES
<b>Number Pooled obligations</b>	NONE



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Scale - 1:2500

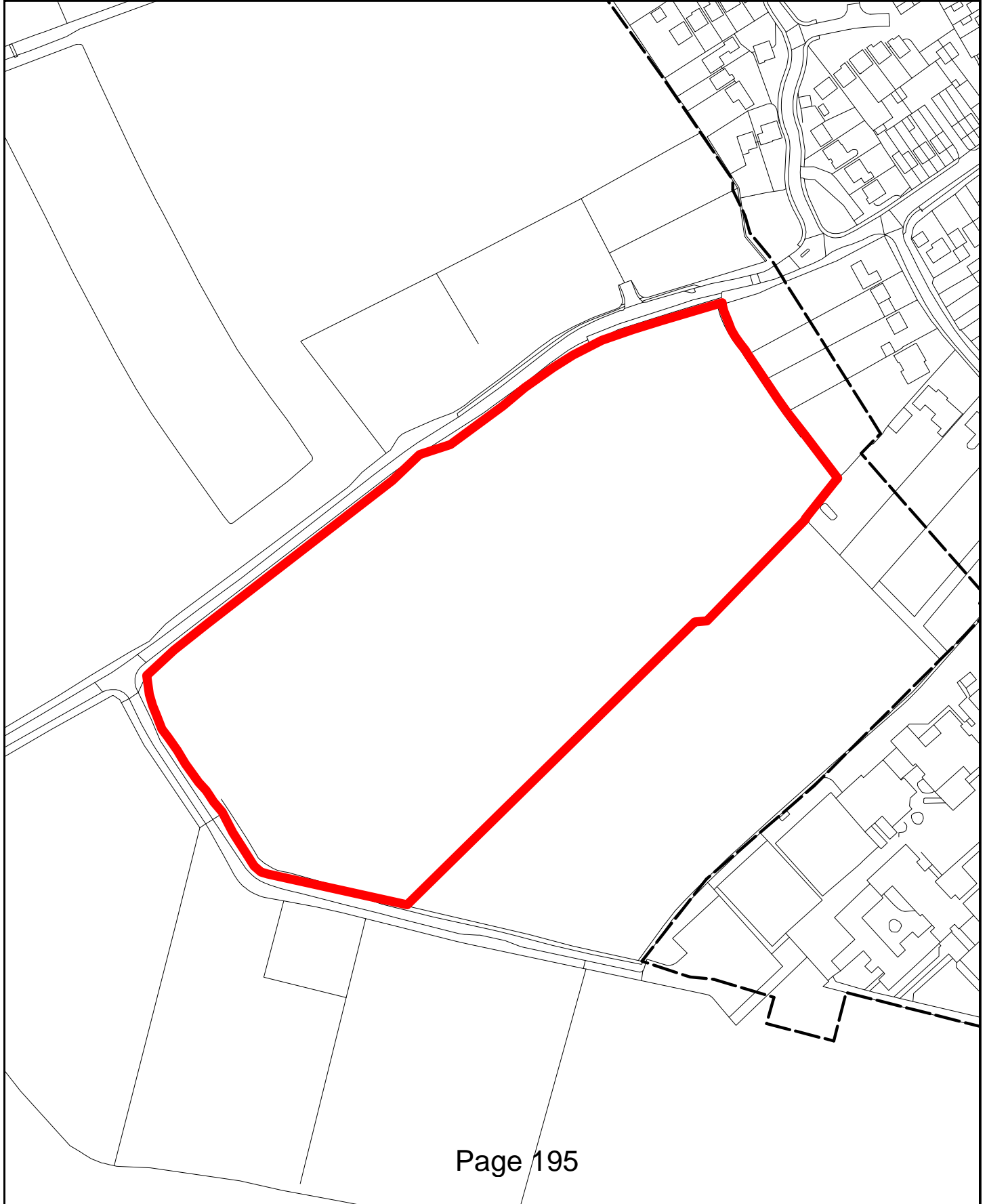
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Date of plot: 14/12/2016



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Cambridgeshire  
District Council**

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# Agenda Item 7

## 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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<b>Application Number:</b>	S/2224/16/OL
<b>Parish(es):</b>	Shingay cum Wendy
<b>Proposal:</b>	Outline planning permission for the erection of up to 10 dwellings with all matters reserved except for access.
<b>Site address:</b>	Monkfield Nutrition, High Street, Shingay cum Wendy SG9 0HJ
<b>Applicant(s):</b>	Monkfield Nutrition
<b>Recommendation:</b>	Delegated approval (to complete section 106 agreement)
<b>Key material considerations:</b>	Five year supply of housing land Principle of development Loss of employment site Density of development and affordable housing Character of the village edge and surrounding landscape Highway safety Residential amenity of neighbouring properties Surface water and foul water drainage Ecology Provision of formal and informal open space Section 106 Contributions
<b>Committee Site Visit:</b>	10 January 2017
<b>Departure Application:</b>	Yes
<b>Presenting Officer:</b>	David Thompson, Principal Planning Officer
<b>Application brought to Committee because:</b>	Approval of the planning application would represent a departure from the Local Plan
<b>Date by which decision due:</b>	11 January 2017 (Extension of time agreed)

### Executive Summary

1. This scheme proposes the redevelopment of a brownfield site and would result in significant benefits to local residents through the replacement of a commercial use which has negative environmental impacts with residential development. The redevelopment of the site for housing would also be a social benefit within the context of the lack of a five year supply of housing. The significant amount of public open

space to be provided by the scheme is also a significant social benefit. The amended parameter plan is considered to have addressed the landscape impact and design concerns raised in relation to the original submission.

2. Initial concerns relating to the landscape impact of the scheme have been addressed by relocating the developable area towards the eastern edge of the site and the illustrative masterplan has been amended to demonstrate that 10 dwellings could be arranged in a tight linear form, which would better respect the character of surrounding development.
3. Following the receipt of additional information, none of the Council's internal consultees have recommended refusal. There are no objections to the proposals from the Highway Authority, the Flood Risk Authority or the Environment Agency. The indicative proposals are considered to demonstrate that the residential amenity of neighbouring properties would be preserved and the density of development would allow sufficient space to be retained between the buildings to preserve the residential amenity of the future occupants of the development.
4. Overall, it is considered that the significant contribution the proposal would make to the deficit in the Council's five year housing land supply and the social benefits that would result from the development outweigh the social harm resulting from the under provision of affordable housing in relation to the requirements of the LDF. None of these disbenefits are considered to result in significant and demonstrable harm and therefore, it is considered that the proposal achieves the definition of sustainable development as set out in the NPPF.

#### **Relevant Planning History**

5. S/1933/15/LD - Residential use of the flat for the occupation of 6 people (but occasionally by an additional two people) with no more than 2 people occupying each bedroom, and all of whom are employees of Monkfield Nutrition Limited - refused  
  
S/0471/14/LD - Erection of Buildings 1, 2 and 3 (as indicated on the submitted plan) and their subsequent use for the intensive breeding, or support thereof, of insects for use as reptile feed – approved 29 September 2015.  
  
S/2309/14/LD - Use of the site for the sale of insects, including their intensive breeding and rearing; the sale of reptiles, including their breeding and rearing; the storage and sale of frozen animal products and the storage and sale of dry goods associated with the keeping of reptiles – approved 29 September 2015 (site area covered all of the buildings in this application with the addition of a building to the east of the access road).  
  
S/0495/14/FL - Retrospective application for the retention of building nos 4, 5 & 6, biomass boiler, solar panels and car park – refused due to the impact on highway safety and the residential amenity of neighbouring properties.  
  
S/0224/87/F – change of agricultural store to furniture store/warehouse
6. Relevant enforcement history:  
  
ENF/0062/16 - Church Farm Barn - Use of converted stable for multiple residential occupancy – currently at appeal following the serving of an enforcement notice alleging the unauthorised use the property for multiple residential occupation. This notice is currently the subject of an appeal.



## **National Guidance**

7. National Planning Policy Framework 2012 (NPPF)  
Planning Practice Guidance

## **Development Plan Policies**

The extent to which any of the following policies are out of date and the weight to be attached to them is addressed later in the report.

8. **South Cambridgeshire LDF Core Strategy DPD, 2007**  
ST/2 Housing Provision  
ST/3 Re-Using Previously Developed Land and Buildings  
ST/7 Infill Villages
9. **South Cambridgeshire LDF 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  
CH/4 Development within the Curtilage or Setting of a Listed Building  
CH/7 Important Countryside Frontages  
HG/1 Housing Density  
HG/2 Housing Mix  
HG/3 Affordable Housing  
ET/6 Loss of Rural Employment to Non-Employment Uses  
NE/1 Energy Efficiency  
NE/3 Renewable Energy Technologies in New Development  
NE/4 Landscape Character Areas  
NE/6 Biodiversity  
NE/8 Groundwater  
NE/9 Water and Drainage Infrastructure  
NE/11 Flood Risk  
NE/12 Water Conservation  
NE/14 Lighting Proposals  
NE/15 Noise Pollution  
NE/17 Protecting High Quality Agricultural Land  
CC/7 Water Quality  
CC/8 Sustainable Drainage Systems  
CC/9 Managing Flood Risk  
CH/2 Archaeological Sites  
SF/10 Outdoor Playspace, Informal Open Space, and New Developments  
SF/11 Open Space Standards  
TR/1 Planning For More Sustainable Travel  
TR/2 Car and Cycle Parking Standards  
TR/3 Mitigating Travel Impact
10. **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

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

S/1 Vision

S/2 Objectives of the Local Plan

S/3 Presumption in Favour of Sustainable Development

S/5 Provision of New Jobs and Homes

S/6 The Development Strategy to 2031

S/7 Development Frameworks

S/11 Infill Villages

HQ/1 Design Principles

H/1 Allocations for residential development at Villages (h relates to this site)

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

NH/14 Heritage Assets

E/14 Loss of Employment Land to Non Employment Uses

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/9 Managing Flood Risk

SC/2 Heath Impact Assessment

SC/6 Indoor Community Facilities

SC/7 Outdoor Playspace, Informal Open Space, and New Developments

SC/8 Open Space Standards

SC/10 Lighting Proposals

SC/11 Noise Pollution

TI/2 Planning for Sustainable Travel

TI/3 Parking Provision

TI/8 Infrastructure and New Developments

**Consultation**

12. **Shingay-cum-Wendy Parish Meeting** – support the application (the votes split as 28 for approval, 8 for refusal and 1 for no recommendation). A summary of the meeting has been provided and the salient points are listed below:

- A proposal on the scale proposed would normally be required to provide for affordable housing.
- Some concerns expressed regarding the width of the existing access to the site, which is to remain as existing and is not considered suitable to serve a development of 10 dwellings.
- Some concern regarding the number of units – 8 was considered by some to be a more appropriate number.
- There was a debate about which objective was the highest priority either limiting the scheme to 8 dwellings or allowing a development that would facilitate the cessation of the existing use of the site.
- There was a debate around the viability issue. The company have profited from operating from the site for a number of years and therefore the cost of the relocation should not be factored in to the argument relating to the size of the scheme or affordable housing provision.

- The HGV vehicles which currently utilise the access would be replaced by smaller domestic cars and this would be a benefit of the scheme.
13. **District Council Environmental Health Officer (EHO)** – No objections to the proposals. The proposed change from the existing commercial use to a residential use on the site would not cause any issues from an environmental health perspective. Conditions relating to noise during construction and the mitigation in the event that piled foundation are to be used as the method of construction should be attached to the decision notice should planning permission be granted.
  14. **District Council Urban Design Officer** – no objection to the revisions to the indicative layout. The revised developable area has been moved eastwards and is now focussed around the south eastern corner of the overall site, resulting in a far greater buffer on the northern and western edges. The extent of the area to be developed has been reduced to 1.04 hectares (down from 1.24 originally proposed.) The housing mix indicated remains a concern however as does to the proposal to have a largely inward facing development which, although now closer to, does not interact particularly positively with the Public Right of Way.
  15. **District Council Landscape Design Officer** – The revised developable area has been moved eastwards and is now focussed around the south eastern corner of the overall site, resulting in a far greater buffer on the northern and western edges. The extent of the area to be developed has been reduced to 1.04 hectares (down from 1.24 originally proposed. This has allowed the creation of a larger area of open space on the northern and eastern fringes of the site which is considered to result in a scheme which better respects the character of the rural setting of the site.
  16. **Cambridgeshire County Council Local Highway Authority** – The access presented would not normally be considered acceptable to the Highway Authority. In this case however, the proposed 10 residential dwellings would significantly reduce the likelihood of conflict occurring. Under these circumstances the proposed development has a strong potential to improve highway safety over and above the existing situation and this renders the proposal acceptable from a highway safety point of view.
  17. **Cambridgeshire County Council Historic Environment Team (Archaeology)** – There is evidence of a deserted medieval village immediately to the north of the site, there are house platforms and ditches located to the west and earthworks to the south of the site. Vine Farm moated site and former house platforms are located to the south, with further moats to the east and west. There is also evidence of Bronze Age and Roman settlement in the vicinity of the site. As such, a standard condition requiring a scheme of investigation to be agreed and any necessary measures carried out prior to the commencement of development, to ensure that any risk to archaeology is mitigated, should be attached to the decision notice.
  18. **Cambridgeshire County Council Flood & Water Team** – no objection to the proposals. The applicant has demonstrated that surface water can be dealt with on site by using a variety of SuDS features (swales, permeable paving and attenuation basins) which will restrict surface water discharge to significantly less than the existing rates. The details of the surface water drainage strategy shall be secured by condition.
  19. **Environment Agency** – no objections to the proposals on the basis that a condition is attached to the planning permission requiring the development to be carried out in accordance with the submitted Flood Risk Assessment (FRA)

20. **Anglian Water** - No objections received, and advised –  
 Wastewater treatment – The foul drainage from this development is in the catchment of Foxton Water Recycling Centre, which currently does not have capacity to treat the flows from your development site. Anglian Water are obligated to accept the foul flows from your development with the benefit of planning consent and would therefore take the necessary steps to ensure that there is sufficient treatment capacity should the planning authority grant planning permission.  
 Foul Sewage Network – The sewage system at present has available capacity for these flows. If the developer wishes to connect to our sewage network they should serve notice under section 106 of the Water Industry Act 1991. We will advise them of the most suitable point of connection.  
 Surface Water Disposal – No objections to the proposals in terms of impact on Anglian Water infrastructure. The Lead Local Flood Risk Authority (LLFRA) should be consulted on this aspect of the proposals.
21. **Affordable Housing Officer** – confirm that there is no identified need for affordable housing within the Parish of Shingay-cum-Wendy. A commuted sum for off site provision of affordable housing should however be sought to contribute towards the District wide need to accommodate the 1,700 people on the Housing Register. This commuted sum should be the equivalent of 40% on site provision unless viability considerations suggest that a lower amount is required to ensure that the scheme remains deliverable.
22. **Section 106 Officer** – A contribution to offsite community facilities is not required but play provision should be sought either on or offsite.
23. **Cambridgeshire County Council Growth Team** –This application site falls within the catchment area for Bassingbourn Community pre-school, Primary School and Bassingbourn Village College at the secondary school level. In relation to each these services, the County Council as Education Authority confirm that there is capacity to cope with the additional pupils generated by the anticipated population of the development. As such, no financial contributions are sought in this regard as no mitigation measures are required.
24. **District Council Conservation Officer** – no objections to the proposals. The case officer has considered the impact of the proposals on the setting of the listed buildings at Porch Cottage (Grade II listed) and Glebe House (Grade II\* listed) which are opposite the entrance to the site and The Grove and School House (both Grade II listed), both of which are to the east of the site. There is no objection to the proposals in this regard, a matter which is discussed in detail in the main body of the report.
25. **District Council Sustainability Officer** – it would be difficult to conclude that the proposed development is purely sustainable for the following reasons: lack of local services requiring people to travel by car to meet day to day needs and the loss of the employment site (currently employing 75 people). However, the proposed development does appear to have a number of positive benefits including overall reduced transport movements, reuse of brownfield land and reduced negative impacts compared to the existing use. The provision of more benefits than weaknesses of the proposals overall could render residential use to be more sustainable than the existing commercial premises.
26. **District Council Ecology Officer** – Initially raised a holding objection due to the lack of information regarding the suitability of the site to support otter and water vole.

Concern was expressed by the Ecology Officer that recordings have been made of these species within a tributary of the River Camb and that there was a lack of detail in this regard in the Preliminary Ecological Assessment. Following the receipt of further information, this holding objection has been withdrawn.

27. **District Council Tree Officer** – no objections raised

28. **Historic England** – no objection

29. **Definitive Map Officer** – no comments received

### **Representations**

30. A 60 page petition and 22 letters have been submitted in support of the planning application. The letters (including on line representations) raise the following issues (summarised):

- The funding generated by the development would facilitate the relocation of a business which has expanded over the years to a point where the volume of traffic and the noise and smell associated with the use have resulted in an unacceptable impact on the amenity of neighbouring properties.
- The addition of more houses will expand the population of the village and enhance the vitality of the village and the viability of facilities such as the bus service.
- The provision of 10 dwellings on the site would address the shortage of housing in the area.
- The appeal of the existing Public Right of Way through the eastern part of the site would be enhanced by the proposal, which would replace the existing industrial operation with a low density residential scheme to include large areas of public open space in the northern and western parts of the site.
- There would be local employment opportunities at Wendy House and South Farm Ltd for residents of the scheme.
- The proposal will result in improvements in wildlife conservation and the visual amenity of the site.
- The existing recreation ground in the village has become an eyesore due to under use. The increase in the population of the village as a result of this development would improve the likelihood of this facility being used.

31. 10 letters (including representation submitted via the website) have been submitted in objection of the planning application, raising the following concerns (summarised):

- Wendy is the second smallest hamlet in South Cambridgeshire it has no facilities and no shop or a pub. It is not served by any form of public transport and has no cycle paths connecting it with a train station or sources of employment.
- Occupants of the development would be reliant on the use of the car to access facilities to meet basic day to day needs.
- The Transport Statement is considered to underestimate the number of vehicle movements that will be generated by the development.
- The proposal will result in an increase in the population of the village by 50%.
- The proposal could result in an adverse impact on the setting of Grade II listed Porch Cottage should the screening provided by the boundary hedge associated with that property be removed.
- The single track access owned by the applicant is too narrow to accommodate the proposed level of traffic to be generated by the proposed scheme. The

- visibility splays would cross land that is not within the control of the applicant.
- The proposal does not include any footpaths along the vehicular access due to the constrained area within the applicant's ownership.
- There are surface water and foul water drainage issues on the site. Part of the site is within an area at a high risk of flooding.
- Parts of the site are currently the subject of enforcement action and there is no planning permission in place to use the car park. The applicant is seeking permission for a large scale residential scheme on the back of the unauthorised development of the site in an unsustainable location.
- The proposal to replace the adverse impact of the current commercial use with a housing estate will not provide any significant benefits to the village.
- The applicant has declared that they need to make a substantial profit from the scheme in order to subsidise their move to Mepal. The justification for this is based on the development of an intolerable environment created by the current use but the location is considered unsustainable for residential development.
- There should be a range of property types and sizes included within the development, not just executive homes. The latter will create a dormitory development for commuters to Cambridge as opposed to representing sustainable development.
- Low cost housing should be included to ensure that a range of people live on the development and contribute to the community.

### **Site and Surroundings**

32. The application site is a collection of buildings located to the north of the village of Wendy, which forms part of the Parish of Shingay-cum-Wendy. Access to the site leads from Flecks Lane to the south, to the east of a linear row of residential properties. The buildings form the premises of Monkfield Nutrition Ltd which intensively breeds and rears insects and reptiles for sale and the sale of frozen animal by-products as reptile food. The company employs 95 people, 75 of these are based at the application site. The footprint of the buildings that can be included within the lawful use of the site as a reptile breeding business cover an area of 0.42 hectares (4,158 square metres). This excludes buildings 4, 5 and 6, the solar panels and the car parking area. North Ditch runs adjacent to the north western and western boundaries of the site. Land adjacent to this ditch is within flood zone 3b.

### **Proposal**

33. The proposal seeks outline planning permission for the erection of up to 10 dwellings with all matters reserved with the exception of the means of access. The indicative footprint of the dwellings would cover an area of 3,027 square metres. The developable area (inclusive of the curtilage of the properties) in the revised scheme is 1.04 hectares.

### **Planning Assessment**

34. The key issues to be assessed in the determination of this planning application in relation to the principle of development are considered to be the implications of the lack of a five year housing land supply in the District, the loss of an established employment site and the sustainability implications of the redevelopment of the site for housing. The impact of the density and positioning of development on the character of the village edge and surrounding landscape and the implications of the scheme in relation of highway safety, the residential amenity of neighbouring properties, surface water and foul water drainage and ecology also need to be considered. The provision of formal and informal open space within the scheme and any additional

measures to be covered by Section 106 contributions are also key considerations.

## **Principle of Development**

### **Five year housing land supply:**

35. The National Planning Policy Framework (NPPF) requires councils to boost significantly the supply of housing and to identify and maintain a five-year housing land supply with an additional buffer as set out in paragraph 47.
36. The Council accepts that it cannot currently demonstrate a five year housing land supply in the district as required by the NPPF, having a 3.7 year supply using the methodology identified by the Inspector in the Waterbeach appeals in 2014. This shortfall is based on an objectively assessed housing need of 19,500 homes for the period 2011 to 2031 (as identified in the Strategic Housing Market Assessment 2013 and updated by the latest update undertaken for the Council in November 2015 as part of the evidence responding to the Local Plan Inspectors' preliminary conclusions) and latest assessment of housing delivery (in the housing trajectory November 2016). In these circumstances any adopted or emerging policy which can be considered to restrict the supply of housing land is considered 'out of date' in respect of paragraph 49 of the NPPF.
37. Unless circumstances change, those conclusions should inform, in particular, the Council's approach to paragraph 49 of the NPPF, which states that adopted policies "for the supply of housing" cannot be considered up to date where there is not a five year housing land supply. Those policies were listed in the decision letters and are: Core Strategy DPD policies ST/2 and ST/5 and Development Control Policies DPD policy DP/7 (relating to village frameworks and indicative limits on the scale of development in villages). The Inspector did not have to consider policies ST/6 and ST/7 but as a logical consequence of the decision these should also be policies "for the supply of housing".
38. Further guidance as to which policies should be considered as 'relevant policies for the supply of housing' emerged from a recent Court of Appeal decision (*Richborough v Cheshire East and Suffolk Coastal DC v Hopkins Homes*). The Court defined 'relevant policies for the supply of housing' widely so not to be restricted 'merely policies in the Development Plan that provide positively for the delivery of new housing in terms of numbers and distribution or the allocation of sites,' but also to include, 'plan policies whose effect is to influence the supply of housing by restricting the locations where new housing may be developed.' Therefore all policies which have the potential to restrict or affect housing supply may be considered out of date in respect of the NPPF. However even where policies are considered 'out of date' for the purposes of NPPF paragraph 49, a decision maker is required to consider what (if any) weight should attach to such relevant policies, having regard to, amongst other matters, the purpose of the particular policy.
39. Where a Council cannot demonstrate a five year supply of housing land, paragraph 14 of the NPPF states that there is a presumption in favour of sustainable development. It says that where relevant policies are out of date, planning permission should be granted for development unless the adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in the NPPF taken as a whole, or where specific policies in the NPPF indicate development should be restricted.
40. This means that where planning permission is sought which would be contrary to the

policies listed above, such applications must be determined against paragraph 14 of the NPPF, unless other national policies indicate an exception to this, Green Belt land is one such exception. Sustainable development is defined in paragraph 7 of the NPPF as having environmental, economic and social strands. When assessed these objectives, unless the harm arising from the proposal 'significantly and demonstrably' outweighs the benefits of the proposals, planning permission should be granted (in accordance with paragraph 14).

41. As part of the case of the applicant rests on the current five year housing land supply deficit, the developer is required to demonstrate that the dwellings would be delivered within a 5 year period. Officers are of the view that the applicant has demonstrated that the site can be delivered within a timescale whereby weight can be given to the contribution the proposal could make to the 5 year housing land supply.
42. The site is located outside the Shingay cum Wendy village framework, although adjacent to the northern boundary of the village, and in the countryside, where policy DP/7 of the LDF and Policy S/7 of the Draft Local Plan state that only development for agriculture, horticulture, forestry, outdoor recreation and other uses which need to be located in the countryside will be permitted. The erection of a residential development of up to 10 dwellings would therefore not under normal circumstances be considered acceptable in principle. However, this policy is considered out of date due to the current lack of a 5 year housing land supply as set out above.
43. It falls to the Council as decision maker to assess the weight that should be given to the existing policy. Officers consider this assessment should, in the present application, have regard to whether the policy continues to perform a material planning objective and whether it is consistent with the policies of the NPPF.
44. Development in Infill Villages (the current and emerging status of Shingay-cum-Wendy) is normally limited under policy ST/7 to schemes of up to 2 dwellings, or in exceptional cases 8, where development would lead to the sustainable recycling of a brownfield site bringing positive overall benefit to the village. This planning objective remains important and is consistent with the NPPF presumption in favour of sustainable development, by limiting the scale of development in less sustainable rural settlements with a limited range of services to meet the needs of new residents in a sustainable manner.
45. This proposal would result in the redevelopment of a brownfield site but the size of the scheme would exceed the exceptional circumstance within the policy. As policy ST/7 is out of date however, there is a need to assess whether the size of the proposed development would result in harm to the objective of the policy to an extent that would outweigh the benefits of the scheme. The following paragraphs assess the implications in terms of the principle of development, all of which need to be balanced in making this judgement.

Loss of Employment site:

46. It is acknowledged that policy ET/6 specifically makes reference to the loss of employment sites within village frameworks and that this site is in the open countryside. The NPPF does however include a section on supporting a prosperous rural economy. Paragraph 28 places a requirement on Local Planning Authorities to 'promote the retention and development of local services and community facilities in villages....' Given the number of people who live in the village and are employed at the site, it is considered that the current (or future) employment use is a facility which is of economic benefit to the community.



47. The applicant has provided information relating to the marketing of the site as an employment use. The documentation confirms that the site has been marketed since February 2016 by way of an advert on Bidwell's website, mailing list and brochure. A record of interested parties has been submitted with a reason as to why each party did not pursue an offer. Of the 14 enquiries received, a number of the potential occupants would have required planning permission to change the use of the buildings away from a combined sales and storage use to a use fully within class B. Use of the site solely for B1, B2 or B8 or a combination of these would continue the intensive use of the access to the site and this is likely to involve large commercial vehicles.
48. The reasons given as a result of the unsuccessful marketing campaign are the planning sensitivities/limitations of the site and the adjacent sensitive uses, the limited nature of the farm buildings, the relatively remote location of the site and the restrictive nature of the access.
49. Given the above factors, it is considered reasonable to conclude that such uses could potentially result in the same detrimental impact on the amenity of the adjacent properties as the existing use. This is recognised within policy ET/6 which states that the redevelopment of employment sites (within village frameworks) should be resisted unless (criteria C) 'the existing use is generating environmental problems such as noise, pollution or unacceptable levels of traffic and any alternative use would continue to generate similar environmental problems.' It is considered that this proposal would accord with this criteria and that the loss of the employment site would therefore not constitute unsustainable development.

Redevelopment of a brownfield site:

50. The objective of policy ST/3 of the Core Strategy is considered to accord with the principle of paragraph the NPPF in relation to encouraging the efficient use of land and reusing land that has been previously developed. This proposal would result in the redevelopment of a brownfield site and the footprint of the proposed buildings would be significantly below the footprint of the current structures on the site which form part of the lawful use.
51. Officers consider that the redevelopment of the site for employment purposes would not be environmentally sustainable and therefore redevelopment of the site for residential use is considered to be the most viable realistic alternative.

**Social Sustainability:**

Affordable Housing and viability.

52. Officers have had regard to the advice in the PPG in relation to seeking contributions, including affordable housing, on schemes of 10 dwellings or less. Given the size of the dwellings proposed in the indicative mix, it is quite plausible that the footprint of the development could exceed 1000 square metres and so, depending on the detail, this element of the threshold may be breached, in which case a contribution towards affordable housing would still be required.
53. Even if the footprint of the buildings would not exceed 1000 square metres, officers consider that an affordable housing contribution should still be sought due to the need to consider the PPG and the associated Ministerial Statement as material considerations alongside the requirements of existing and emerging Local Plan policy. The District Council has successfully defended the position at appeal that the need for

affordable housing in the District (in the region of 1700 names on the Housing Register) should be given more weight as a material consideration than the PPG and Ministerial Statement, due to the extent of the local need.

54. The appeal decision at Kettle's Yard in Oakington concludes that it is insufficient to assume that the PPG and Ministerial Statement automatically carry more weight than the Local Plan in the decision making process because they are more recent. In that case, the Inspector concluded that '...I find that the Written Ministerial Statement needs to be addressed alongside local policy. The local evidence of affordable housing need is substantial and I therefore attach significant weight to this consideration.' As a point of clarification, evidence of a Parish level need was not put before the Inspector and therefore the fact that there is not an identified need specifically within Shingay-cum-Wendy does not diminish this consideration in relation to this application.
55. This approach does not rule out the possibility that viability considerations may render the provision of any affordable housing (or a percentage below the 40% required by policy) unviable – as this provision is included within the local policy. The Inspector acknowledged this in the Oakington appeal decision.
56. The draft Local Plan has been approved by Council for submission to the Planning Inspectorate for 'Examination in Public' and is therefore at an advanced stage in its preparation. In respect of unresolved objections four representations have been received on draft policy H/9, with three of these opposing the policy and the fourth supporting and offering comment. Notably all the representations consider the proposed threshold of three dwellings too low (and seek to raise this). No representations seek to maintain (or lower) the current threshold of two dwellings and as such there are no unresolved objections to this draft policy as far as it relates to this application
57. Turning to the consistency of the relevant plans with the NPPF. Although no detailed advice is provided on the threshold of affordable housing provision within the NPPF, it advises local planning authorities to approach decision-taking in a positive way to foster the delivery of sustainable development, and look for solutions and to approve applications for sustainable development where possible.
58. Officers are of the view that emerging policy H/9 should be given significant weight in the determination of this application therefore. This policy states that all developments which would provide 3 or more dwellings should make provision for 40% of the on site units to be affordable housing. There are three exceptions to this and the one that is most relevant to the determination of this application is criteria d. which states that where 'it can be demonstrated that the level of affordable housing sought would make a development unviable in light of changing market conditions, individual site circumstances and development costs (would make a scheme unviable).' The policy allows 'a revised mix of affordable house types and tenures and then a lower level of affordable housing may be negotiated.'
59. The Housing Development Officer has confirmed that there are currently no residents living within the Parish of Shingay-cum-Wendy on the Housing Needs Register. Given the relatively isolated nature of the site and the village, it is considered reasonable to conclude that the District wide need for affordable housing would be more appropriately served by affordable housing development in Bassingbourn, the closest village with a range of services to meet day to day needs. These circumstances are considered to accord with criteria f. of the policy, which states that a commuted sum of 'broadly equivalent value' to the viable level of on site provision can be sought for offsite affordable housing provision where this would better address local need.

60. The applicant has advanced a case that the proposed development would not be financially viable if any provision of on affordable housing was required as part of the development. The Viability Appraisal states that the landowner requires a capital receipt of £1.8 million from the sale of the site. This leaves a sum of £3.6 million cash injection by the applicant to facilitate the relocation. The viability report indicates that if there is a requirement to provide 40% affordable housing, the Threshold Land Value would be reduced to £1 million. With a contribution of no affordable housing at all, the report indicates that the proposed scheme would generate £1,894,335, which is 5% greater than the minimum amount required to incentivise the relocation from the site.
61. The applicant has offered a commuted sum of £70,000 and agreed to an overage clause within the Section 106 agreement which would see 20% of any amount exceeding the £1.8 million Threshold Land Value at the point of sale also being paid to the District Council as a commuted sum for the provision of offsite affordable housing.
62. Officers have calculated that, on a District wide average, one affordable plot would require a contribution of £90,000. This approach to the valuation is considered reasonable on the basis that there is not an identified need within the Parish itself. The amount being put forward by the applicant would fall some way short of 40% - which for this scheme would equate to £360,000 based on the District wide average.
63. However, the insertion of an overage clause does ensure that if a greater margin is achieved, an additional amount towards offsite affordable housing provision would be secured. The maximum amount that could be secured would be £340,000. This under provision of affordable housing does represent some harm in terms of the social sustainability of the scheme, but this must be weighed against the significant local support for the scheme in terms of the environmental benefits and the fact that there is not an identified need for affordable housing within the village.

Public Open Space:

64. The adopted Open Space SPD requires the provision of approximately 390 square metres of open space on site for a development on the scale proposed. The scheme exceeds this amount by a significant margin (approximately 3700 square metres open space to be provided as part of the scheme). Given that Shingay-cum-Wendy has an identified shortfall in play space (a substantial deficit in this area according to the 2013 Recreation and Open Space Study) and informal open space when compared to the required levels of provision, the fact that this amount of space can be provided at the density of development indicated is considered to be a significant social benefit of the proposal. The 2013 Recreation and Open Space Study indicates that the only area of informal open space within the Parish of Shingay-cum-Wendy is 0.2 hectares (land north of Flecks Lane). The report identifies that there is a shortage in the provision of sport and play space within the village.
65. Whilst not formally part of this proposal, it is clear that there is space within the open space to be provided to include a Local Area for Play (LAP) as part of the development, required by the Open Space SPD on schemes of 10 or more. A LAP is defined in the SPD as not being 'formally equipped' but that they 'will use landscaping, planting and natural features and will offer a variety of paved and grassed surfaces and tactile features.'
66. These features could be included in the landscaping scheme for the site and management of this area can be included in the Section 106 agreement. On the basis that this is secured, this provision would be a significant benefit of the proposals, given

that this area of open space will be accessible via the Public Right of Way and that opportunities to provide this level of managed space on alternative sites within the village would be extremely limited. This provision would enhance the sustainability of the overall scheme.

Impact on services and facilities:

67.

Paragraph 55 of the NPPF seeks to promote sustainable development in rural areas advising 'housing should be located where it will enhance or maintain the vitality of rural communities', and recognises that where there are groups of smaller settlements, development in one village may support services in a village nearby.

68.

The Village Hall and the area of public open space referred to above (to the south east of the site), are the only community facilities within the Parish. There is no bus service, there are no shops or schools and no GP surgery. This reflects the isolated nature of the village and its status as an Infill village in the current LDF and emerging Local Plan.

69.

In terms of access to services and facilities therefore, the site is not in a sustainable location by virtue of the reliance on the private car to access even the most basic day to day needs. However, it is the case that the existing residents of the village face the same situation and this harm needs to be weighed against the environmental benefits of the improvement to the residential amenity of neighbouring properties resulting from the change of use. In addition to these factors is the fact that the scheme would constitute the redevelopment of a brownfield site which is not separated from the village to the extent that the proposed dwellings would be considered 'isolated' – a factor which the NPPF requires new development to avoid.

70.

Paragraph 7 of the NPPF states that the social dimension of sustainable development includes the creation of a high quality built environment with accessible local services. The indicative layout plan demonstrates that the site can be developed for the number of dwellings proposed, although there are aspects which require further consideration at the reserved matters stage.

### **Density of development and housing mix**

71.

The scheme would be of a lower density than required by policy HG/1 of the LDF and emerging Local Plan policy H/7 (30 dwellings per hectare). The 10 dwellings would be erected on a developed area of just over 1 hectare, representing a density of one third of the policy guideline. However, both the existing and emerging policies include the caveat that a lower density may be acceptable if this can be justified in relation to the character of the surrounding locality. Given that the application site is located on the edge of a small settlement with a predominantly linear character of development, it is considered that this proposal meets the exception tests of the current and emerging policy with regard to the density of development. The rural character of the surrounding landscape (discussed in more detail in the following section of this report) and the constrained nature of the site access are also considered to be factors which suggest that a density below 30 dwellings per hectare is acceptable in principle in this location.

72.

Under the provisions of policy HG/2, the market housing element of proposed schemes is required to include a minimum of 40% 1 or 2 bed properties. The details of the housing mix proposed are as follows; 2 x 3 bed and 8 x 4 or more.

73.

Policy H/8 of the emerging Local Plan is less prescriptive and states that the mix of properties within developments of 10 or more dwellings should achieve at least 30% for each of the 3 categories, with the 10% margin to be applied flexibly across the scheme.

This policy is being given considerable weight in the determination of planning applications due to the nature of the unresolved objections, in accordance with the guidance within paragraph 216 of the NPPF quoted above.

74. Clearly the proposals do not comply with either the existing or emerging policies on housing mix. In conducting the planning balance, it is acknowledged that there is some harm resulting from over provision of larger properties when the evidence to support the emerging Local Plan policy states that 'whilst recent developments have helped to increase the stock of smaller properties available, the overall imbalance of larger properties remains.'
75. However, the size of the dwellings to be erected is crucial to raising the Threshold Land Value that the applicant would achieve from the site. Below that point, the developer would not achieve the incentive required to relocate from the site and as a result, the planning gain associated with the improvement to the amenity of neighbouring residents and the provision of the extensive area of public open space would not be realised.

### **Character of the village edge and surrounding landscape**

#### **Landscape Impact**

76. Wendy as a village is characterised by properties which either front onto the road or involve buildings arranged in farmyard type layouts, which creates a rural character to the settlement. The initial scheme proposed a developable area that covered the majority of the site and the properties would have spanned the majority of the width of the site, with the open space provided in the north eastern corner of the development. The Landscape Design Officer raised concerns about the span of the built form and the proximity of dwellings to the north western and western boundaries of the site. This resulted in a development which would have presented a developed edge close to the watercourse and woodland on those boundaries of the site, disrupting the tranquil rural character the area.
77. In response to these comments, the parameter plan of the proposal has been amended to create more space between the edge of the built form and the north western boundary of the watercourse and the same revision has been made in the south western corner. This area would now form a logical and continuous area of public open space along the water course, allowing a greater landscape 'buffer' to be achieved along the western edge of the development.
78. The revision has resulted in the development being clustered around the south eastern corner and the eastern boundary of the site. This amendment to the developable area would improve the relationship between the proposed scheme and the adjacent buildings. The amended proposal would better relate to the linear building form which is characteristic of the properties in this part of the village and collectively would respond to the collection of buildings at Church Farm to the east.
79. These amendments to the developable area and indicative layout represent a significant improvement on the original submission and ensure that the development would respect the character of the surrounding landscape. This is subject to the scale and layout of the dwellings, which would be fixed within the developable area at the reserved matters stage, should outline planning permission be granted. A Design Code would help to inform the layout and scale of the scheme at the reserved matters stage and this requirement can be added as a condition on an outline consent.

80. **Trees**

The District Council Tree Officer has raised no objections to the proposals. The existing trees of amenity value are located on the western and north western boundaries adjacent to the watercourse and along the southern boundary of the site. Given the location of the developable area within the site and the low density of the proposed development, it is considered that all of these trees could be retained. Given the size of the public open space to be created within the development, it is considered that there would be opportunities for providing additional landscape planting, which would represent a biodiversity enhancement, in accordance with the guidance within the NPPF.

81. **Ecology**

The Ecology Officer advised that, having assessed the original biodiversity survey submitted with the planning application, further survey work was required to ascertain the impact of the proposals on Otter and Water Vole. There are recordings of both of these protected species being active within a tributary of the River Camb and the impact is not sufficiently addressed in the Preliminary Ecological Appraisal submitted with the planning application.

82.

Applied Ecology has provided an update in response, which confirms that, at the time that the survey was undertaken (March 2016), the accessible bank of the watercourse on the eastern boundary of the site was inspected for evidence of mammal and burrow holes. A mammal path with evidence of badger footprints was encountered on the top of the bank.

83.

The watercourse bank was considered too shallow sloping to attract water voles and none were encountered. The survey concludes that the separation distance between the watercourse and the dwellings would be sufficient to mitigate any adverse impact on aquatic wildlife and habitats. A Construction Environmental Management Plan is considered sufficient to mitigate any adverse impact on protected species. On the basis of this further information, the Ecology Officer's holding objection has been withdrawn.

84.

Biodiversity enhancements should be secured as part of the development, in accordance with the guidance in the NPPF and the removal of vegetation should be restricted to outside of the bird breeding season. These matters can be dealt with by condition at the outline stage.

**Highway safety and parking**

85.. The Highway Authority has not objected to the proposals. Officers acknowledge that the existing access is restricted in width and that normally a wider access would be required to facilitate a development of 10 houses. However, the existing situation has to be factored in to the assessment of the proposed development. The existing use involves regular HGV movements to and from the site as well as the general level of traffic associated with a commercial use and the proposed use would significantly reduce the level of trip generation. On that basis, the proposed development is considered likely to improve highway safety over and above the existing situation. As a result, it is considered that there is insufficient evidence to substantiate a refusal of planning permission on this ground.

86. Given the low density of the scheme, it is considered that there would be sufficient space to locate 2 car parking spaces on each plot, meeting the requirements of the LDF standards of 1.5 spaces per dwelling across developments with additional room for

visitor parking.

### **Residential amenity**

87. The application is in outline only and therefore the layout plan submitted is for illustrative purposes only. However, officers need to be satisfied at this stage that the site is capable of accommodating the amount of development proposed, without having a detrimental impact on the residential amenity of occupiers of adjacent properties. Due to the size of the gardens to the rear of the properties which front on to Flecks Lane, sufficient separation distances could be retained between the rear of those properties and the properties on the southern edge of the development at the reserved matters stage to ensure that the proposal would not result in an adverse impact through overlooking or overshadowing.
88. Similarly, due to the low density of the scheme, the proposed number of units could be provided on the site without adversely affecting the residential amenity of the properties at Church Farm, to the east of the site. Equally, adequate separation distances could be retained to ensure that noise associated with the use of any of the neighbouring buildings would not have an adverse impact on the amenity of the occupants of the proposed development.
89. Standard conditions relating to the construction phase of the development have been recommended by the EHO and these can be attached to the decision notice. It is considered that the proposed number of units can be accommodated on the site without having any adverse impact on the residential amenity of the occupants of each of the plots within the development.
90. One of the significant benefits of the scheme (which has been raised by a number of the representations received from local residents and the Parish Meeting) would be the significant improvement that the proposal would bring about in terms of noise. Significant levels of noise result from the regular use of large vehicles by the narrow access and also the nature of the commercial operation. In relation to both of these noise sources and also air quality, the redevelopment of the site with a low density residential scheme is likely to result in less harm to the amenity of neighbouring residents than the existing lawful use.

### **Surface water and foul water drainage**

#### **Surface water drainage**

91. The north western part of the site lies within Flood Zone 3 (highest risk of flooding), with the remainder of the site located in flood zone 1 (lowest risk of flooding). The Lead Local Flood Authority (LLFRA) has not raised an objection to the proposal.
92. The applicant has demonstrated that surface water can be dealt with on site by using a variety of SuDS features (swales, permeable paving and attenuation basins) which will restrict surface water discharge to significantly less than the existing rates. The details of the surface water drainage strategy can be secured by condition at the outline stage. The Environment Agency has also raised no objection on the basis that this condition is attached to the decision notice.

#### **Waste and Foul water drainage**

93. In relation to Wastewater treatment, Anglian water has confirmed that the foul drainage from this development is in the catchment of Foxton Water Recycling Centre,

which currently does not have capacity to treat the additional flows resulting from the development. However, they confirm in their response that Anglian Water are obligated to accept the foul flows from the development and would therefore take the necessary steps to ensure that there is sufficient treatment capacity should the planning authority grant planning permission. This lack of capacity is therefore considered not to be a reason to refuse the application as the matter can be resolved through legislation separate from the planning system.

Anglian water also confirm that the foul sewage network present currently has available capacity to treat flows from the development and as such has no objections to the scheme in this regard.

### **Section 106 contributions**

94. The County Council as Education Authority has confirmed that there is sufficient capacity at the pre-school facility, the primary school and the Village College in Bassingbourn to accommodate the anticipated population from the development. This is considered to be a factor which enhances the social sustainability of the scheme.
95. The PPG advice regarding developments of 10 dwellings or 1000 square metres or less states that pooled contributions for such developments should not be sought. The cumulative amount of floorspace will not be determined until the reserved matters stage. Even if that threshold was breached, the CIL regulations require any contribution to be directly related to the development, proportionate in scale to the impact of the development and necessary to make the development acceptable in planning terms.
96. The District Council Community Facilities Assessment of 2009 confirmed that for the 110 residents of the village, only 12 square metres of community open space was required to meet the needs of the village. Whilst the population of the Parish had risen to 140 by 2012, Shingay has a village hall which exceeds 12 square metres by a substantial amount. Given this situation and considering the extent of the public open space to be provided on site and the size of the private gardens which could be attached to each of the 10 dwellings, it is considered that a contribution towards off site community facilities is not required to mitigate the impact of this development.

### **Other matters**

#### Archaeology and Heritage

97. Section 66 of the Planning (Listed Buildings and Conservation Area) Act 1990 requires decision-makers to pay "special regard to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses."
98. Paragraph 132 of the NPPF, in the section dealing with the conservation and enhancement of the historic environment, states that "When considering the impact of a proposed development on the significance of a designated heritage asset, great weight should be given to the asset's conservation. The more important the asset, the greater the weight should be. Significance can be harmed or lost through alteration or destruction of the heritage asset or development within its setting. As heritage assets are irreplaceable, any harm or loss should require clear and convincing justification".
99. Paragraph 133 of the NPPF states that where a proposed development will lead to substantial harm or to a total loss of significance of a designated heritage asset, local planning authorities should refuse consent, unless it can be demonstrated that the substantial harm or loss is necessary to achieve substantial public benefits that



outweigh that harm or loss.

100. Paragraph 134 of the NPPF says that “(where) a development proposal will lead to less than substantial harm to the significance of a designated heritage asset, this harm should be weighed against the public benefits of the proposal, including securing its optimum viable use”.
101. Recent planning case law has confirmed that having “special regard” to the desirability of preserving the setting of a listed building under section 66 involves more than merely giving weight to those matters in the planning balance. In particular, case law has confirmed that “preserving” in the context of Listed Buildings means doing no harm.
102. There is evidence of a deserted medieval village immediately to the north of the site, there are house platforms and ditches located to the west and earthworks to the south of the site. Vine Farm moated site and former house platforms are located to the south, with further moats to the east and west. There is also evidence of Bronze Age and Roman settlement in the vicinity of the site.
103. The County Council Archaeologist has raised no objection to the proposal on the basis that a standard condition requiring a scheme of investigation to be agreed and any necessary measures carried out prior to the commencement of development, to ensure that any risk to archaeology is mitigated is attached to the decision notice. This can be secured at this outline stage.
104. Historic England recognises that there would be limited intervisibility between the application site and a nearby grade II\* and grade II listed buildings. Porch Cottage is immediately opposite the access to the site. However, a substantial separation distance would be retained to the proposed dwellings and the properties on the northern side of Flecks Lane obscure the otherwise direct relationship between the sites. Given that there are large agricultural style units on the site and the relatively small scale of the scheme, it is considered that the proposal would not have an adverse impact on the setting of any of the adjacent listed buildings. As such, the proposal would result in less than substantial harm to the setting of any heritage assets. On that basis, neither Historic England nor the District Council conservation officer have objected to the proposals.
105. Environmental Health  
  
The EHO has raised no objections to the proposals. Conditions relating to noise during construction and the mitigation in the event that piled foundation are to be used as the method of construction can be attached to the decision notice should planning  
106. permission be granted.  
  
Given the existing use of the site and the sensitive end of the proposed use, it is considered necessary to require an investigation into any sources of contamination on the site and the securing of any necessary mitigation measures, prior to the commencement of development. These details can be secured by condition at this outline stage.
107. Public Right of Way (PRoW)  
  
There is an existing PRoW which runs along the eastern edge of the site, within the red line site area. The PRoW route runs along the access road to the point where the access turns into the main body of the site, where the PRoW continues to the north. The definitive map shows a slightly different route to the pathway on the site. Given the

location of the PRow, a development of 10 dwellings could be accommodated on the site without the need to divert the definitive route. If the route of the footpath is permanently impeded by the development, then the applicant would be required to formally apply for a diversion of the route to the County Council as Local Highway Authority, under the provisions of Section 257 of the Town and County Planning Act 1990. This process would occur if planning permission is granted. If the impact of the development would be limited to the access road, this would be a temporary situation and details of the management of any temporary diversion could be conditioned at the reserved matters stage.

### **Conclusion**

108. This scheme proposes the redevelopment of a brownfield site and would result in significant benefits to local residents through the replacement of a commercial use which has negative environmental impacts with residential development. In addition, the cessation of the house of multiple occupancy use, which has been the source of enforcement complaints and is an unauthorised use is a benefit that can be secured via the Section 106 agreement, removing a wider negative implication arising from the current use.
109. The redevelopment of the site for housing would also be a social benefit within the context of the lack of a five year supply of housing. The significant amount of public open space to be provided by the scheme is also a significant social benefit. The amended parameter plan is considered to have addressed the landscape impact and design concerns raised in relation to the original submission.
110. The under provision of affordable housing does represent some harm in terms of the social sustainability of the scheme, but this must be weighed against the significant local support for the scheme in terms of the environmental benefits and the fact that there is not an identified need for affordable housing within the village. The overage clause to be inserted into the Section 106 agreement may also secure a higher figure, up to £340,000, depending on the sale value achieved.
111. It is considered that the issues raised in relation to environmental health, trees and ecology can be dealt with by condition.
112. It is considered that the scheme includes positive elements which enhance social sustainability. These include:
- the positive contribution of up to 10 dwellings towards the housing land supply in the district based on the objectively assessed need for 19,500 dwellings and the method of calculation and buffer identified by the Waterbeach Inspector
  - the provision of a contribution of affordable housing within the District, which may increase subject to the sale value achieved (overage clause with a cap at £340,000.)
  - significant public open space, including a local area of play in a village with a significant under provision in this regard.
  - the removal of the current use which is considered environmentally detrimental to the amenity of neighbouring residents
113. • potential to result in an increase in the use of local services and facilities

None of the disbenefits arising from the proposals are considered to result in significant and demonstrable harm when balanced against the positive elements and therefore, it is considered that the proposal achieves the definition of sustainable development as set out in the NPPF.

## **Recommendation**

114. Officers recommend that the Committee grants planning permission, subject to the following:

### **Section 106 agreement**

115. To secure commuted sum for the provision of affordable housing, the provision of public open space (including the Local Area of Play), the management of the public open space and surface water drainage, the cessation of the current unauthorised uses associated with the site and waste receptacles.

### **Draft conditions**

- 116.
- (a) Outline planning permission
  - (b) Time limit for submission of reserved matters
  - (c) Time limit for implementation (within 2 years of approval of reserved matters)
  - (d) Approved plans – (site location plan and developable area parameter plan)
  - (e) Landscaping details
  - (f) Design Code to be submitted with the reserved matters application
  - (g) Details of the height of finished levels
  - (h) Waste Management Plan and Audit
  - (i) Details of external lighting
  - (j) Remediation of any contamination before commencement of development
  - (k) Construction Environment Management Plan
  - (l) Details of renewable energy generation (including water efficiency/conservation measures) and within the development and associated noise assessment and mitigation measures – 10% renewables and compliance.
  - (m) Foul water drainage scheme
  - (n) Surface water drainage scheme
  - (o) Tree Protection measures including
  - (p) No trees/hedges to be removed during the bird breeding season
  - (q) Pedestrian visibility splays
  - (r) Ecological enhancement scheme
  - (s) Scheme of archaeological investigation
  - (t) Construction Traffic Management Plan
  - (u) Restriction on the hours of power operated machinery during construction
  - (v) Waste Management and Minimisation Strategy for the development
  - (w) Housing mix to be approved
  - (x) Details of car parking and cycle provision
  - (y) Details of fire hydrants

### **117. Informatives**

- (a) Environmental health informatives
- (b) Exclusion of indicative plans from approval – indicative layout plan not to be approved at this outline stage

**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 Reference: S/2224/16/OL

**Report Author:**

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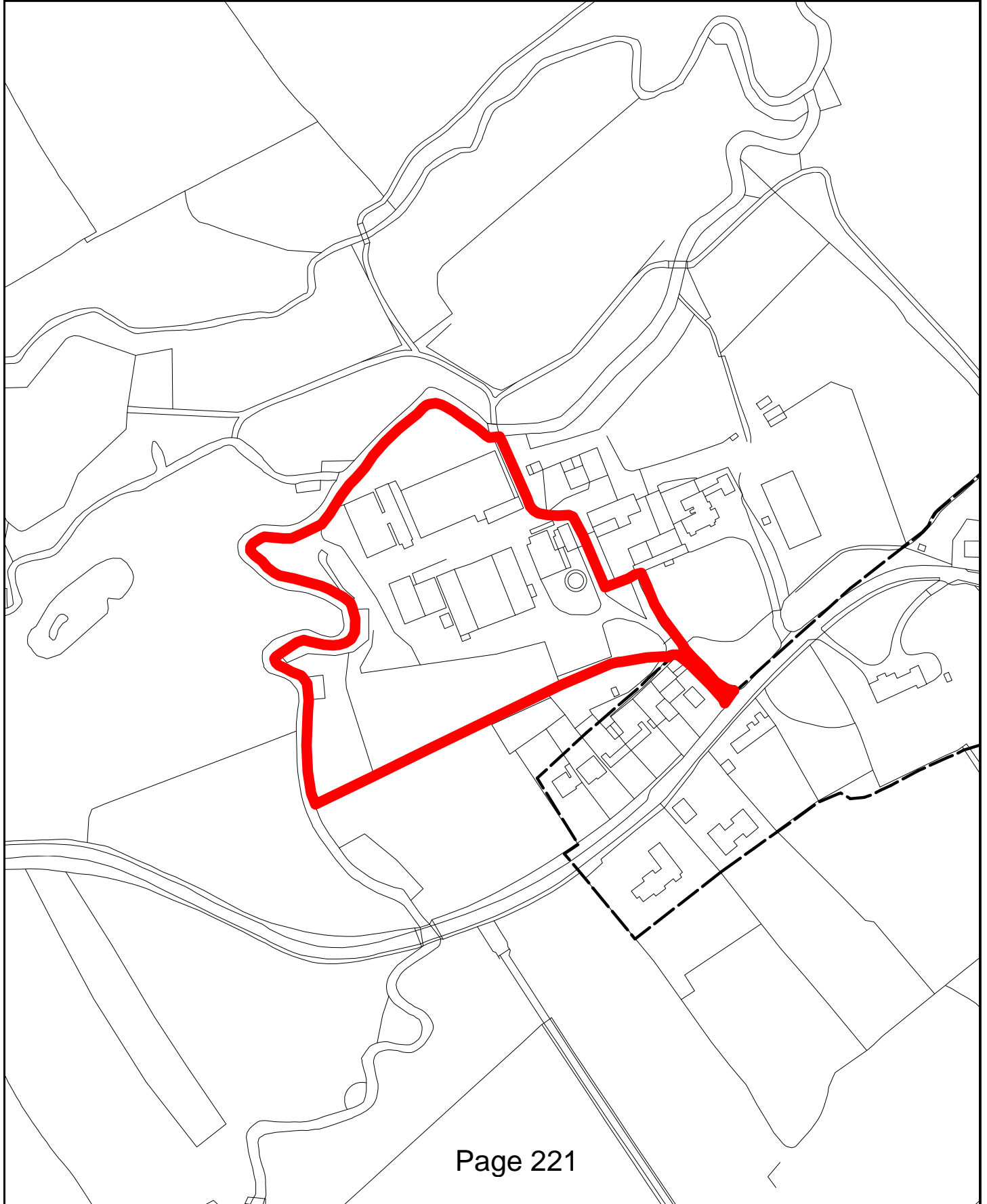
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# Agenda Item 8

## 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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<b>Application Number:</b>	S/2553/16/OL
<b>Parish(es):</b>	Linton
<b>Proposal:</b>	Residential Development of up to 50 Houses and 20 Allotments
<b>Site address:</b>	Land South of Horseheath Road
<b>Applicant(s):</b>	Ely Diocesan Board of Finance
<b>Recommendation:</b>	Delegated Approval
<b>Key material considerations:</b>	Housing Land Supply Principle of Development Character and Appearance of the Area Density Housing Mix Affordable Housing Developer Contributions Design Considerations Trees and Landscaping Biodiversity Highway Safety and Sustainable Travel Flood Risk Neighbour Amenity Heritage Assets
<b>Committee Site Visit:</b>	No (Members visited the site in April 2015)
<b>Departure Application:</b>	Yes
<b>Presenting Officer:</b>	Karen Pell-Coggins, Principal Planning Officer
<b>Application brought to Committee because:</b>	A Local Member is one of the applicants.
<b>Date by which decision due:</b>	29 December 2016

### Executive Summary

1. This proposal seeks permission for a residential development of up to 50 dwellings together with 20 allotments outside the Linton village framework and in the countryside. The residential element of the development would not normally be considered acceptable in principle as a result of (i) its size and (ii) its out of village

framework location. However, the Council acknowledges at present it cannot currently demonstrate a five-year housing land supply and so our housing supply policies must be considered out of date. In light of a recent High Court decision, the Local Planning Authority must determine the appropriate weight to apply to out of date policies relevant to their planning function. The National Planning Policy Framework (NPPF) states that there is a presumption in favour of sustainable development, and as such policies that seek to guide development to the most sustainable locations have a clear planning function. Where relevant policies are out of date, the NPPF says that planning permission should be granted for development unless the adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in the NPPF taken as a whole.

2. In light of the lack of five-year housing land supply and having regard to recent local appeal decisions, the rural settlement policies are considered to continue to have significant weight in the determination of planning applications adjacent to or within close proximity to village frameworks. This will help ensure that development proposals outside and in close proximity to village frameworks have due regard to the availability of an appropriate level of services, facilities, employment and sustainable transport options. For Rural Centres and Minor Rural Centres, subject to all other relevant material considerations, it is considered that there is a case to be made that conflict with those policies should not be given significant weight, under the circumstances of a lack of five-year housing supply. Subject to other material considerations, this would mean in principle that the Council may grant permission for development in and adjacent to our larger villages. This is in the context of paragraph 14 of the NPPF and the test that permission should be granted unless there would be evidence of significant harm. This is consistent with local appeal decisions in this category of village since the lack of five-year supply.
3. The development would have some visual impact upon the landscape setting of the village. However, it is considered that the landscape impact is limited and can be successfully mitigated as part of the outline application.
4. These limited adverse impacts must be weighed against the benefits of the positive contribution of up to 50 dwellings towards the housing land supply in the district based on the objectively assessed 19,500 dwellings target set out in the SHMA and the method of calculation and buffer identified by the Inspector, the provision of 40% affordable homes, allotments for the village, developer contributions towards sport space, children's play space, community facilities in the village and improvements to traffic schemes in the village, employment during construction to benefit the local economy and greater use of local services and facilities to contribute to the local economy.
5. The scale of the development proposed by this application (up to 50 dwellings) exceeds that supported by Policy ST/5 of the adopted Core Strategy of the LDF in relation to Minor Rural Centres (maximum 30 dwellings). Taking account of the range and scale of services and facilities available in Linton, including convenient accessibility to public transport, and in the context of a lack of five-year supply, the departure to policy due to the scale of development proposed by this application and its location adjacent to the village framework is justified, as it would not cause significant demonstrable harm.

## **Planning History**

6. S/1969/15/OL- Residential Development of up to 50 Houses and 30 Allotments - Refused

## **National Guidance**

7. National Planning Policy Framework 2012  
Planning Practice Guidance

## **Development Plan Policies**

8. **South Cambridgeshire Local Development Framework Core Strategy DPD 2007**  
ST/2 Housing Provision  
ST/5 Minor Rural Centres
9. **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  
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/14 Lighting Proposals  
NE/15 Noise Pollution  
NE/17 Protecting High Quality Agricultural Land  
CH/2 Archaeological Sites  
SF/10 Outdoor Playspace, Informal Open Space, and New Developments  
SF/11 Open Space Standards  
TR/1 Planning For More Sustainable Travel  
TR/2 Car and Cycle Parking Standards  
TR/3 Mitigating Travel Impact
10. **South Cambridgeshire LDF Supplementary Planning Documents (SPD):**  
Open Space in New Developments SPD - Adopted January 2009  
Biodiversity SPD - Adopted July 2009  
Trees & Development Sites SPD - Adopted January 2009  
Landscape in New Developments SPD - Adopted March 2010  
Affordable Housing SPD - Adopted March 2010  
District Design Guide SPD - Adopted March 2010
11. **South Cambridgeshire Local Plan Submission - March 2014**  
S/3 Presumption in Favour of Sustainable Development  
S/5 Provision of New Jobs and Homes  
S/6 The Development Strategy to 2031  
S/7 Development Frameworks

S/9 Minor Rural Centres  
 HQ/1 Design Principles  
 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  
 NH/14 Heritage Assets  
 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/9 Managing Flood Risk  
 SC/6 Indoor Community Facilities  
 SC/7 Outdoor Playspace, Informal Open Space, and New Developments  
 SC/8 Open Space Standards  
 SC/10 Lighting Proposals  
 SC/11 Noise Pollution  
 TI/2 Planning for Sustainable Travel  
 TI/3 Parking Provision  
 TI/8 Infrastructure and New Developments

### **Consultation**

12. **Linton Parish Council** – Recommends refusal. Comments relate to matters including the location of the site outside the village framework, the scale of the development, unsustainable location due to lack of infrastructure and employment, poor existing infrastructure, landscape and visual impact, impact upon heritage assets, highway safety and parking problems, flood risk, neighbour amenity issues, status of the allotments, housing would not meet village needs, assessments are out of date and lack of community consultation. Full comments are set out in Appendix 1.
13. **Affordable Housing Officer** – Comments that the site is located outside the Linton village framework and if the site is being taken forward as a 5 year housing land supply site, 40% affordable housing should be provided in accordance with development plan policies. 20 affordable properties should be provided. The tenure split should be 70% social rented and 30% intermediate rather than a 50%/50% split as put forward by the applicant. There are 1700 applicants on the Homelink register; 70 applicants have a local connection to Linton. The greatest demand in the District is for one and two bedroom accommodation. The preferred mix is 5 x 1 beds, 6 x 2 beds and 3 x 3 beds social rented, and 3 x 2 beds and 3 x 3 beds shared ownership. The properties should be built in accordance with the DCLG National technical Design and Space Standards. A registered provider should be appointed by the applicant to take on the units. If the development is approved as a 5 year land supply site, the properties should be allocated with the first 8 towards those with a local connection and the remaining 50% with a local connection to Linton and applicants with a District-wide connection.
14. **Landscape Design Officer** – Comments that the character on this edge of Linton comprises of an open and gently rolling landscape with long views available both over lower land and to hills featuring wooded tops. Set above the Granta valley, the village sits between the two. The eastern built edge, adjacent to the proposed site is made up of recent detached and semi-detached bungalows and houses at Lonsdale, Harefield Rise and Kenwood Gardens, forming a harsh edge to the village. However, the

development site represents a potential opportunity to improve the eastern edge in this location if handled sensitively.

15. Comments that the principle of the development is accepted. The development now has a 6 metre wide green buffer to be managed as a unit and this will help integrate the development into the landscape. There would also appear to be some scope for planting large trees into the development and the outlook to the allotments area has been improved. However, there are still some concerns that up to 50 dwellings can be accommodated on the site in terms of back-to back distances and the LVIAA is not robust as it does not provide verified views/photomontages showing the proposed development, how it arrives at the predicted levels of landscape and visual impact or the cumulative effects of possible developments nearby.
16. **Trees and Landscapes Officer** – Has no objections.
17. **Ecology Officer** – Comments that the application is supported by an ecological assessment that has not identified any significant constraints to the development of an area of arable land enclosed by species poor hedgerows and grass margins.
18. Of note from the assessment is a habitat suitable for reptiles associated with field margins such as the common lizard. There is not considered to be a significant likelihood of reptiles being present and impacted based upon the distribution of species in the area and a reptile habitat could be incorporated into the scheme. The applicant should note that the presence of slowworm is uncommon in the district. The report states that should trees be removed with potential for bat roosts, the area should be resurveyed for the presence of this species. The report advises a similar approach for badgers.
19. Requests an updated phase 1 habitat survey to be submitted with any reserved matters application to include an updated assessment of evidence and potential for protected species such as bats, reptiles and badgers. This should include revised avoidance, mitigation and compensation measures based upon the findings. If further surveys are required, they would need to be completed before the determination of the reserved matters application.
20. The indicative landscape masterplan has been reviewed and the it is clear that the provision of new landscaping and allotments would bring biodiversity gain.
21. To compensate for the loss of potential habitat for farmland birds, hedgerows will need to be retained and enhanced. This should include 5 metre wide areas of hedgerow where possible and new orchard/ copse planting. Hedgerows should be retained and protected outside garden curtilages to ensure that they are retained in the long term. Consideration should be given to wildflower buffers adjacent to the hedgerows that border the allotments as these would not be so productive.
22. Biodiversity enhancement would need to be secured by condition in line with the recommendations in the report. This should include bat roost features, bird nest boxes and hedgehog connectivity. A condition would also need to be applied in relation to removal of vegetation in the bird breeding season.
23. **Urban Design Officer** – Has no objections in principle but comments that there are some issues in relation to pedestrian connectivity to adjacent land to enhance permeability, the development providing a clear identity and sense of place through the submission of a design brief prior to any reserved matters application to show how the development has been influenced by the village, the dominance of parking

adjacent to the allotments, storage facilities for the allotments and to that the development should be constructed to lifetime homes standards and the 12 criteria in relation to Building for Life 2015.

24. **Local Highways Authority** – Has no objections subject to conditions in relation to vehicular visibility splays and a traffic management plan. Requests a separate plan to show the visibility splays. Comments that there are some reservations with regards to pedestrian connectivity of the site.
25. **Cambridgeshire County Council Transport Assessment Team** – Comments that having reviewed the Transport Assessment and additional information, the Team is satisfied with the information provided, and as such has no objections subject to a mitigation package to be secured through a section 106 agreement. This will need to include the installation of a footway on Horseheath Road to connect to the existing footway, the widening of the existing footway on Horseheath Road up to its termination point opposite Wheatsheaf Way, the installation of dropped crossings with tactile paving at the crossing over Horseheath Road, the installation of 10 cycle stands at location in the village to be agreed by the parish Council, a contribution of £20,000 towards City Deal proposals for bus priority measures along the A1307 in Linton principally to go towards a review and recalibration of the operation of the junction of the A1307 with Linton Village College and a contribution of £10,000 towards City Deal proposals for reducing bus journey times along Linton High Street. Also requires a condition in relation the submission of a travel plan welcome pack.
26. **Cambridgeshire County Council Historic Environment Team** – Comments that trial trench evaluations have been carried out on the site and archaeological evidence found can be dealt with through investigation, analysis and publication. The human remains found will need removing from the site as a matter of principle to prevent their discovery and disturbance when the new development has been built and their contextual setting will need appropriate investigation accordingly. Recommends a condition to secure a written scheme of investigation prior to the commencement of development to include the statement of significance and research objectives, the programme of methodology of site investigation and recording and the nomination of a competent person/organisation to undertake the agreed works and the programme for post-investigation assessment and subsequent analysis, publication and dissemination and deposition of resulting material. The development programme should include a timetable of investigation for the agreed scheme.
27. **Cambridgeshire County Council Flood & Water Team** – Has no objections subject to a condition in relation to a detailed surface water drainage scheme and the management and maintenance of that scheme.
28. **Drainage Officer** – Comments that the development is acceptable subject to a condition in relation to a detailed surface water drainage strategy by means of a sustainable drainage system. The system should be designed such that there is no surcharging for a 1 in 30 year event and internal property flooding for a 1 in 100 year event plus 40% allowance for climate change and managed and maintained thereafter.
29. **Environment Agency** – Has no objections as amended subject to a condition in relation to a scheme for surface water disposal. Comments that although the site lies above a principal aquifer within source protection zone 2, the proposal is not considered to be high risk in relation to contamination. Requests informatives.
30. **Anglian Water** – Comments that the foul drainage from the development is in the

catchment of Linton Water Recycling Centre that will have available capacity for these flows and that the sewerage system at present has available capacity for foul drainage flows from the development. Further comments that the preferred method of surface water disposal would be to a sustainable drainage system. The Flood Risk Assessment is unacceptable as it does not set out a final surface water drainage strategy. If connection to the public surface water sewer is required, details of the discharge point and discharge rate need to be submitted.

31. **Environmental Health Officer** – Has no objections subject to conditions in relation to the hours of construction works and construction related deliveries to and from the site, a programme of measures to minimise the spread of dust, a construction programme of activities, external lighting and a noise assessment for any renewable energy provision such as air source heat pumps or wind turbines.
32. **Contaminated Land Officer** – Comments that a condition in relation to contaminated land is not required.
33. **Air Quality Officer** – Has no objections providing the source of energy to the site is not by biomass boiler.
34. **Environmental Health Officer** – Comments that the identification and assessment of the health impacts of the development are satisfactory in the revised Health Impact Assessment.
35. **Cambridgeshire Fire and Rescue Service** – Requests a condition in relation to the adequate provision of fire hydrants.
36. **Huntingdonshire Sustainability Team** – Comments that a document is required in relation to energy efficiency, renewable energy, water conservation and sustainable drainage systems.
37. **Section 106 Officer** – Comments as amended that a Local Equipped Area of Play and 20 allotments have been provided on site to address the need for children's play space and informal open space. Off-site contributions are required towards outdoor sports and indoor community space projects as identified by Linton Parish Council.
38. **Cambridgeshire County Council Growth Team** – Comments that there are sufficient early years, primary and secondary education places available to accommodate the development. Requires a libraries and life long learning contribution towards the reorganisation of the layout of Linton library to enable extra shelving and resources to serve the additional residents. Requires a strategic waste contribution towards an expansion in the capacity of the Thriplow Household Recycling Centre if 5 contributions have not been pooled.
39. **NHS England** – Comments that there is currently GP capacity in the Linton locality and is not requesting any contributions towards health.

### **Representations**

40. **40 letters of objection have been received from local residents** in relation to the application. They raise the following concerns: -
  - i) Outside village envelope and in the countryside and Green Belt- not a brownfield site.
  - ii) Adverse impact upon landscape setting of village due to level changes in area.
  - iii) Visual impact on view approaching the village from the east.

- iv) Impact upon historic character of village.
- v) Scale of development in a Minor Rural Centre where maximum allowance is 30 dwellings- suburban sprawl- smaller infill developments should be encouraged.
- vi) Cumulative impact of development with proposal at Bartlow Road.
- vii) Would set a precedent for future developments around the village.
- viii) Increase in traffic on to the A1307 at a dangerous junction.
- ix) Access point on to Horseheath Road where traffic speeds are high.
- x) Safety of pedestrians along footways in village.
- xi) Distance from services in village and parking congestion in village.
- xii) Flood risk.
- xiii) Impact upon sewers.
- xiv) Loss of agricultural land.
- xv) High density development.
- xvi) Design at odds with Linton traditions.
- xvii) Village infrastructure inadequate- schools, health centre, shops, public transport, employment.
- xviii) Lack of on-site parking.
- xix) Neighbour amenity issues in relation to a loss of privacy, outlook and light.
- xx) Loss of hedges along Horseheath Road
- xxi) Traffic and noise pollution.
- xxiii) Housing mix would not meet needs of the village.
- xxiii) Poor consultation – the whole village should have been notified of the development.
- xxiv) The applicants would not develop the land and the plans could be different.
- xxv) Inadequate reports supporting the application.
- xxvi) Glebe land cannot be sold for profit.

41. **The Headteachers of Linton Heights Junior School and Linton Infants School** are concerned about the impact upon the schools. The Junior School is a tired and unsuitable building. There is not enough space to house the current pupils so for a number of years a temporary portacabin has been used as a classroom. Any increase in children would require significant improvements. The Infant School has had a number of alterations over the years and is at maximum capacity in terms of the hall and toilets and in order to offer a quality education, 4 of 6 classrooms are undersized. Neither school would be able to welcome new families moving into the area.
42. **Chair Linton Village College Governors** – Comments that the County Council assessment in relation to the capacity of Linton Village College (LVC) to take more students is correct. However, this is based upon the designated feeder schools only and the following points should be noted: -
- i) LVC is an Academy and makes its own admissions policy;
  - ii) LVC is oversubscribed. The PAN for 2016/17 is 165 students. 180 have been accepted and there is a waiting list of around 40.
  - iii) LVC has historically admitted 20% of students from outside the catchment area and mostly in Suffolk.
  - iv) LVC has recently expanded its catchment to include some primary schools in Essex. This is because of the expansion of Saffron Walden and that the County High can no longer guarantee places.
  - v) LVC is an OFSTED rated Outstanding school- it has been and is oversubscribed. As the Multi Academy Trust expands, there have been three new applications from primary schools, one in Suffolk. This means that there is pressure to give priority for admissions to members of the Trust.
- Many of these points have not been considered by the County Council and it is considered that the formula for calculating capacity is out of date and should not be given weight.



## **Site and Surroundings**

43. The site is located outside of the Linton village framework and in the countryside. It is situated to the north east of the village and is an “L” shaped parcel of arable land that measures approximately 2.88 hectares in area. There is existing landscape planting along the majority of the northern, western and southern boundaries. The eastern boundary is open. Residential developments lie to the south and west. A dwelling lies to the north. A public footpath lies to the north east. A hedge and public footpath lie to the east with open agricultural land and the A1307 road beyond.
44. The site is situated within the East Anglian Chalk Landscape Character Area on grade 3 (good to moderate) agricultural land. The site lies within Flood Zone 1 (low risk). No. 28 Horseheath Road is a grade II listed building, which lies approximately 150 metres to the west of the site. The Linton Conservation Area is situated 500 metres to the west.

## **Proposal**

45. The proposal, as amended, seeks outline permission for a residential development on the site of up to 50 dwellings and 20 allotments. The access, layout, design and external appearance, and landscaping are matters reserved for later approval.
46. 20 of the dwellings would be affordable in nature. The mix would be 2 x one bedroom houses, 8 x two bedroom houses and 10 x three bedroom houses. The tenure mix would be 50% social rented and 50% intermediate. The remaining 30 dwellings would be available for sale on the open market. The mix would be 10 x two bedroom houses, 10 x three bedroom houses and 10 x four bedroom houses.
47. The development is intended to be predominantly two-storeys in height with a small number of single storey bungalows. There would be a range of detached, semi-detached and terraced properties arranged around a main spine road, with small developments offset. A Local Equipped Area of Play has been provided within the northern part of the development and 20 allotments would be provided to the south east.
48. The allotments would be for community use to respond to local need identified by the Parish Council. They would be managed and controlled by the Parish Council.

## **Planning Assessment**

49. The key issues to consider in the determination of this application relate to housing land supply, the principle of the development, housing density, housing mix, affordable housing, developer contributions and the impacts of the development upon the character and appearance of the area, highway safety, ecology, trees and landscaping, flood risk, foul drainage, heritage assets and neighbour amenity.

## **Housing Land Supply**

50. The National Planning Policy Framework (2012) (NPPF) requires councils to boost significantly the supply of housing, including by meeting their objectively assessed need for housing and by identifying and maintaining a five-year housing land supply

with an additional buffer as set out in paragraph 47.

51. The Council accepts that it cannot currently demonstrate a five year housing land supply in the district as required by the NPPF, having regard to appeal decisions in Waterbeach in 2014, and as confirmed by more recent appeal decisions. The five-year supply as identified in the latest Annual Monitoring Report (December 2016) for South Cambridgeshire is 3.7 years on the basis of the most onerous method of calculation, which is the method identified by the Waterbeach Inspector. This shortfall is based on an objectively assessed housing need of 19,500 homes for the period 2011 to 2031. This is identified in the Strategic Housing Market Assessment 2013 together with the latest update undertaken for the Council in November 2015 as part of the evidence responding to the Local Plan Inspectors' preliminary conclusions. It uses the latest assessment of housing delivery contained in the housing trajectory November 2015. The appropriate method of calculation is a matter before the Local Plan Inspectors and in the interim the Council is following the method preferred by the Waterbeach appeal Inspector.
52. Paragraph 49 of the NPPF states that adopted policies "for the supply of housing" cannot be considered up to date where there is not a five year housing land supply. This includes the rural settlement policies and village framework policy.
53. Further guidance as to which policies should be considered as 'relevant policies for the supply of housing' emerged from a recent Court of Appeal decision (Richborough v Cheshire East and Suffolk Coastal DC v Hopkins Homes). The Court defined 'relevant policies for the supply of housing' widely so as not to be restricted to 'merely policies in the Development Plan that provide positively for the delivery of new housing in terms of numbers and distribution or the allocation of sites,' but also to include, 'plan policies whose effect is to influence the supply of housing by restricting the locations where new housing may be developed.' Therefore all policies which have the potential to restrict or affect housing supply may be considered out of date in respect of the NPPF.
54. In the case of this application, policies which must be considered as potentially influencing the supply of housing land include ST/2 and ST/5 of the adopted Core Strategy and adopted policies DP/1, DP/7, CH/3, CH/5, NE/4, NE/6 and NE/17 of the adopted Development Control Policies. Policies S/7, S/9, HQ/1 and NH/3 of the draft Local Plan are also material considerations and considered to be relevant (draft) policies for the supply of housing.
55. However the Court also made clear that even where policies are considered 'out of date' for the purposes of NPPF paragraph 49, a decision maker is required to consider what (if any) weight should be attached to such relevant policies having regard to compatibility with the NPPF.
56. The rural settlement classification in the adopted and emerging development plans identifies the sustainability of villages in South Cambridgeshire, having regard to the level of services and facilities within a village and the availability and frequency of public transport to access higher order services in Cambridge and elsewhere. They are a key factor in applying paragraph 14 of the NPPF, which states that where a five-year supply cannot be demonstrated, permission should be granted unless any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies of the NPPF taken as a whole. The NPPF also includes as a core principle that planning should "actively manage patterns of growth to make the fullest possible use of public transport, walking and cycling, and focus significant development in locations which are or can be made sustainable".

57. In light of the lack of five-year housing land supply and having regard to recent local appeal decisions, the rural settlement policies are considered to continue to have significant weight in the determination of planning applications adjacent to or within close proximity to village frameworks. This will help ensure that development proposals outside and in close proximity to village frameworks have due regard to the availability of an appropriate level of services, facilities, employment and sustainable transport options.
58. As a general principle, the larger, better served villages categorised as Rural Centres and Minor Rural Centres are likely to be more able to support unplanned housing growth than the smaller, less well served Group and Infill Villages, without fundamentally undermining the development strategy for South Cambridgeshire. This has some commonality with the approach taken in the submitted Local Plan, where a limited number of housing allocations in the rural area were included for Rural Centres and Minor Rural Centres, including for larger sites that the windfall threshold in Minor Rural Centres, but no allocations for Group and Infill Villages other than a very limited number where they were put forward by Parish Councils under the Localism agenda.
59. As such, in Rural Centre and Minor Rural Centres, subject to all other relevant material considerations, it is considered that there is a case to be made that conflict with relevant settlement hierarchy policies should not be given significant weight, under the circumstances of a lack of five-year housing supply and in light of paragraph 14 of the NPPF and the test of significant demonstrable harm. This is consistent with the recent appeal decision in Melbourn, where the Inspector said that as the rural settlement policies are out of date due to a lack of five-year supply, but that the conflict with those policies “carried limited weight”. However, given the limited sustainability of Group and Infill villages, there is a case to continue to resist proposals that would conflict with the rural settlement policies which would allow for unsustainable forms of development, unless there are particular site specific considerations that indicate that there would not be significant demonstrable harm.
60. Notwithstanding the above, each planning application must be considered on its own merits taking account of local circumstances and all other relevant material considerations.

### **Principle of Development**

61. The site is located outside the Linton village framework and in the countryside where Policy DP/7 of the LDF and Policy S/7 of the Draft Local Plan state that only development for agriculture, horticulture, forestry, outdoor recreation and other uses which need to be located in the countryside will be permitted. The development would be outside the village framework and in the countryside and therefore not under normal circumstances be considered acceptable in principle.
62. Linton is identified as a Minor Rural Centre under Policy ST/5 of the LDF and Policy S/8 of the emerging Local Plan, where there is a reasonable range of services and facilities and residential developments of up to 30 dwellings are supported in policy terms. The erection of a residential development of up to 50 dwellings would exceed the limit and therefore not under normal circumstances be considered acceptable in principle.
63. However, given the current lack of a 5 year housing land supply and the fact that policies DP/7 and ST/5 are out of date, a judgement needs to be made as to whether the location and scale of the development is acceptable in sustainability terms.

64. As set out in the Housing Land Supply section above, it is considered that significant weight can be given to the rural settlement and framework policies. Nevertheless, in light of the lack of a five year housing land supply and recent appeal decisions, as a matter of general principle the scale of development proposed relative to the comparative accessibility of this Minor Rural Centre would not conflict significantly with the thrust of the core development principle of the NPPF and will not in itself create demonstrable harm.

### **Sustainable Development**

65. The NPPF states that there are 3 dimensions to sustainable development, economic, social and environmental.

#### ***Economic Aspects***

66. The provision of up to 50 new dwellings will give rise to employment during the construction phase of the development and would have the potential to result in an increase in the use of local services and facilities, both of which will be of benefit to the local economy.

#### ***Social Aspects***

##### *Provision of Housing*

67. The development would provide a benefit in helping to meet the current housing shortfall in South Cambridgeshire through the delivery of up to 50 dwellings. The applicants own the site and it is available for development now subject to securing the necessary planning consents. It is intended that construction work could commence in 2016/2017 with the residential element being complete within 5 years of the outline consent. A report has been submitted with the application that shows the rate of construction for medium term residential developments being 20 to 35 per annum. This would result in the development being completed within 2 years.

##### *Scale of Development and Services*

68. The Services and Facilities Study 2013 states that in mid-2012 Linton had an estimated population of 4,530 and a dwelling stock of 1,870. It is one of the larger villages in the District. An additional 50 dwellings would increase the number of dwellings in the village by 3%. The cumulative impact of the Bartlow Road development under application S/1963/15/OL and this development would be 105 dwellings, which would represent an increase of 6%. This is considered acceptable and would not be out of scale and character with the size of the village.
69. Whilst it is acknowledged that the most preferable location for development is first on the edge of the city of Cambridge and secondly in Rural Centres, it is considered that Linton is a reasonably sustainable location to accommodate increased housing development. The Services and Facilities Study 2013 identifies a wide range of services and facilities in the village that include a secondary school, junior school, infant school, health centre, dentist, post office, 4 food stores plus a small supermarket, other services such as hairdressers, florists etc., 3 public houses, a village hall and 3 other community centres, a recreation ground and a bus route to Cambridge and Haverhill with a service every 30 minutes during the day Mondays to Saturdays and hourly on Sundays.

70. The majority of the services and facilities are located on the High Street. The site is situated on the edge of the village at a distance of approximately 800 metres from the shops, and 600 metres from the nearest bus stop. There is an existing public footway up to the western boundary of the site that would ensure that there is reasonable accessibility by walking and cycling to the centre of the village.
71. The village is ranked jointly No. 6 in the Village Classification Report 2012 in terms of access to transport, secondary education, village services and facilities and employment. It only falls below the Rural Centres which have slightly better accessibility to public transport. Given the above assessment, the future occupiers of the development would not be wholly dependent upon the private car to meet their day-to-day needs and wider demands could be served by public transport.

#### *Housing Density*

72. The site measures 2.24 hectares in area (net). The erection of up to 50 dwellings would equate to a maximum of 22 dwellings per hectare. Whilst this density would be below the requirement of at least 40 dwellings per hectare for sustainable villages such as Linton under Policy HG1 of the LDF, it is considered appropriate in this case given the sensitive nature of the site on the edge of the village and the need for a landscape buffer along the eastern boundary to the open countryside.

#### *Affordable Housing*

73. 20 of the 50 dwellings (or pro rata) would be affordable to meet local needs. 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 meeting the identified local housing need across the District. However, the proposed mix of 2 x one bedroom houses, 8 x two bedroom houses and 10 x three bedroom houses, and the tenure mix of 50% rented and 50% intermediate is not agreed at the current time. It is considered that the exact mix and tenure of the affordable dwellings could be agreed through negotiations at the Section 106 stage. If the tenure mix of 70% affordable rented and 30% intermediate cannot be secured due to viability issues, this would need to be demonstrated.

#### *Market Housing Mix*

74. The remaining 30 dwellings would be available for sale on the open market. The proposed mix of 10 x two bedroom houses (33.3%), 10 x 3 bedroom houses (33.3%) and 10 x 4 bedroom houses (33.3%) would comply with Policy HG/2 of the LDF that requires a mix of units providing accommodation in a range of types, sizes and affordability, to meet local needs and H/8 of the emerging Local Plan that requires market homes in developments of 10 or more homes will consist of at least 30% 1 or 2 bedroom homes, at least 30% 3 bedroom homes, at least 30% 4 or more bedroom homes with a 10% flexibility allowance that can be added.

#### *Developer Contributions*

75. Development plan policies state that planning permission will only be granted for proposals that have made suitable arrangements towards the provision of infrastructure necessary to make the scheme acceptable in planning terms.
76. Regulation 122 of the CIL Regulations states that a planning obligation may only constitute a reason for granting planning permission for the development of the obligation is: -

- i) Necessary to make the development acceptable in planning terms;
  - ii) Directly related to the development; and,
  - iii) Fairly and reasonably related in scale and kind to the development.
77. The Recreation and Open Space Study 2013 identified that Linton had a deficit of 4.19 hectares of sports space. Linton has one recreation ground with a senior football pitch and a cricket pitch with the cricket square next to the football goal area and a bowl green. The pavilion is in very good condition with home and away changing, a bar area and kitchen. There is a need for an additional football pitch to meet local need and improved drainage at the existing facility. The cricket club also require an additional pitch to meet the demand for additional junior teams. The 2013 study did not take account of the facilities at Linton Village College, which although at the current time are available for public hire, are not guaranteed through a community access agreement.
78. Off-site contributions are required towards additional facilities to meet the demand for the development in accordance with Policies SF/10 and SF/11 of the LDF.
79. Linton Parish Council highlights the lack of infrastructure in the village to cope with the development and comments that it ideally requires additional land to provide the facilities required for the village but states that this is not possible at present as no landowner would be prepared to sell for agricultural rates, while the Council does not have a 5 year housing land supply. It has therefore put forward projects for formal sports activities that would be located on the recreation ground. These include a BMX/skate park, climbing wall and replacement of bowls area with a multi-use games area, and trim trail on the recreation ground. The contribution required would be tariff based contribution of approximately £55,000.
80. The Recreation and Open Space Study 2013 identified that Linton had a deficit of 3.41 hectares of children's play space. The development would be located approximately 1.8km from the nearest play area and therefore it is paramount that a formal play area is provided on the site. A Local Equipped Area of Play would be provided within the development.
81. No off-site contributions are required towards additional facilities to meet the demand for the development in accordance with Policies SF/10 and SF/11 of the LDF.
82. The Recreation and Open Space Study 2013 identified that Linton had a surplus of 0.27 hectares of informal open space. The development would provide informal public open space within the centre of the development. In addition, 20 allotments would be provided for the village.
83. No off-site contributions are therefore required towards additional facilities to meet the demand for the development in accordance with Policies SF/10 and SF/11 of the LDF. However, contributions are required for maintenance of the space if adopted by the Parish Council.
84. The Community Facilities Audit 2009 states that Linton is served by Linton Village Hall, which is run by a charity and can accommodate 170 persons seated and 200 standing. It holds an entertainment licence but no alcohol license, public dances, disabled access and toilets. There is only a basic kitchen but no food preparation area. Linton Village Hall is not considered to satisfy the Council's indoor facilities standard in terms of quantity of space and quality of space.
85. Off-site contributions are required towards community facilities to comply with Policy

DP/4 of the LDF.

86. Linton Parish Council again highlights the lack of infrastructure in the village to cope with the development. It has therefore put forward a project for improvements to the Village Hall to include renovation/modernisation of the kitchen, refurbishment of the WC's and a redesign of the front façade and entrance foyer. Alternatively, the funds could go towards a new multi-purpose community centre with a focus aimed at young people and which will be available for hire by scouts, guides, brownies and other users. This would also need to be funded by other sources but at present these have not been identified. The contribution required would be tariff based contribution of approximately £25,000.
87. The RECAP Waste Management Design Guide requires household waste receptacles to be provided for the development. Off-site contributions are required towards the provision to comply with Policy DP/4 of the LDF. The contribution would be £73.50 per dwelling and £150 per flat.
88. To ensure the provision and usage of on-site infrastructure, a monitoring fee of £1,500 is required.
89. The development is expected to generate a net increase of 15 early years aged children, of which 7.5 are liable for contributions. In terms of early years' capacity, County Education Officers have confirmed that there is sufficient capacity in the area to accommodate the places being generated by this development. Therefore no contribution for early years provision is required.
90. The development is expected to generate a net increase of 17.5 primary school places. The catchment school is Linton Infant & Linton Heights Junior schools. In terms of primary school capacity, County education officers have confirmed that there is sufficient capacity in the area to accommodate the places being generated by this development. Therefore no contribution for primary education is required.
91. The development is expected to generate a net increase of 12.5 secondary school places. The catchment school is Linton Village College. County Education Officers have confirmed that there is sufficient capacity in the area to accommodate the places being generated by this development. Therefore no contribution for secondary education is required.
92. The proposed increase in population from this development (50 dwellings x 2.5 average household size = 125 new residents) will put pressure on the library and lifelong learning service in the village. Linton library already serves a population of nearly 5,000 including the villages of Linton, Hildersham and Horseheath. A contribution of £42.12 per increasing population for enhancement to the library in Linton, a total of £5,265 (125 new residents X £42.12). This contribution would be used towards the reorganisation of the layout of Linton Library including the remodelling of the existing library counter, to enable extra shelving units and appropriate resources (both Adult and Junior) to be installed in the library to serve the additional residents.
93. This development falls within the Thriplow Household Recycling Centre catchment area for which there is currently insufficient capacity. The development would require a contribution of £461.45 (£8.39 x 55) towards the project to expand capacity unless 5 schemes have been pooled towards this project.
94. NHS England considers there is sufficient GP capacity to support the development.

Therefore no contributions are required towards health facilities.

95. Appendix 2 provides details of the developer contributions required to make the development acceptable in planning terms in accordance with Policy DP/4 of the LDF and paragraph 204 of the NPPF. It is considered that all of the requested contributions to date meet the CIL tests, and would be secured via a Section 106 agreement. Confirmation is awaited from the applicants to agreement to these contributions.
96. Members will note that the Cambridgeshire County Council Growth Team consider there is sufficient early years, primary and secondary school capacity but that this is contested by the Headteachers of both the local Junior and Infants schools.
97. Members will also note that Linton Parish Council has stated that the even if the more school places cannot be funded, the quality of the education facilities in the village are unsatisfactory and require funding.
98. The comments of the Head teachers of the Junior and Infants Schools, Governors of Linton Village College and Linton Parish Council are acknowledged, Cambridgeshire County Council Growth Team has advised that in-catchment demand indicates there is sufficient capacity to accommodate new development (although any further future development beyond these sites may see this position reviewed). In effect the schools fill with out-of-catchment pupils, who in future would be accommodated in their local catchment. The Council would have no basis on which to seek education contributions that would be CIL compliant. In addition, the condition of temporary buildings at the schools is an existing issue that would not change as a result of the development. Contributions towards upgrading these building would therefore also not be CIL compliant. It is the statutory duty of the Local Education Authority to ensure that the buildings meet health and safety regulations so any urgent need for replacements, could be secured outside this process.

### ***Environmental Aspects***

#### *Character and Appearance of the Area*

99. The site is currently a piece of arable land located outside the Linton village framework and in the countryside. It forms part of the landscape setting to the village.
100. The site is situated within the East Anglian Chalk Landscape Character Area and the landscape character of the site and its immediate surrounding are typical of East Anglian Chalk comprising large agricultural fields separated by clipped hedges, set in an open and gently rolling landscape, with long views available both over lower land and to hills featuring wooded tops.
101. The proposal would result in the introduction of development in an area that is currently undeveloped. Given the site characteristics and landscape setting, development of the scale proposed has the potential to result in some loss of openness to the countryside and visual harm to the setting of the village.
102. The application has been submitted in outline with all matters reserved, including layout. It is considered that up to 50 dwellings could be accommodated on the site with limited harm to the landscape setting of the village. A significant landscape buffer would be provided around the whole of the development that would improve the existing eastern edge of the village and mitigate the visual impact of the proposal and enhance biodiversity. It is therefore considered that limited weight can be given to Policy NE/4 of the LDF.



## **Design Considerations**

103. The application is currently at outline stage only. All matters in terms of access to the site, the layout of the site, scale, external appearance and landscaping are reserved for later approval.
104. The indicative layout shows an “L” shaped cul-de-sac development with a linear pattern of dwellings, together with small groups of dwellings arranged around shared driveways on the western part of the site. 8 dwellings and 20 allotments for community use are shown on the south eastern part of the site. A Local Area of Equipped Play is provided alongside the main access road on the northern part of the site close to the entrance to the development. Whilst the comments of the Urban Design Officer in relation to pedestrian connections and back-to-back distances is acknowledged, the application is for up to 50 dwellings and the indicative layout is considered satisfactory in principle; the application is currently at outline stage only and these matters would be considered in the final determination of the layout at the reserved matters stage. The development would therefore accord with Policy DP/2 of the LDF.

## **Trees/ Landscaping**

105. The proposal would not result in the loss of any important trees and hedges that significantly contribute towards the visual amenity of the area and the wider countryside. The majority of the trees and hedges along the northern, southern and western boundaries of the site that are in a good condition would be retained and protected, and new landscape planting would be provided to create a buffer to the countryside and to enhance the development. The only hedge to be removed would be along the northern boundary of the site with Horseheath Road to accommodate the access but replacement landscaping would be provided to mitigate this loss. The development is therefore capable of complying with Policy DP/3 of the LDF.

## **Biodiversity**

106. The site is dominated by arable land and is surrounded by species poor hedgerows/trees and grass margins. It is considered to have a low ecological value but the margins could provide habitats for reptiles and badgers and the trees could have bat roosts. Conditions would be attached to any consent for resurveying the site for reptiles, badgers and bats prior to the commencement of any development and ecological enhancements such as bird and bat boxes in accordance with the recommendations of the submitted report and the provisions of Policy NE/6.

## **Highway Safety and Sustainable Travel**

107. Horseheath Road leads from the centre of the village to the A1307 (Cambridge to Haverhill Road). It has a speed limit of 30 miles per hour from the village to the point at the entrance to the site, where it changes to 60 miles per hour.
108. The development would result in a significant increase in the level of traffic in the area. However, no objections have been raised by Cambridgeshire County Council Transport Assessment Team in relation to the impact of the development upon the capacity and functioning of the public highway subject to a mitigation package to be secured through a Section 106 agreement or conditions. The proposal would not therefore be detrimental to highway safety.
109. The 5.5 metre access width into the site would accommodate two-way traffic into the

site and would be acceptable. The 2.0 metre footpaths on each side are adequate and would provide safe pedestrian movements. The proposed vehicular visibility splays of 2.4 metres x 90 metres to the west and 2.4 x 215 to the west are acceptable. The access would therefore accord with Local Highways Authority standards.

110. There is a bus stop on the High Street approximately 600 metres to the west of the site. This gives direct public transport access to Cambridge and Haverhill by way of a 30 minute service Monday to Saturdays and is accessible by walking via a public footpath along the southern and northern side of Horseheath Road. It is also accessible by cycling. A contribution of £10,000 is sought towards City Deal proposals for reducing bus journey times along the High Street and £20,000 is sought towards City Deal proposals for bus priority measures along the A1307 in Linton principally towards the recalibration of the operation of the junction with Linton Village College to mitigate the impact of the development. This would need to be secured by a legal agreement. In addition, conditions would be attached to any consent to secure a 2 metre wide footway along the south side of Horseheath Road to connect to the existing footpath and an improvement of the footway provision to the High Street to include the widening the footway in the vicinity of Lonsdale to 2 metres wide, the installation of dropped crossings with tactile paving at the crossing over Horsheath Road near to Wheatsheaf Way, the installation of dropped crossings with tactile paving over Lonsdale and Wheatsheaf Way, and further cycle parking in the village.
111. The submitted Transport Statement commits to the provision of a Travel Plan to encourage the use of alternative modes of transport other than the private motor vehicle for occupiers of the new dwellings prior to occupation. Measures include the appointment of a travel plan co-ordinator and the provision of information packs to new residents. However, further details are required. This would be a condition of any consent. The development therefore has the potential to comply with the requirements of adopted policies DP/3, DP/4, TR/1, TR/2 and TR/3.

### **Flood Risk**

112. The site is located within Flood Zone 1 (low risk). The River Granta is the most significant watercourse in the area that is located 350 metres to the south of the site. There are no other notable watercourses within the vicinity of the site. A small part of the south western corner of the site is subject to surface water flooding (low risk). There would be no material conflict with adopted policy NE/11.
113. The surface water drainage system would comprise SUDS in the form of infiltration systems such as soakaways to accommodate surface water from a 1 in 100 year storm event plus 40% climate change. The design of the surface water drainage system would be agreed through a condition attached to any consent along with the management and maintenance of the system.

### **Neighbour Amenity**

114. Whilst it is acknowledged that there would be a change in the use of the land from an open field to residential dwellings, the development is not considered to result in a significant level of noise and disturbance that would adversely affect the amenities of neighbours. A condition would be attached to any consent in relation to the hours of use of power operated machinery during construction and construction related deliveries to minimise the noise impact upon neighbours.
115. The impact of the development itself on neighbours in terms of mass, light and overlooking will be considered at the reserved matters stage. It is noted that the land

falls southwards. As such the development is capable of being in compliance with Policy DP/3.

### **Heritage Assets**

116. Further to issues raised within the previous reason for refusal on the site under application reference S/1969/15/OL, a trial trench evaluation has been carried out on the site to investigate whether the proposal would result in the loss of any significant features of archaeological interest.
117. 32 trenches were excavated across the site with 13 based upon geophysical survey anomalies. The fieldwork confirmed the presence of a Bronze Age barrow on the site. Furthermore, a crouched burial was uncovered in the centre of the barrow. Two further parallel linear geophysical anomalies, interpreted as possible agricultural remains, proved to be the remnants of a Neolithic cursus. A small number of other ditches, not identified in the geophysical survey, were also revealed across the site.
118. Given that the site has now been investigated, the development is acceptable subject to a condition being attached to any consent to agree a written scheme of investigation to include the statement of significance and research objectives, the programme of methodology of site investigation and recording, and the nomination of a competent person/organisation to undertake the agreed works and the programme for post-investigation assessment and subsequent analysis, publication and dissemination and deposition of resulting material. The development programme should include a timetable of investigation for the agreed scheme. The proposal would therefore comply with Policy CH/2 of the LDF.
119. The site is located 150 metres from the nearest listed building at No. 28 Horseheath Road. The development is not considered to harm the setting of the listed building as it is limited to its immediate surroundings of existing residential development.
120. The site is located 500 metres from the boundary with the conservation area. The development is considered to preserve the setting of the conservation area given that there are no views of the site from the conservation area or views from the site to the conservation area and the increase in traffic through the village is not considered significant when taking into consideration the size of the village.
121. Thus the statutory requirements in sections 66 and 72 of the Planning (Listed Buildings and Conservation Areas) Act 1990 respect of listed buildings and conservation areas would be met as would compliance with adopted plan policies CH/4 and CH/5.

### **Other Matters**

122. The development is not considered to result in a risk of contamination providing a condition is attached to any consent to control any contamination identified during the development.
123. No objections have been raised in relation to foul drainage from the development. There is adequate capacity within the catchment centre and system to accommodate the proposal. The exact details would be subject to a condition of any consent.
124. The site is located on grade 3 (good to moderate) agricultural land. The development would result in the permanent loss of this agricultural land contrary to policy NE/17. However, this policy does not apply where land is allocated for development in the

LDF or sustainability considerations and the need for the development are sufficient to override the need to protect the agricultural use of the land. In this case, this is considered satisfactory given the absence of up-to-date policies for the supply of housing in the district.

125. The lack of any employment within the proposal is not a planning consideration in this particular case as the site is not located within any designated employment area.
126. Whilst the need for allotments in the village is noted, there is no policy requirement for the provision of allotments within developments. The provision of 20 allotments would, however, make some contribution to the identified need. Any application for development of the allotments in the future would be determined upon its own merits.
127. The documents submitted with the application are sufficient to determine the application. A Heritage Statement is not required as the development is not considered to affect the setting of the conservation area or listed buildings. Details archaeological reports have been submitted. A summary of public consultation is satisfactory. The application form has been corrected.
128. The lack of consultation with the local community is regrettable as this is encouraged by the Council but would not warrant refusal of the application.
129. The ownership of the land is not a planning consideration that can be taken into account in the determination of the application.

### **Conclusion**

130. In considering this application, adopted development plan policies ST/5 and DP/7 are to be regarded as out of date while there is no five year housing land supply. This means that where planning permission is sought which would be contrary to the policies listed above, such applications must be determined against paragraph 14 of the NPPF.
131. This report sets out how a number of potential adverse impacts such as infrastructure needs, highway safety and flood risk can be addressed. However, an adverse impact that cannot be fully mitigated is the limited visual harm through a loss of openness to the countryside as a result of the development.
132. These adverse impacts must be weighed against the following benefits of the development:
  - i) The provision of up to 50 dwellings contributing towards housing land supply in the District, based on the objectively assessed 19,000 dwellings target set out in the SHMA and the method of calculation and buffer identified by the Inspector (NB the developer would still need to show the scheme would be deliverable so as to directly meet that need).
  - ii) The provision of up to 20 affordable dwellings towards the need across the District.
  - iii) The provision of allotments for community use.
  - iv) Developer contributions towards public open space and community facilities in the village.
  - iv) Suitable and sustainable location for this scale of residential development given the position of the site in relation to access to public transport, services and facilities and local employment.
  - v) Highway works.
  - vi) Employment during construction to benefit the local economy.
  - vii) Greater use of local services and facilities to contribute to the local economy.

133. Given the above, the limited adverse impacts of this development in relation to the impact of the development upon the landscape setting of the village are not considered to significantly and demonstrably outweigh the benefits of the development, when assessed against the policies in the NPPF taken as a whole, which aim to boost significantly the supply of housing and which establish a presumption in favour of sustainable development in the context of the lack of a 5-year housing land supply. Planning permission should therefore be granted.

### **Recommendation**

134. It is recommended that the Planning Committee grants officers delegated powers to approve the application subject to the completion of a section 106 agreement and the following conditions:-

### **Conditions**

- a) Approval of the details of the means of access to the site, layout of the site, the scale and appearance of buildings and landscaping (hereinafter called "the reserved matters") shall be obtained from the Local Planning Authority in writing before any development is commenced.  
(Reason - The application is in outline only.)
- b) Application for the approval of the reserved matters shall be made to the Local Planning Authority before the expiration of two years from the date of this permission.  
(Reason - The application is in outline only.)
- c) The development hereby permitted shall begin not later than the expiration of two years from the date of approval of the last of the reserved matters to be approved.  
(Reason - The application is in outline only.)
- d) The development hereby permitted shall be carried out in accordance with the following approved plans: Location Plan.  
(Reason - To facilitate any future application to the Local Planning Authority under Section 73 of the Town and Country Planning Act 1990.)
- e) The indicative masterplan is specifically excluded from this consent.  
(Reason - The application is in outline only.)
- f) The development shall not be occupied until a Travel Plan Welcome Pack has been submitted to and approved in writing by the Local Planning Authority. The Plan shall be implemented in accordance with the approved details.  
(Reason - To reduce car dependency and to promote alternative modes of travel in accordance with Policy TR/3 of the adopted Local Development Framework 2007.)
- g) No demolition or construction works shall commence on site until a traffic management plan has been submitted to and agreed in writing by the Local Planning Authority in consultation with the Highway Authority. The development shall be carried out in accordance with the approved details. The principle areas of concern that should be addressed are:
- i. Movements and control of muck away lorries (all loading and unloading should be undertaken off the adopted public highway)
  - ii. Contractor parking, for both phases all such parking should be within the curtilage of the site and not on street.
  - iii. Movements and control of all deliveries (all loading and unloading should be

undertaken off the adopted public highway)

iv. Control of dust, mud and debris, please note it is an offence under the Highways Act 1980 to deposit mud or debris onto the adopted public highway.

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

h) 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 shall be completed before the development 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.)

i) No development shall take place until full details of both hard and soft landscape works have been submitted to and approved in writing by the Local Planning Authority. These details shall include indications of all existing trees and hedgerows on the land and details of any to be retained, together with measures for their protection in the course of development. The details shall also include specification of all proposed trees, hedges and shrub planting, which shall include details of species, density and size of stock.

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

j) 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.)

k) In this condition "retained tree" means an existing tree which is to be retained in accordance with the approved plans and particulars; and paragraphs (a) and (b) below shall have effect until the expiration of 5 years from the date of the first occupation of the dwellings hereby approved.

i) No retained tree shall be cut down, uprooted or destroyed, nor shall any retained tree be topped or lopped other than in accordance with the approved plans and particulars, without the written approval of the Local Planning Authority. Any topping or lopping approved shall be carried out in accordance with the relevant British Standard.

ii) If any retained tree is removed, uprooted or destroyed or dies, another tree shall be planted at the same place and that tree shall be of such size and species, and shall be planted at such time, as may be specified in writing by the Local Planning Authority.

iii) The erection of fencing for the protection of any retained tree shall be undertaken in accordance with the approved plans and particulars before any equipment, machinery or materials are brought on to the site for the purposes of the development, and shall be maintained until all equipment, machinery and surplus materials have

been removed from the site. Nothing shall be stored or placed in any area fenced in accordance with this condition and the ground levels within those areas shall not be altered, nor shall any excavation be made, without the written consent of the Local Planning Authority.

(Reason - To protect trees which are to be retained in order to enhance the development, biodiversity and the visual amenities of the area in accordance with Policies DP/1 and NE/6 of the adopted Local Development Framework 2007.)

l) No development shall commence until an updated Phase 1 habitat survey is submitted. This shall include an assessment of evidence and potential for protected species such as reptiles and badger and include revised avoidance, mitigation and compensation measures based on the findings.

(Reason - To minimise disturbance, harm or potential impact on protected species in accordance with Policies DP/1, DP/3 and NE/6 of the adopted Local Development Framework 2007 and the Wildlife and Countryside Act 1981 (as amended)).

m) No development shall commence until a scheme for ecological enhancement consistent with Section 6 of *Updated Phase 1 Habitat Survey* (James Blake Associates, May 2015) including a location plan, specification and management schedule for native planting has been provided to and agreed by the Local Planning Authority. This shall also include in-built features for bats and nesting birds and measures for hedgehog. The measures shall be implemented in accordance with the agreed scheme.

(Reason - To provide habitat for wildlife and enhance the site for biodiversity in accordance with the NPPF, the NERC Act 2006 and Policy NE/6 of the adopted Local Development Framework 2007.)

n) No development shall take place on the application site until the implementation of a programme of archaeological work has been secured in accordance with a written scheme of investigation which has been submitted to 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.)

o) 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 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. The scheme shall thereafter be maintained.

(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.)

p) 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.)

q) No site or plant machinery shall be operated, no noisy works shall be carried out and no construction related deliveries shall be taken or dispatched from the site except between 0800 hours and 1800 hours Mondays to Fridays and between 0800 hours and 1300 hours on Saturdays, and not at any time on Sundays and Bank Holidays.

(Reason - To minimise noise disturbance for adjoining residents in accordance with Policy NE/15 of the adopted Local Development Framework 2007.)

r) In the event of the foundations for the proposed development requiring piling, prior to the development taking place the applicant shall provide the local authority with a report / method statement for approval detailing the type of piling and mitigation measures to be taken to protect local residents noise and or vibration. Potential noise and vibration levels at the nearest noise sensitive locations shall be predicted in accordance with the provisions of BS 5528, 2009 - Code of Practice for Noise and Vibration Control on Construction and Open Sites Parts 1 - Noise and 2 -Vibration (or as superseded). Development shall be carried out in accordance with the approved details.

(Reason – To protect the amenities of nearby residential properties in accordance with South Cambridgeshire Local Development Framework Development Control Policies 2007, Policy NE/15-Noise Pollution, NE/16- Emissions & DP/6- Construction Methods.)

s) No development shall commence until a programme of measures to minimise the spread of airborne dust (including the consideration of wheel washing and dust suppression provisions) from the site during the construction period or relevant phase of development has been submitted to and approved in writing by the Local Planning Authority. Works shall be undertaken in accordance with the approved details / scheme unless the local planning authority approves the variation of any detail in advance and in writing.

(Reason – To protect the amenities of nearby residential properties in accordance with South Cambridgeshire Local Development Framework Development Control Policies 2007, Policy NE/15-Noise Pollution, NE/16- Emissions & DP/6- Construction Methods.)

t) No development (including any pre-construction, demolition or enabling works) shall take place until a comprehensive construction programme identifying each phase of the development and confirming construction activities to be undertaken in each phase and a timetable for their execution submitted to and approved in writing by the Local Planning Authority in writing. The development shall subsequently be implemented in accordance with the approved programme unless any variation has first been agreed in writing by the Local Planning Authority.

(Reason – To protect the amenities of nearby residential properties in accordance with South Cambridgeshire Local Development Framework Development Control Policies 2007, Policy NE/15-Noise Pollution, NE/16- Emissions & DP/6- Construction Methods.)

u) Before the development hereby permitted is commenced, an assessment of the noise impact of plant and or equipment including any renewable energy provision sources such as any air source heat pump or wind turbine on the proposed and existing residential premises and a scheme for insulation as necessary, in order to minimise the level of noise emanating from the said plant and or equipment shall be submitted to and approved in writing by the local planning authority. Any noise insulation scheme as approved shall be fully implemented before the use hereby permitted is commenced and shall thereafter be maintained in strict accordance with the approved details and shall not be altered without prior approval.



(Reason – To protect the amenities of nearby residential properties in accordance with South Cambridgeshire Local Development Framework Development Control Policies 2007, Policy NE/15.)

v) No development shall commence until a renewable energy statement has been submitted to and approved in writing by the Local planning Authority. The development shall be carried out in accordance with the approved details and thereafter retained.

(Reason - To ensure an energy efficient and sustainable development in accordance with Policies NE/3 of the adopted Local Development Framework 2007.)

w) No development shall commence until a water conservation strategy has been submitted to and approved in writing by the Local Planning Authority. The development shall be carried out in accordance with the approved details and thereafter retained.

(Reason - To ensure a water efficient and sustainable development in accordance with Policies NE/12 of the adopted Local Development Framework 2007.)

x) 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.

y) No development shall take place until details of a scheme for the provision of a footway along the south side of Horseheath Road to the existing footpath has been submitted to and approved in writing by the Local Planning Authority. Development shall be carried out in accordance with the approved details prior to first occupation of any dwelling or in accordance with an implementation programme that has been agreed in writing by the Local Planning Authority.

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

z) No development shall take place until details of a scheme for the improvement of the footway provision from Horseheath Road to the High Street has been submitted to and approved in writing by the Local Planning Authority. The improvements shall include the widening the footway in the vicinity of Lonsdale to 2 metres wide, the installation of dropped crossings with tactile paving at the crossing over Horsheath Road near to Wheatsheaf Way and the installation of dropped crossings with tactile paving over Lonsdale and Wheatsheaf Way. Development shall be carried out in accordance with the approved details prior to first occupation of any dwelling or in accordance with an implementation programme that has been agreed in writing by the Local Planning Authority.

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

aa) No development shall take place until details of a scheme for the provision of cycle stands in the village at locations to be agreed with the Parish Council has been submitted to and approved in writing by the Local Planning Authority. Development shall be carried out in accordance with the approved details prior to first occupation of any dwelling or in accordance with an implementation programme that has been agreed in writing by the Local Planning Authority.

(Reason - To reduce car dependency and to promote alternative modes of travel in accordance with Policy TR/3 of the adopted Local Development Framework 2007.)

## **Section 106**

Affordable Housing  
Open Space  
Community Facilities  
Waste Receptacles  
Libraries and Lifelong Learning  
Highway Works  
Monitoring

### **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/1969/15/OL and S/1963/15/OL

**Report Author:**

Karen Pell-Coggins  
Telephone Number:

Principal Planning Officer  
01954 713230

Planning application S/2553/16/OL Ely Diocesan of Finance, Horseheath Road – Outline planning application with all matters reserved for up to 50 houses and 24-28 allotments. **Not Supported.**

- This site is outside the village envelope and local framework, was not considered suitable for development as part of the Local Plan and was rejected in the SHLAA assessments, as having no development potential. The shortcomings of the site have not been addressed.
- The assessments in the application are essentially re-submissions of those used in the earlier application, with the previous lack of clarity where many issues have not been rectified.
- The assessments remain out-of-date. For example, the cumulative nature of recent and proposed developments, and their effects, have not been taken into account.
- The landscape and visual assessment has not changed, so this still fails to consider the adverse effect on the views from the east, views out of the village, views out of Linton's Outstanding Conservation Area, and Linton's setting in the open landscape.
- Housing here will impact upon the skyline and impose upon the historic village.
- A 5m landscape strip would not compensate for the loss of the "soft edge" approach to Linton, and its effect on the setting of the village
- It will neither conserve nor enhance the amenity of the village's natural, built and historic environment and resources.
- The scheme would detrimentally impact on the landscape, townscape, the outstanding Conservation Area, above and below ground heritage, and the community facilities
- There is no Heritage Assessment
- The site was rejected previously on archaeological issues. It is now known to contain significant evidence of Bronze Age barrows and a Neolithic cursus monument along with more evidence of Saxon and Roman occupation: such remains should be preserved. It is not clear what the extent of destruction might be as the impact of building has not been properly assessed. Linton is a village of historical significance with the only outstanding conservation area within South Cambridgeshire. This is used to promote the village through things such as the 'heritage trail'.
- Sections 1, 2 and 4 of the Archaeological Statement state that it was impossible to gain access for trial trenching, however the site is an open field so there should be no reason as to why access was not gained.
- The depth of soil is variable due to slippage downhill; the depth of the artefacts is not determined, nor is the viability of allotments in the proposed sites as these are of a location where the soil quality is poor and access to the sites will be restricted as it must be gained through the new development.
- The Flood Report is essentially the same as before, and has not taken into account the updated EA flooding Assessment Mapping report, which also shows flooding potential from higher ground and surface water flooding
- Surface water flooding is an issue affecting several areas of Linton. At this site, water run-off caused by loss of green area would affect neighbours, especially those to the south and downhill of the site.
- Flood water from the surrounding rising ground eventually feeds into the Granta affecting the floodplain (which will be further compromised by recently approved applications on Bartlow Road). This will increase flooding to the village centre and will have an adverse effect upon villages downstream.
- The failed porosity tests and an independent report show this part of the village is lacking in drains capacity and flow

- This development would exacerbate the traffic and parking issues of the village and this part of the A1307. There are already serious concerns over the junction with the A1307.
- The S106 does not include Planning Obligation. The scheme would not provide sufficient contribution to compensate for the increased demands on local infrastructure, roads, schools, and other facilities including flood abatement.
- The status and permanence of the proposed allotments has not been made clear.
- In the absence of lack of up-to-date and clear reports, the Holding Objections of s/1969/15/OL remain.
- This development would bring significant harm to the character of the landscape, its historical significance and the environment, that far outweighs any benefit the housing would bring, and there are likely to be more suitable sites elsewhere within the district for such development.
- The schools are at capacity currently and due to a restriction on space there is little physical scope for an extension, this is particularly applicable to the Linton Infants School located on Church Lane. Travel to other schools is not viable due to the additional costs that it would incur to the County Council.
- The Localism Act requirements have not been met
- The proposed site is ¾ a mile from the village centre and local amenities, safer routes to school must be considered

#### Conditioning Requested by the Council-

- Discussion between the developers and the PC is needed before full plans are submitted.
- The designs would have to be in keeping with village character and of an appropriate mix to help meet current housing needs.
- Preservation of Archaeological sites is needed.
- Hedges must be retained to reduce visual impact.
- Careful design needed to preserve the biodiversity and character of the landscaped area, with enough suitable screening to diminish the effects of any building.
- Flood amelioration would be needed, not just on-site, but to mitigate the effects of lost soak-away and reduce the increased surface water reaching the river.
- Noise and light abatement would be needed to counteract the effects of so many houses.
- Any site traffic would have to access site by the A1307, not through the village.
- Allotments should be sited to give good soil depth, decent drainage and access for all users.
- The allotments should be village owned, or have a very long lease (99 years suggested).

# LINTON PARISH COUNCIL

Clerk: Ms Kathryn Wiseman, The Village Hall, Coles Lane, Linton, Cambridge. CB21 4JS.  
Email: [lintonpc@btconnect.com](mailto:lintonpc@btconnect.com)  
Tel: 01223 891001  
Chairman: Mr Paul Poulter.



Karen Pell-Coggins  
Principle Planning Officer  
Planning and new Communities  
South Cambridgeshire Hall  
Cambourne Business Park  
Cambourne  
Cambridge  
CB23 6EA



Dear Karen,

Thank you for your consultation on the application S/2553/16/OL Horseheath Road, Linton. In addition to the comments sent through on Monday 31<sup>st</sup> October 2016, please find our supporting comments and a formal holding objection.

## Holding Objection

We respond again with a holding objection, for at least the following reasons:

1. This is a Major application outside the development framework, which will potentially have a significant effect upon Linton and the environs, yet the documents provided do not comply with the basic Local and National requirements and no reason is given for the failure to provide the required information,
2. It is a SHLAA assessed site, where development was rejected, but the application does not mention or address this material consideration and does not provide the specified documentation,
3. The submission has significant elements of conflict and inconsistency (see below),
4. The submission does not suitably deal with the elements of the previous refusal, which are material to any new application, and does not address the significant material planning updates and considerations that have happened since the last application,
5. It does not address the elements of the previous scheme which were then unacceptable because they were out of date (such as the traffic assessment), which are now more than another year out of date,
6. The site is part of a cumulative group of sites, which together have a severe impact. S/1963/15/OL has recently been approved by Planning Committee. No cumulative impacts have been considered. The proposals should have been Scoped again under the EIA Regulations, to include:
  - a. The cumulative size and demands of the developments,
  - b. The absorption capacity of the natural environment and the environmental sensitivity of cumulative flooding caused by the developments (Schedule 3 part 2c),
  - c. The environmental sensitivity of these sites within a cumulative landscape of historical, cultural and archaeological importance (Schedule 3 part 2viii), and
  - d. Cumulative contribution of traffic from these sites on noise levels along A1307 in the village, already in excess of EU environmental quality standards (Schedule 3 part 2vi).
7. There was no pre-application community consultation process and therefore the application does not comply with the criteria of the Localism Act,

8. The S106 list is incomplete, appears to apply to a previous scheme prior to the provision of a LEAP and is without a Planning Obligation, and
9. The declarations and certificates are incorrect and obscure the lead role of one of the applicants, Cllr Burkitt, whose employment, personal and investment banking interests potentially conflict with his influential roles in government and County and District planning processes.

The assessments are mostly a selection of the conflicting reports used in the previous application S/1969/15/OL, which now also do not refer to the correct site layout.

Our initial request is for the applicant to be asked to provide the local residents' pre-application consultation and then resubmit with the material clarification and information above, for re-consultation. Also, that, in light of Cllr Burkitt's repeated failure and reluctance to declare his interests in the applications, there should be a full independent investigation of the influence Cllr Burkitt has had (and can have) over the planning decision, including in meetings with Councillors and employees of the relevant Councils and Statutory Consultees. The requests are in accordance with the Local Government Act, the Localism Act, relevant Planning Acts, NPPF 192 and 193, and are in the public interest, relevant and necessary to this application.

### **Subject to this, our comments on the application so far are:**

#### **Context**

The site is an arable field in the countryside on the eastern side of the village of Linton. It abuts the existing settlement but is outside the village envelope. It is on the valley edge, sloping down to the River Granta and the lower parts of the village.

The latest archaeological survey is the latest confirmation that the current village is located in a landscape of substantial historical, cultural and archaeological importance, which has not been adequately surveyed to date.

The historic settlement of Linton is highly significant. It is the District's only Outstanding Conservation Area and has more listed buildings than any other village in the District.

The village has a close beneficial relationship to the countryside that surrounds it and the green spaces and river at its heart. As a result, the views between countryside and village and the rural landscape, backdrops, tree-lines, long views, sloping hillsides and river valley, prominent trees, hedging, large fields, small fields and water meadows are important to its character, tourism and enjoyment.

Road safety and highways are a significant issue, hence the recognition of Linton as a Special Policy Area in the current Local Plan. The A1307 passes close by and into the village and the centre of the village is usually very congested. The A1307 also has a poor safety record. A crossing has been installed at the High Street junction, but this has also exacerbated congestion issues elsewhere on the approaches to Linton and within the village.

Traffic noise is very audible despite the trees along the low lying road edge. The A1307 runs above the tree-line, so the noise of additional traffic is not screened. Increased traffic is also a significant problem where the A1307 crosses the High Street, where the recent Police Houses noise monitoring (S/2420/12/FL) showed that noise levels already significantly exceed those suitable for residential amenity, and also exceed the levels directed by the EU. This junction is within the Outstanding Conservation Area and is surrounded by housing, including groups of Listed Buildings, so the impact of more traffic and higher levels of noise will affect lives, homes and the enjoyment of this Special area.

The village is designated a Minor Rural Centre, and lacks infrastructure and support for significant development. The existing infrastructure is at or nearing capacity. Through the recent SHLAA process a ring of proposed development was considered around Linton, and rejected for the reasons above, and they included the impact on the limited local facilities and infrastructure.

## **Sustainability**

The site is outside the village envelope and local framework. Taken individually and cumulatively, the proposed development would exceed the limit of 30 houses based on the local constraints.

The premise of sustainability in the Planning Statement, also used by the Council in decision-making on S/1969/15/OL, is flawed because it was based on the assertion that Linton had more facilities than Waterbeach and was one contested bus point away from being a Rural Centre, so should be considered a borderline Rural Centre, making it a sustainable location in principle for major housing schemes. That is flawed because this adopted SCVS report actually concluded that the village is not capable of being a Group Village because of its specific local constraints, and that conclusion is consistent with the conclusions of all other relevant studies of Linton's capacity, which consistently concluded that Linton may have shops and schools, but its specific local conditions meant it was incapable of taking more than a small number of new houses.

The sustainability premise is also flawed because it does not follow the direction of the NPPF. The NPPF gives specific criteria for the assessment of sustainability, and they relate to the specifics of the proposals, and whether they fulfil 3 main criteria. Assessing NPPF14 sustainability on a blanket designation of the village, rather than on a site-by-site basis, conflicts with the principles of NPPF.

Housing development of the scale and numbers proposed is not sustainable in this location in principle because:

1. The development is outside the village and remote from village facilities. The homes are beyond the Design Guide and Urban Task Force specified distances for a sustainable local neighbourhood. Just taking the centre of the site, it is  $\frac{3}{4}$  mile (1km) from the village centre with its shops and further from recreation areas, Medical Centre and other amenities, and nearly 2km from the Village College, and the criteria also takes into account that residents have to negotiate a long hill and busy roads. We note that the Planning Statement is misleading in taking its dimensions from the closest corner of the site, whereas the criteria is taken from the homes themselves. It also states that there are 29 shops, which is an exaggeration. Both policy documents confirm that, if further than the specified distances, residents will be discouraged from walking and be more inclined to use private cars to access those facilities, and once people have opted to use a car to access facilities, they may not automatically use the local facilities,
2. This site suffers from the same issues of capacity already identified through the SHLAA process considering this location. The SHLAA identified that reinforcements and additional provision would be needed at least to the existing electrical, water and gas supplies, the sewerage network, health care facilities and schools. The recent studies into Linton's infrastructure such as road networks, schooling, recreation and drainage all show that it is substandard or borderline, and incapable of taking significant new development,
3. The significant increased use of cars from this site at the edge of the village will add to the identified traffic problems, congestion and safety issues of the A1307 and village centre.

## Landscape and Appearance

The landscape of Linton and the relationship between the semi-rural village and its surrounding rural countryside is positive and of importance. Paragraph 2.16 of the Design Guide notes that the continuous occupation of this locality is an extensive legacy of built and natural heritage, which creates a many layered, historic landscape of great beauty and diversity that helps establish local identity.

The Design Guide and LVIA confirm that the local landscape character is of a permeable form, where the landscape, village and river valley relate closely to one another and provide important long views, and crucially that the area has a surprisingly remote rural character. The landscape is undulating so the village is very prominent within its surroundings of fields on village approaches, on skylines and from higher ground. The scale is both large and small, with wide vistas on the uplands and small scale intimate character along the river valley. There are distinctive historic field boundaries with intermittent trees, which give a soft edge to the village and provide attractive long views and a small scale even to the large upland fields.

The Landscape and Visual Statement is based on landscape definitions rather than the Design Guide, and relates to a previous application scheme, rather than the one being consulted on.

Key viewpoints requested to be assessed under S/1969/15/OL are still unassessed. Those positive characteristics of the landscape and village setting are likely to be adversely affected in at least:

1. The views from the east, views out of the village and the setting of the Conservation Area.
2. Long views from high ground on the northern and eastern approaches to the village, where the site can be seen in the context of the rest of the village and its surrounding countryside, and where the viewpoints are much higher than the site so cannot be screened by planting.
3. The impact on the skyline and from the footpath running along the edge of the site, where again development would be seen up the slope and on the skyline. The LVIA is incorrect in assuming that the hedge is continuous between the footpath and field, as it is open to the site along all of the southern end of that field boundary.

The Planning Statement concludes that the development would bring an improvement to the appearance of the landscape, but this is based on the premise that blocking long views and the views of the village in general would be an 'exemplary' enhancement.

The location of the proposed development would adversely affect the long views from the east, out of the village, and the rural setting of the village in the open landscape. Building over the prominent field on the approach to the village will neither conserve nor enhance the amenity of the village's natural, built and historic environment and resources. It weakens the belt of countryside that surrounds Linton and its development would be prominent in views of the village from surrounding countryside and from the higher ground around, and on the skyline from lower in the valley, despite these attempts to screen it. The landscape objections in principle of the SHLAA would remain.

The indicative layout of the development is also contrary to local character. The proposal to run a prominent second road along the frontage of the site would have a particularly unattractive appearance at odds with the existing building line and village. The proposed houses and their number and density provide a very cramped appearance in contrast with the existing pattern of development and at odds with their surroundings. The larger scale indicative plan shows that the development is so cramped that it does not fit its site, so that the promised screening would be punctured by views of car parking, roads and other development that encroach on it.

It certainly would not "improve" the edge of Linton, and would detrimentally impact on the Conservation Area and character of the village. Housing will encroach on the countryside at the approach to the village and obscure the skyline from the lower slopes and village. The proposal would therefore not respect and retain or enhance the local character and distinctiveness of the individual Landscape Character Area in which it is located, so would not comply with Local Plan Policy NE/4 and NPPF 109.



## **Agricultural land**

Policy DPD ET/9 5.22 notes that farming still makes an important contribution to the South Cambridgeshire economy, and that in order to protect the quality and distinctiveness of the local landscape, the Council wishes to prevent uncoordinated development in rural areas and the piecemeal stripping of assets from farms without regard for the viability of the holding.

NPPF 112 requires the Local Planning Authority to take into account the economic and other benefits of the best and most versatile agricultural land, and where significant development of agricultural land is demonstrated to be necessary, local planning authorities should seek to use areas of poorer quality land in preference to that of a higher quality.

The application has not provided assessment of the impact on the agricultural holding and on the value of the land lost. The proposal involves the permanent loss of high quality arable agricultural land. It is also a loss of a source of local food production and economic benefit to the area.

## **Layout**

The proposed layout is a revision in response to previous refusal of S/1969/15/OL, a material consideration in this application. The current layout does not overcome the issues:

1. The two indicative plans are inconsistent with one another and neither is to a defined scale so the scheme and annotated distances between properties are unreliable. For instance, the distance between Unit 9 and the nearest Lonsdale property appears significantly less than annotated and there is no indication of the distances between this development and Wheatsheaf Barn, which is at the proposed entrance to the site.
2. The distances are generally well below the minimum distances required in Design Guide section 6.67. Few meet the criteria for 15M to the boundary, and those with back-to back distances less than 25M include Plots 7,8,9,14,18, 33 and 34. This will not protect privacy and will not avoid overlooking of adjoining properties.
3. The distances do not take into account the topography and the substantial difference in level between the proposed houses and their existing neighbours. There is about one storey difference, so 2 storey houses at the southern edges would create overlooking comparable to a 3-storey building. But it is unclear what height parameters are being used, where the larger houses are on the site, and how they relate to the existing and proposed bungalows. This is a critical and necessary part of determining the impact of the outline application and should be provided. Cross sections through the site accurately showing the relationship of this indicative housing to the existing dwellings are critical.
4. The layout shows that the housing is significantly more cramped than neighbouring housing.
5. There is no provision for car parking on the southern part of the proposed site, so it conflicts with the Design Guide para 6.86. It would encourage widespread blockage of the road or pavements with parking and the indicated 'allotment parking' being used by occupants of the houses instead of allotment holders. A number of car parking spaces are shown encroaching over the 'strategic landscape buffer', so reinforce the conclusion that the proposed level of development cannot be accommodated within the site area provided.
6. The allotments have now reduced by 50% to 20 in number, so the application description is misleading. On the larger scale plan nearly half of these allotments are shown encroaching onto the 'strategic landscape buffer' and the existing hedge, so either the hedge screening or the allotments, or both, would be substandard. The number has been sequentially reduced to less than half the allotment need of the village and there is no clarity over the final numbers and over Parish Council ownership of these allotments. Direct village ownership is essential to ensure they stay allotments and are not lost to outside

development as the previous 3 allotments sites have been. As a result of the shortcomings of the allotment proposals, they do not comply with the basic requirements of the National Society of Allotment and Leisure Gardeners, nor with the requirements of Design Guide part 6.193.

The failure of many of the houses to comply with the specified back to back distances, the positioning of parking and allotments within the hedge zone, and the cramped nature of the layout indicates that there is not enough space for the 50 houses and the specified number of allotments. It therefore does not demonstrate sustainable and appropriate design and overcome the previous material design issues leading to refusal of S/1969/15/OL. The indicative scheme indicates that the development would be unneighbourly, and potentially overbearing.

### **Conservation Area**

The developer fails to assess the impact of this application on the Conservation Area, which would be predominately also visible in the long views from the east. It therefore does not comply with policy 128 and Annexe 2 (Significance) of the NPPF. The interrelationship of landscape and Conservation Area is significant in preserving the character and setting of the village and its Conservation Area. There would be incremental harm in expanding development into the countryside in these prominent views. It would not comply with policies 132 & 134 of the NPPF.

### **Archaeology**

The submission is incomplete and contradictory. It comprises two reports. One is an out-of-date main report dating from the previous scheme and the period of refusal to survey, and the other an Appendix document which dates from another period more recently. So, for instance, 1.2.4 of the Archaeological Statement states that it was impossible to gain access for trial trenching, when the Appendices contradict this.

The reports on the archaeological dig do not include the significance of the finds. There is no overall conclusion of sensitivity, significance, effect and impact. The Planning Statement interprets the finds to have been of little significance, but there is no evidential link between the Appendices and this conclusion.

The finds included significant evidence of Bronze Age barrows and burials, including a central crouched burial, and a Neolithic processional route or cursus, along with other remains that contribute to the understanding of the landscape and development of the area. They complement other significant discoveries of the period elsewhere on this side of the village, including more barrows that confirm the findings of Lord Braybrooke, a major early archaeologist, that this was an important group that reflected the nationally important barrows at Bartlow.

There is no clarity about what is proposed, how (and whether) the missing areas are to be recorded, and the extent of protection or total destruction, or whether (like the previous application) it will lead to the inadvertent future digging up of remains in gardens and allotments. As the impact cannot be assessed on the basis of the material provided, the application still fails NPPF 135, which requires that the effect of the proposal be taken into account having regard to the scale of any harm or loss and the significance of the heritage asset. It also fails policy CH2 of the Local Plan and it is material that this was a reason for previous refusal.

Local people also noted for the record that this archaeological dig did not appear to be carried out in conducive conditions, and that at least one point a group of large farm vehicles drove up to and onto the site in a stalemate position whilst they were carrying out the survey.

### **Flooding**

Clarity is needed in order to properly assess it, but we disagree in principle with the statement that this proposal will not increase the flood risk elsewhere:

The site is on a sloping valley edge, with existing housing located lower on the slopes, directly below the application site, and further housing is located on the River Granta flood plains, and the village centre is downstream of that. There is a significant slope downwards at the lower edge of the site adjoining the existing housing.

The River Granta regularly floods the lower properties and historic village core. This includes the flooding of numerous businesses, shops and houses. The permanent loss of the existing permeable agricultural ground will reduce the ability of the upper fields to absorb rainwater runoff. The design concept, together with the central road, the amount of hard surfacing and built area of the proposal will exacerbate the ongoing problems of flooding of this highly important historic village centre and the homes and properties there.

The application site is subject to significant surface water flooding from the road and fields above. The surface water section (page 9) of the Flood Risk Assessment describes the surface water area of flooding on Map Figure 5-2 incorrectly. The darker Medium / High Risk area extends significantly northwards and westwards of the small plot of open land in the south west corner, so is actually within the areas allocated to housing and roadway. That plot is called 'land reserved' on one indicative layout but neither layout describes it as being set aside for flood relief or drainage. Likewise the report still states incorrectly that the flooding is mitigated by the position of allotments along the southern boundary, referring to a different layout than the application scheme. There are no allotments shown along the southern boundary between the proposed houses and existing houses.

The report applies the sequential test but uses a simplistic assessment which ignores all but the flooding in the south west corner and does not take into account the flooding at the entrance of the site and the flooding crossing the site, where development is proposed. It also does not consider alternatives using adjoining sites which have a lower probability of flooding.

It appears that the report is not based on a site based survey, nor on the most up-to-date EA flood information. One issue is that the reproduction of the surface water mapping used in this report is very poor, so any desk-based assessment is not very accurate. The updated EA mapping better reflects the extent of flooding as it reflects closer study and local evidence, which describes significant additional flood at the entrance and across the site, with boggy patches along much of the southern boundary, as well as discharge from this field flooding the properties below. The Flood Risk Assessment should be updated by site survey and reference to the updated EA Map.

The Statutory Consultee pre-application letters in Appendix D require the storage and soakaway systems to be no deeper than 2 metres. Three out of four of the percolation test positions failed every test, and the other became progressively worse, indicating that this 'sand' and 'chalk' are likely to be subtypes of the local heavy clay soil unsuitable for soakaway drainage. That has been confirmed during the recent archaeological trenching. The pre-application advice from the Statutory Consultee in Appendix D was that alternatives would have to be submitted, but they have not been. The recommendation of the report to investigate going deeper to chalk would breach the 2 metre depth safety limit, without evidence it would find the chalk, and that it would work without flooding the properties below.

The Flood Strategy in Appendix F shows a substantial reservoir in the south west corner, which is fundamental to the recommendation of the report and the principle of development on the site. It appears to be a substantial engineering water storage structure and is shown to be taking all flood water and much of the proposed surface water for the development, yet is not shown on the indicative plans. We are most concerned that this reservoir is located directly above an existing property (Beggars Roost), and that it was not openly indicated as part of the design scheme. There is no clarity about its future management and responsibility and no funding in the proposed S106 for its maintenance.

The report does not comply with the requirements in Appendix D for the Applicant to "demonstrate that the sewerage and sewage disposal systems serving the development have sufficient capacity to accommodate the additional flows, generated as a result of the development, without causing pollution or flooding". The application should be updated to take into account the Drainage Study commissioned by the Parish Council and provide the necessary calculations and proposals, giving sufficient clarity so that local people and decision-makers know what is proposed, whether it is likely to be deliverable without pollution or flooding, and who will take responsibility for it.

Local Plan policy NE/9 specifies that Planning permission will not be granted where there is inadequate water supply, sewerage or land drainage systems (including water sources, water and sewage treatment works) available to meet the demands of the development unless there is an agreed phasing agreement between the developer and the relevant service provider to ensure the provision of the necessary infrastructure. There is no funding in the S106 and no clarity in the application that there is a viable scheme, openly consulted on, with deliverable phasing and funding in place.

The application therefore fails to demonstrate that the development is safe in flood risk terms; and it is highly likely that it will increase flood risk on the site and elsewhere. It therefore fails Local Plan DPD policy DP/1 for sustainable development, which requires that flood risk be minimised. It also does not comply with the requirements of NE/9, NPPF 100-103 and Policies 4.3, 4.6, 4.8 and 5.1 of the emerging Cambridgeshire Flood and Water SPD.

## **Traffic and Highways**

The website has no Traffic Assessment and Transport Statement, no scale details of the proposed road entrance and its visibility splays, and no mitigation demonstrated in this application. There is no evidence of an updated traffic survey and no clarity about how much of the species rich hedging would be removed to provide visibility splays.

The layout shows an entrance that is immediately opposite Wheatsheaf Barn, a property right on the road edge. This existing house would be located on the new substantial junction, without pavements. Its amenity and the safety of users of the existing access would be substantially and detrimentally affected by the proposals, yet there is no assessment of its sensitivity and of impact of the proposals, and the property is omitted from the larger scale indicative plan.

The proposed site access is on the outer curve of a narrow road within a 60 mph zone. This road is also part of the Safer Routes to School, used by children and the 'walking bus'. These are very sensitive receptions and very vulnerable to traffic risk. The road alignment means that it is unlikely that the entrance can achieve the necessary visibility. The position of the proposed entrance is narrowed further by parked cars along this stretch, and the proximity of the existing and proposed entrances makes it likely that access and egress cannot be achieved without harming the safety and amenity of the existing residents.

The proposal will lead to a significant increase in cars trying to access the A1307 at an accident hotspot and trying to find a safer route through the historic village core and High Street. There is no provision within this application for any Highways improvements or mitigations to try to overcome the safety, noise and amenity problems resulting from the scale and type of development.

NPPF 35 requires that developments be located and designed where practical to create safe and secure layouts which minimise conflicts between traffic and cyclists and pedestrians, and the application site does not do that.

The SHLAA assessment concluded that the Highway Authority has severe concerns with regards to the accident record of the A1307 and how the scheme would access this road. There is nothing within the application that would demonstrate this can be mitigated, and in our view the issues about safety, amenity, congestion, parking and unsustainability would be exacerbated rather than mitigated by the proposals.

## **Schooling**

The housing, together with the cumulative development at Bartlow Road, will exceed the number of spaces available at the three local schools, which are already full to capacity. This is confirmed by all three schools. During the previous consultation, Cambridgeshire County Council did not comply with the relevant Government Guidance directing calculations of capacity. This requires that the calculations should assess each school individually (not extrapolated from other schools), and should add the demand for places from inside the catchment area to the demand for places from outside the catchment area, in deciding what the actual total demand will be. It is likely that Linton would also require a new Infants' School as the existing has minimal capacity for expansion. A suitable site and proposals should be identified to ensure this is deliverable and suitable contributions should be provided to make this unacceptable impact on local school provision acceptable.

## **Housing need**

As a minor Rural Centre, policy ST/5 of the Local Plan allows a maximum of 30 houses in any development. This application exceeds that development limit.

The report and advice from the previous Statutory Consultee does not appear to be based on specific village needs. Evidence such as census material gathered in carrying out the Neighbourhood Plan shows that Linton has a significantly higher proportions of older and younger occupants than the norm in the District and nationally, and that there is a similarly high proportion of residents living on their own. To satisfy the local housing need, developments should provide accessible easy maintained homes such as bungalows suitable for older residents, starter homes for younger residents, and 1-bedroom homes for starters and those who live alone. The mix proposed does not reflect this need and therefore does not comply with Local Plan Policy HG/1 and NPPF 50.

The proposed development does not suit local needs and does not include potential for employment within the village, so would probably attract incoming commuters, so not helping towards retaining a vital and thriving community

## **Conclusion**

The scheme does not comply with the economic role of sustainability because it does not provide development of the right type in the right place and it does not identify and provide the necessary infrastructure.

The scheme does not fulfil the social role as it does not provide the type of housing necessary to meet the needs of present and future generations of local people, and it does not create a high quality built environment with appropriate design and scale for its context because the site is too cramped, and it does not provide development that reflects the community's needs with accessible local services.

The scheme does not provide environmental sustainability as it does not protect the natural, built and historic environment due to the destruction of the historic archaeological environment and a location and design that increases flood risk and does not preserve the specific natural environment characteristic of the area. The increase of traffic would add to the burden of noise and air pollution of people living along the A1307.

The very outline nature of this application ensures that there is no certainty that significant benefits or mitigation specific to this scheme would be provided.

The items identified as benefits in the conclusions of the Planning Statement do not seem to be at a level to outweigh the conflicts with policy and sustainability. Summarising the points above, this is because:

1. The house types and types of affordable homes proposed in the supporting Statement do not meet the locally identified housing needs and do not include starter homes.
2. The Allotments indicated on plan are fewer than described and are shown substandard. There are no permanent village ownership proposals so they do not comply with the basic criteria for village allotments (all issues previously raised under S/1969/15/OL).
3. There is only one landscape benefit described in any detail and it is not an enhancement.
4. Funding the Diocese for community work is not a planning policy consideration and there is no sound legal framework provided to ensure there is funding for items that have planning benefit in the public interest to offset harm.

In conclusion, in principle, development on the site would harm the character, setting and infrastructure of the existing village, and is contrary to the policies of the Local Plan and NPPF, and the overriding principles of the NPPF, as described above.

The impact of this application on Linton would be significant and damaging, due to the location, size, design and density of the proposed development.

On the basis of the current submission, the Parish Council agrees with the conclusions of the SHLAA that the site has no development potential. Building here will neither conserve nor enhance the amenity of the village's natural, built and historic environment and resources. It certainly would not "improve" the edge of Linton (as it is described in the application), compared to the open countryside we now have. It would detrimentally impact on the landscape, townscape, Conservation Area, above and below ground heritage and community facilities, and would exacerbate the traffic and infrastructure issues of the village and this part of the A1307.

Your consideration regarding this matter is much appreciated.

Kind Regards



Kathryn Wiseman

Parish Clerk

Linton Parish Council

The Village Hall

Coles Lane

Linton

Cambridge

CB21 4JS

Email: [lintonpc@btconnect.com](mailto:lintonpc@btconnect.com)

Tel: 01223 891001

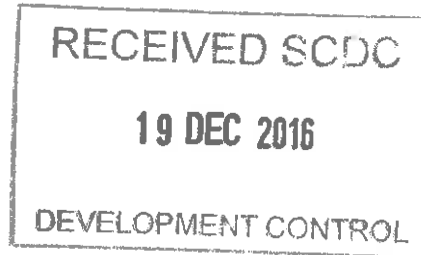
On behalf of Linton Parish Council

# LINTON PARISH COUNCIL

Clerk: Ms Kathryn Wiseman, The Village Hall, Coles Lane, Linton, Cambridge. CB21 4JS.  
Email: [lintonpc@btconnect.com](mailto:lintonpc@btconnect.com)  
Tel: 01223 891001  
Chairman: Mr Paul Poulter.



Karen Pell-Coggins  
Principle Planning Officer  
Planning and new Communities  
South Cambridgeshire Hall  
Cambourne Business Park  
Cambourne  
Cambridge  
CB23 6EA



RE: S/2553/16/OL- Horseheath Road, Linton

16<sup>th</sup> December 2016

Dear Karen,

Thank you for the extension of time to respond to the comments of CCC regarding s106 allocation and school places. Here is our initial response, although we are happy to elaborate further.

Thank you also for forwarding the guidance from Robert Lewis regarding the demand for school places, and the capacity for these within Linton.

We have recently had cumulative infill development, as well as outline approval for up to 55 houses at Bartlow Road (planning application s/1963/15/OL). Other development is also under consideration, as well as this application. The educational needs associated with the extra housing will exceed the number of spaces available for Linton pupils. However, Linton, being a minor Rural Centre, also takes pupils from outside Linton, within the wider catchment area.

As, according to the guidance in relation to the Annual School Capacity Survey (SCAP) return, more school places cannot be funded through s106 contributions, we ask for funding to improve and replace unsatisfactory school buildings.

Linton PC is aware that the three village schools are already at capacity, and reliant on Portakabins or other temporary buildings to accommodate the current numbers of pupils. This accommodation is now ageing and in poor condition, some with leaking roofs and decaying fabric.

Should these be lost due to their poor condition, there will be a capacity gap; there are only sufficient spaces for pupils if these rooms are included in calculations. So, we request s106 allocation from the developers to improve the quality of school buildings, in order to meet the required quantity of places. Temporary and poor quality buildings should be replaced with permanent or better quality buildings with proper facilities. Good quality classrooms would be expected in order to facilitate teaching and learning, as poor accommodation does adversely impact upon these.

Please bear in mind that LVC is a listed building, Linton Infant School is in our Special Conservation Area and cannot expand, Linton Heights School has space to expand and is currently reliant on leaking Portakabins for classroom and office space. Suitable levels of funding would be expected to prevent a capacity gap, suitable to their location and needs.

On these grounds, S106 contributions will be sought to improve the quality of our school buildings, as we appear unable to expect funding for the increased number of school places that we need.

Your consideration regarding this matter is much appreciated.

Kind Regards



Kathryn Wiseman

Parish Clerk

Linton Parish Council

The Village Hall

Coles Lane

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Cambridge

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Tel: 01223 891001

On behalf of Linton Parish Council



## Heads of terms for the completion of a Section 106 agreement

<b>Linton – Horseheath Road (S/2553/16/OL)</b>	
South Cambridgeshire District Council (Affordable Housing)	
Affordable housing percentage	40%
Affordable housing tenure	70% affordable rent and 30% Intermediate
Local connection criteria	First 8 to be subject to local connection criteria then 50/50 thereafter

**Section 106 payments summary:**

<b>Item</b>	<b>Beneficiary</b>	<b>Estimated sum</b>
Libraries and lifelong learning	CCC	£5,265
Transport	CCC	£30,000
Sports	SCDC	£55,000
Indoor community space	SCDC	£25,000
Household waste bins	SCDC	£3,675
Monitoring	SCDC	£1,500
<b>TOTAL</b>		<b>£120,440</b>
<b>TOTAL PER DWELLING</b>		<b>£2,408.80</b>

**Section 106 infrastructure summary:**

<b>Item</b>	<b>Beneficiary</b>	<b>Summary</b>
Allotments (20)	LPC	20 allotments plots over a site area of around 0.4 ha with parking and services
	CCC	
	CCC	

**Planning condition infrastructure summary:**

<b>Item</b>	<b>Beneficiary</b>	<b>Summary</b>
Strategic landscape buffer	SCDC	An area 6m deep along the eastern and northern edge of the site to form a strategic landscape buffer
Footpath improvements	CCC	<p>Improve the footway provision between the site and the High Street including:</p> <p>Widening the footway in the vicinity of Lonsdale to 2m wide;</p> <p>Installing dropped crossings with tactile paving at the crossing over Horseheath Road near to Wheatsheaf Way;</p>

		Installing dropped crossing with tactile paving at the crossings over Lonsdale and Wheatsheaf Way.
Transport	CCC	Install 10 cycle parking Sheffield stands at locations to be agreed with CCC and Linton Parish Council
Transport	CCC	Travel plan welcome pack

**CAMBRIDGESHIRE COUNTY COUNCIL**

<b>Ref</b>	CCC1
<b>Type</b>	Early years
<b>Policy</b>	DP/4
<b>Required</b>	NO
<b>Detail</b>	According to County Council guidance the development is expected to generate a net increase of 15 early years aged children of which 7.5 are liable for contributions. In terms of early years' capacity, County education officers have confirmed that there is sufficient capacity in the area to accommodate the places being generated by this development. Therefore no contribution for early year's provision is required.

<b>Ref</b>	CCC2
<b>Type</b>	Primary School
<b>Policy</b>	DP/4
<b>Required</b>	NO
<b>Detail</b>	According to County Council guidance the development is expected to generate a net increase of 17.5 primary school places. The catchment school is Linton Infant & Linton Heights Junior schools. In terms of primary school capacity, County education officers have confirmed that there is sufficient capacity in the area to accommodate the places being generated by this development. Therefore no contribution for primary education is required.

<b>Ref</b>	CCC3
<b>Type</b>	Secondary school
<b>Policy</b>	DP/4
<b>Required</b>	YES
<b>Detail</b>	According to County Council guidance the development is expected to generate a net increase of 12.5 secondary school places. The catchment school is Linton Village College. County education officers have confirmed that there is sufficient capacity in the area to accommodate the places being generated by this development. Therefore no contribution for secondary education is required.

<b>Ref</b>	CCC4
<b>Type</b>	Libraries and lifelong learning
<b>Policy</b>	DP/4
<b>Required</b>	YES
<b>Detail</b>	<p>The proposed increase in population from this development (50 dwellings x 2.5 average household size = 125 new residents) will put pressure on the library and lifelong learning service in the village. Linton library already serves a population of nearly 5,000 including the villages of Linton, Hildersham and Horseheath.</p> <p>A contribution of £42.12 per increasing population for enhancement to the library in Linton, a total of £5,265 (125 new residents X £42.12).</p> <p>This contribution would be used towards the reorganisation of the layout of Linton Library including the remodelling of the existing library counter, to enable extra shelving units and appropriate resources (both Adult and Junior) to be installed in the library to serve the additional residents.</p>
<b>Quantum</b>	£5,265
<b>Fixed / Tariff</b>	Fixed
<b>Trigger</b>	50% of the contribution upon commencement of development
	50% payable prior to occupation of 50% of dwellings

<b>Officer agreed</b>	YES
<b>Applicant agreed</b>	YES
<b>Number Pooled obligations</b>	None (although this will soon be 1 as the s106 for the Bartlow Road application is close to completion)

<b>Ref</b>	CCC5
<b>Type</b>	Strategic waste
<b>Policy</b>	RECAP WMDG
<b>Required</b>	NO
<b>Detail</b>	Thriplow HRC has pooled 5 contributions since 6 April 2010

<b>Ref</b>	CCC6
<b>Type</b>	CCC monitoring
<b>Policy</b>	None
<b>Required</b>	NO

<b>Ref</b>	CCC7
<b>Type</b>	Transport
<b>Policy</b>	TR/3
<b>Required</b>	YES
<b>Detail</b>	Contribution of £20,000 towards City Deal proposals for bus priority measures along the A1307 in Linton, principally to go towards a review and recalibration of the operation of the junction of the A1037 with Linton Village College  Contribution of £10,000 towards City Deal proposals for reducing bus journey times along High Street Linton
<b>Quantum</b>	£30,000
<b>Fixed / Tariff</b>	Fixed
<b>Trigger</b>	To be paid prior to the occupation of any dwelling
<b>Officer agreed</b>	YES
<b>Applicant agreed</b>	YES
<b>Number Pooled obligations</b>	None (although this will soon be 1 as the s106 for the Bartlow Road application is close to completion)

**SOUTH CAMBRIDGESHIRE DISTRICT COUNCIL**

<b>Ref</b>	SCDC1
<b>Type</b>	Sport
<b>Policy</b>	SF/10
<b>Required</b>	YES
<b>Detail</b>	<p>The recreation study of 2013 highlighted that Linton had a deficient level of sports space against South Cambs policies (i.e. the policy requires 7.22 hectares whereas the village only has 3.03 hectares). The study also said that there is a “need for an additional football pitch to meet local need and improved drainage at the existing facility. The cricket club also require an additional pitch to meet the demand for additional junior teams”. It also said the football pitches are prone to flooding.</p> <p>Linton Parish Council has therefore put forward projects that would be located on the recreation ground. These projects include:</p> <ul style="list-style-type: none"> <li>• BMX/skate park</li> <li>• Climbing wall</li> <li>• Changing the bowling green for possible use as Multi Use Games Area, sports/football training area, tennis court, etc.</li> <li>• Trim Trail for adult exercise</li> </ul> <p>The SPD also establishes the quantum of offsite financial contributions in the event that the full level of onsite open space is not being provided:</p> <p>1 bed: £625.73                  2 bed: £817.17,                  3 bed: £1,130.04                  4+ bed: £1,550.31</p>
<b>Quantum</b>	£55,000 (est)
<b>Fixed / Tariff</b>	Tariff
<b>Trigger</b>	To be paid prior to the occupations of 50% of the dwellings (in each phase if more than one reserved matters application submitted)
<b>Officer agreed</b>	YES
<b>Applicant agreed</b>	YES
<b>Number Pooled obligations</b>	None (although this will soon be 1 as the s106 for the Bartlow Road application is close to completion)

<b>Ref</b>	SCDC2
<b>Type</b>	Children’s play space
<b>Policy</b>	SF/10
<b>Required</b>	YES
<b>Detail</b>	<p>The Recreation and Open Space Study July 2013, forming part of the Local Plan submission, showed that Linton needed 3.61 ha Children’s Play Space whereas the village had 0.20, i.e. a deficit of 3.41 ha of Children’s Play Space.</p> <p>The developer will be required to provide a quantum of children’s play space in accordance with the table below (circa 900m2 in total but depending on the final housing mix).</p> <p>The developer will also be required to provide a locally equipped area for play (LEAP) in accordance with the open space in new</p>

	developments SPD.															
	<table border="1"> <thead> <tr> <th></th> <th>Formal play space</th> <th>Informal play space</th> </tr> </thead> <tbody> <tr> <td>1 bed</td> <td>Nil</td> <td>Nil</td> </tr> <tr> <td>2 bed</td> <td>7m2</td> <td>7m2</td> </tr> <tr> <td>3 bed</td> <td>9.7m2</td> <td>9.7m2</td> </tr> <tr> <td>4+ bed</td> <td>13.3m2</td> <td>13.3m2</td> </tr> </tbody> </table>		Formal play space	Informal play space	1 bed	Nil	Nil	2 bed	7m2	7m2	3 bed	9.7m2	9.7m2	4+ bed	13.3m2	13.3m2
	Formal play space	Informal play space														
1 bed	Nil	Nil														
2 bed	7m2	7m2														
3 bed	9.7m2	9.7m2														
4+ bed	13.3m2	13.3m2														
<b>Quantum</b>																
<b>Fixed / Tariff</b>																
<b>Trigger</b>	To be laid out and available for use prior to the occupation of 50% of the dwellings															
<b>Officer agreed</b>	YES															
<b>Applicant agreed</b>	YES															
<b>Number Pooled obligations</b>	NONE															

<b>Ref</b>	SCDC3
<b>Type</b>	Allotments
<b>Policy</b>	DP/4
<b>Required</b>	YES
<b>Detail</b>	<p>Linton does not currently have any allotments. Based on the emerging local plan the village would need 1.80 ha of allotment land.</p> <p>This application proposes 20 plots over an area of around 0.4 ha and which will include car parking and services.</p> <p>The allotment land is to be offered to Linton Parish Council on a 99 year lease.</p>
<b>Quantum</b>	
<b>Fixed / Tariff</b>	
<b>Trigger</b>	To be laid out and available for use prior to the occupation of 50% of the dwellings
<b>Officer agreed</b>	YES
<b>Applicant agreed</b>	YES
<b>Number Pooled obligations</b>	NONE

<b>Ref</b>	SCDC4
<b>Type</b>	Offsite indoor community space
<b>Policy</b>	DP/4
<b>Required</b>	YES
<b>Detail</b>	<p>In accordance with Development Control Policy DP/4 infrastructure and new developments, all residential developments generate a need for the provision of, or improvement to, indoor community facilities. Where this impact is not mitigated through onsite provision a financial contribution towards offsite improvement works will be required.</p> <p>The Council undertook an external audit and needs assessment undertaken in 2009, in respect of all primary community facilities in each village. The purpose of this audit was threefold (i) to make a recommendation as to the indoor space requirements across the District (ii) to make a recommendation on the type of indoor space based on each settlement category and (iii) make a recommendation as to the level of developer contributions that should be sought to meet</p>

	<p>both the quantity and quality space standard.</p> <p>Whilst not formally adopted as an SPD, this informal approach was considered and approved at the Planning and New Communities portfolio holder's meeting on 5th December 2009 and has been applied since.</p> <p>The community facilities audit of 2009 highlighted that Linton had a deficient level of indoor community space against South Cambs policies (i.e. the policy requires 111m<sup>2</sup> per 1000 people therefore Linton requires 488m<sup>2</sup> of space, whereas the village only has 160m<sup>2</sup>). The study also highlighted that a number of improvements should be made to Linton Village Hall.</p> <p>Linton Village Hall is run by a charity and is said to accommodate 170 seated, 200 standing. It holds entertainment licence but no alcohol licence, no public dances, disabled access and toilet, basic kitchen available but no food preparation allowed on the premises. Evening functions should end by 11.45pm (source Cambridgeshire.net website).</p> <p>As such Linton Village Hall is not considered to satisfy South Cambs indoor community facility standards from a quality perspective as well as quantity.</p> <p>If the application were to be approved then Linton Parish Council would look to either (i) fund several internal and external improvements to Linton Village Hall or (ii) build a multipurpose community centre with a focus aimed at young people and which will be available for hire by scouts, guides, brownies and other users.</p> <p>Likely projects to improve Linton Village Hall include:</p> <ul style="list-style-type: none"> <li>• Renovate/modernise the kitchen ( mainly dates from 1970s)</li> <li>• refurbish the ladies' and gents' toilets,</li> <li>• Redesign the foyer to create a modern look and feel</li> <li>• Re-model the front façade to make it more attractive.</li> </ul> <p>The contribution required as per the indoor community space policy would be:</p> <p>1 bed - £284.08  2 bed - £371.00  3 bed - £513.04  4+ bed - £703.84</p>
<b>Quantum</b>	Circa £25,000
<b>Fixed / Tariff</b>	Tariff
<b>Trigger</b>	To be paid prior to the occupations of 50% of the dwellings in each phase
<b>Officer agreed</b>	YES
<b>Applicant agreed</b>	YES
<b>Number Pooled obligations</b>	None (although this will soon be 1 as the s106 for the Bartlow Road application is close to completion)
<b>Ref</b>	SCDC5
<b>Type</b>	Household waste receptacles
<b>Policy</b>	RECAP WMDG
<b>Required</b>	YES
<b>Detail</b>	£73.50 per house and £150 per flat
<b>Quantum</b>	See above

<b>Fixed / Tariff</b>	Tariff
<b>Trigger</b>	Paid in full prior to commencement of each phase
<b>Officer agreed</b>	YES
<b>Applicant agreed</b>	YES
<b>Number Pooled obligations</b>	None

<b>Ref</b>	SCDC6
<b>Type</b>	S106 Monitoring
<b>Policy</b>	Portfolio holder approved policy
<b>Required</b>	YES
<b>Detail</b>	
<b>Quantum</b>	£1,500
<b>Fixed / Tariff</b>	Fixed
<b>Trigger</b>	Paid in full prior to commencement of development
<b>Officer agreed</b>	YES
<b>Applicant agreed</b>	YES
<b>Number Pooled obligations</b>	None

<b>Ref</b>	SCDC7
<b>Type</b>	Onsite open space and play area maintenance
<b>Policy</b>	
<b>Required</b>	YES
<b>Detail</b>	<p>Paragraph 2.19 of the Open Space in New Developments SPD advises that 'for new developments, it is the developer's responsibility to ensure that the open space and facilities are available to the community in perpetuity and that satisfactory long-term levels of management and maintenance are guaranteed'. The Council therefore requires that the on-site provision for the informal open space and the future maintenance of these areas is secured through a S106 Agreement. Para 2.21 advises that 'if a developer, in consultation with the District Council and Parish Council, decides to transfer the site to a management company, the District Council will require appropriate conditions to ensure public access and appropriate arrangements in the event that the management company becomes insolvent (a developer guarantee)'.</p> <p>It is the Local Planning Authority's preference that the public open space is offered to the Parish Council for adoption, recognising that the Parish Council has the right to refuse any such offer.</p> <p>If the Parish Council is not minded to adopt onsite public open space the owner will be required to provide a developer guarantee of sufficient value to be a worthwhile guarantee. Furthermore with the details of the guarantee and guarantor would need to be submitted to and approved in writing by the Council prior to commencement of development. Should this not be forthcoming the planning obligation will also be required to include arrangements whereby the long term management responsibility of the open space areas and play areas passes to plot purchasers in the event of default.</p>
<b>Quantum</b>	
<b>Fixed / Tariff</b>	
<b>Trigger</b>	
<b>Officer agreed</b>	YES
<b>Applicant agreed</b>	YES
<b>Number Pooled obligations</b>	None





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Scale - 1:2500

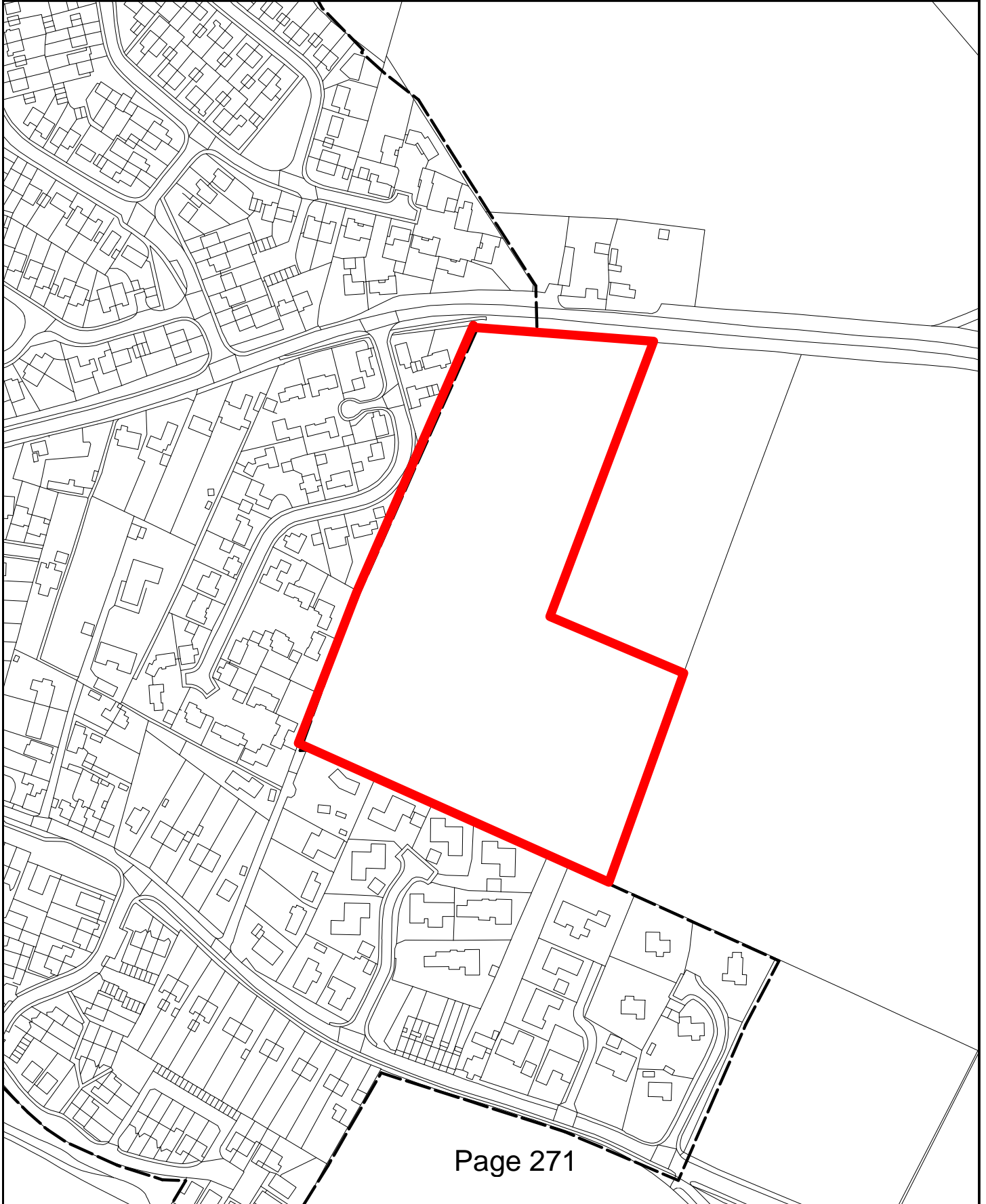
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Date of plot: 20/12/2016



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Cambridgeshire  
District Council**

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# Agenda Item 9

## 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/1433/16/OL

**Parish(es):** Great Abington

**Proposal:** Outline Application for Residential Development of up to 8 Dwelling including Access

**Site address:** Land Adjacent Strawberry Farm, Pampisford Road, Great Abington

**Applicant(s):** Roll Over Developments Ltd.

**Recommendation:** Delegated Approval

**Key material considerations:** Housing Land Supply  
Principle of Development  
Density  
Housing Mix  
Affordable Housing  
Developer Contributions  
Character and Appearance of the Area  
Design Considerations  
Trees and Landscaping  
Biodiversity  
Highway Safety and Sustainable Travel  
Flood Risk  
Neighbour Amenity  
Heritage Assets

**Committee Site Visit:** 10 January 2017

**Departure Application:** Yes

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

**Application brought to Committee because:** The officer recommendation conflicts with the recommendation of Great Abington Parish Council and the development would represent a departure to the Local Development Framework

**Date by which decision due:** 13 January 2017 (Extension of Time Agreed)

## Executive Summary

1. This proposal, as amended, seeks permission for a residential development outside the Great Abington village framework and in the countryside. This development would not normally be considered acceptable in principle as a result of its location. However, the district does not currently have a 5 year housing land supply and therefore the adopted LDF policies in relation to the supply of housing are not up to date for the purposes of the NPPF. However, the Local Planning Authority must still determine the weight to be applied to the policies even when out of date. In this case, considerable weight can be attached to these policies as they perform a material planning objective.
2. The NPPF states that there is a presumption in favour of sustainable development and where relevant policies are out of date, planning permission should be granted for development unless the adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in the NPPF taken as a whole.
3. In light of the lack of five-year housing land supply and having regard to recent local appeal decisions, the rural settlement policies are considered to continue to have significant weight in the determination of planning applications adjacent to or within close proximity to village frameworks. This will help ensure that development proposals outside and in close proximity to village frameworks have due regard to the availability of an appropriate level of services, facilities, employment and sustainable transport options. For Rural Centres and Minor Rural Centres, subject to all other relevant material considerations, it is considered that there is a case to be made that conflict with those policies should not be given significant weight, under the circumstances of a lack of five-year housing supply. Subject to other material considerations, this would mean in principle that the Council may grant permission for development in and adjacent to our larger villages. This is in the context of paragraph 14 of the NPPF and the test that permission should be granted unless there would be evidence of significant harm. This is consistent with local appeal decisions in this category of village since the lack of five-year supply.
4. However, for Group Villages and Infill Villages, conflict with the housing land supply policies should be given significant weight unless there are exceptional circumstances that would justify a departure. In this case, the existing buildings on the site and the level of services, facilities, employment and sustainable transport options in the village are considered to represent such a circumstance and therefore limited weight can be attached to the policies in relation to the supply of housing.
5. The development would have some visual impact. However, it is considered that this impact is limited and can be successfully mitigated as part of the application.
6. This limited adverse impact must be weighed against the benefits of the positive contribution of up to 8 dwellings towards the housing land supply in the district based on the objectively assessed 19,500 dwellings target set out in the SHMA and the method of calculation and buffer identified by the Inspector, the provision of 40% affordable homes, employment during construction to benefit the local economy and greater use of local services and facilities to contribute to the local economy. Given the above balance, the application is recommended for approval.

## **Planning History**

7. **Site**  
None relevant
8. **Land to the North of Pampisford Road, Great Abington**  
S/3181/15/FL Erection of 20 Dwellings, Associated Access and Landscaping – Approved

## **National Guidance**

9. National Planning Policy Framework 2012  
Planning Practice Guidance

## **Development Plan Policies**

10. **South Cambridgeshire Local Development Framework Core Strategy DPD 2007**  
ST/2 Housing Provision  
ST/6 Group Villages
9. **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  
NE/1 Energy Efficiency  
NE/3 Renewable Energy Technologies in New Development  
NE/4 Landscape Character Areas  
NE/6 Biodiversity  
NE/7 Sites of Biodiversity or Geological Importance  
NE/11 Flood Risk  
NE/12 Water Conservation  
NE/14 Lighting Proposals  
NE/15 Noise Pollution  
NE/17 Protecting High Quality Agricultural Land  
CH/2 Archaeological Sites  
SF/10 Outdoor Playspace, Informal Open Space, and New Developments  
SF/11 Open Space Standards  
TR/1 Planning For More Sustainable Travel  
TR/2 Car and Cycle Parking Standards  
TR/3 Mitigating Travel Impact
10. **South Cambridgeshire LDF Supplementary Planning Documents (SPD):**  
Open Space in New Developments SPD - Adopted January 2009  
Biodiversity SPD - Adopted July 2009  
Trees & Development Sites SPD - Adopted January 2009  
Landscape in New Developments SPD - Adopted March 2010  
Affordable Housing SPD - Adopted March 2010  
District Design Guide SPD - Adopted March 2010

11. **South Cambridgeshire Local Plan Submission - March 2014**  
S/3 Presumption in Favour of Sustainable Development  
S/5 Provision of New Jobs and Homes  
S/6 The Development Strategy to 2031  
S/7 Development Frameworks  
S/10 Group Villages  
HQ/1 Design Principles  
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  
NH/5 Sites of Biodiversity or Geological Importance  
NH/14 Heritage Assets  
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/9 Managing Flood Risk  
SC/6 Indoor Community Facilities  
SC/7 Outdoor Playspace, Informal Open Space, and New Developments  
SC/8 Open Space Standards  
SC/10 Lighting Proposals  
SC/11 Noise Pollution  
TI/2 Planning for Sustainable Travel  
TI/3 Parking Provision  
TI/8 Infrastructure and New Developments

### **Consultation**

12. **Great Abington Parish Council** – Recommends refusal as amended and makes the following comments: -  
“We believe that this would be too many dwellings on the site. The site is part of the Land Settlement and outside of the village framework. We would have been supportive of a single dwelling proposal in line with the emerging neighbourhood plan for the former land settlement area.”
13. **Landscape Design Officer** – Comments as amended that there are no objections providing a native hedge is agreed along the northern boundary (Pampisford Road) with the plot boundaries to the south of the hedge.
14. **Trees and Landscapes Officer** – Has no objections, subject to conditions in relation to a tree protection plan and a detailed planting scheme. Comments that the site is host to a largely unremarkable population of trees and scrub. The TPO referred to in the arboricultural report is TPO 1/61 (Elm). It is apparent that this tree is no longer present and so the TPO can be ignored. The report makes sensible and clear recommendations for trees to be retained and protected.
15. **Ecology Officer** –Comments that the surveys provide with the application are sufficient and no objections are raised in principle.
16. However, questions the status of the badger sett and whether the methodology would avoid an offence as badger tunnels can extend up to 20 metres from sett entrances and it is standard practice to implement an exclusion zone for excavations/

heavy earthworks to or obtain a license for a temporary sett closure or 'live dig' . Therefore recommends a revised method statement detailing badger mitigation at reserved matters stage.

17. The proposed reptile receptor site is outside the site boundary. The ownership needs to be clarified. The strategy to protect the common lizard is welcomed but a condition for an updated mitigation strategy is recommended to cover details of habitat creation and long term management of the area to ensure that it is enhanced and remains suitable for the species.
18. Bat droppings were found on the site but no bat roosts were confirmed during detailed surveys. There was relatively limited bat activity at the site. There was no evidence that the Nissan hut is being used as a resting place. No further action is required but a condition should be attached to any consent in relation to enhanced roosting provision and sensitive lighting design.
19. The protection of the adjacent County Wildlife Site will also need to be secured by condition.
20. **Local Highways Authority** – Has no objections and comments that drawing numbers P-01 Revision H and 4160124-SK1405 Revision 04 are acceptable.
21. **Cambridgeshire County Council Historic Environment Team** – Has no objections subject to a programme of archaeological investigation secured through a condition of any consent .Comments that the site lies in an area of high archaeological potential situated to the south east of Great Park and Abington Hall Park and Garden and the 12<sup>th</sup> century Saint Mary the Virgin's Church. Archaeological investigations to the north west have revealed evidence of Mesolithic to Iron Age occupation and medieval and post medieval occupation. In addition, to the north there is a moated site and the shrunken village of Great Abington.
22. **Environment Agency** – Has no objections in principle subject to conditions to be attached to any consent in relation to contamination investigation, surface water drainage and piling foundations. Also requests informatives. Comments that the site is located above a Principal Aquifer, Source Protection Zone 2, Babraham Safeguard Zone, Cam and Ely Ouse Chalk Groundwater Body and within 650 metres of a surface water course. The previous nursery land use is considered potentially contaminative. The adjacent railway line is also considered potentially contaminative. The site is considered to be of high sensitivity and could present potential pollutant/contaminant linkages to controlled waters.
23. **Environmental Health Officer** – Has no comments.
24. **Contaminated Land Officer** – Comments that that site is a former nursery which is proposed to be developed for housing. An Environmental Phase 1 report has been submitted that has identified potential contaminants of concern and a conceptual model presented that shows investigation is necessary. Requires a condition for the investigation and recording of contamination and remediation.
25. **Affordable Housing Officer** – Comments that if the site is a 5 year housing land supply site, 40% affordable housing should be provided as part of this development in accordance with policy H/9 preferable on site but with a commuted sum as a last resort. Our district wide policy for tenure split is 70/30. There are currently 1,700 applicants on the housing register in across the district and Great Abington has a local housing need for 21 applicants. The highest demand is for 1 and 2 bedroom

accommodation. Three Registered Providers (RP's) need to be approached to determine whether they would take on the site. If not, a valuer would need to be instructed to determine the commuted sum payable in lieu of on-site provision. A cascade approach would be accepted whereby RP's are to be contacted up to the submission of any reserved matters application and in the event of no interest, a commuted sum would be payable.

26. **Section 106 Officer** – Comments that contributions towards waste receptacles and monitoring would be required. Further contributions may be required towards open space, community facilities, education, libraries and strategic waste through a Section 106 as part of any reserved matters application if the combined gross floor space of the development exceeds 1000 square metres. Suggests an informative to be attached to any consent.
27. **Cambridgeshire County Council Rights of Way Team** – Has no objections in principle to the proposal but requires further details in relation to the legal status of the footpath link. Comments that Public Footpath No. 3 Great Abington runs along the western boundary. Requests informatives with regards to points of law and the footpath.

### **Representations**

28. The **Local Member** does not support the application for the following reasons: -
- i) The site is outside the village framework as set out in the existing planning policies for the District;
  - ii) Following a housing needs survey, the Abington Housing Group investigated 12 or more sites in Great and Little Abington as potential sites for housing development. This site at the back of Strawberry Farm was one of the sites investigated but it was not felt to be as appropriate or suitable as the three sites put forward.
  - iii) The site was not, therefore, included in the recent proposals put forward by Great Abington Parish Council and Little Abington Parish Council and incorporated into the documentation recently sent to the planning inspector conducting the Examination in Public into the submitted Local Plan. This site is, therefore, not in emerging policies. In conclusion, this site is neither in existing planning policies or emerging planning policies as a site for residential development. In my view, this application should be refused.
29. Three letters of objection have been received from **local residents** in relation to the application. They raise the following concerns: -
- i) The site is part of the former Land Settlement Association Estate. The Parish Council are developing a neighbourhood plan for this area that would allow residents to build another dwelling on their plots for family members that cannot afford to buy in the village. The LDO would not allow the proposed development.
  - ii) Dwellings would not be affordable to village people.
  - iii) Increase in traffic along the busy and dangerous Pampisford Road.
  - iv) The development would add to the scale of development currently proposed in this part of the village and spread beyond the village envelope.
  - v) The new development planned in the village should be considered and the impact assessed before further development is entertained.
  - v) The applicants imply that there is no longer a Land Settlement Area.
  - vi) Any approval would set a precedent for the remainder of the Land Settlement Area and its agricultural/residential nature should be retained.
  - vii) Visual impact to village as the land rises.
  - viii) Visual impact to neighbours.
  - ix) Loss of privacy from location of footpath.



- x) Potential use of public footpath for construction.
- xi) There are no medical facilities in the village.

### **Site and Surroundings**

- 30. The site is located outside of the Great Abington village framework and in the countryside. It measures 1.2 hectares in area and is part of the former Land Settlement Association Estate to the south of Pampisford Road. The site was previously a nursery and comprises a number of disused greenhouses and other buildings surrounded by scrubland. There are two trees on the northern boundary of the site adjacent Pampisford Road that are subject to a Tree Preservation Order. The remainder of the boundaries are heavily landscaped apart from a post and rail fence that defines the boundary with No. 3 Pampisford Road. The site lies within flood zone 1 (low risk). A former railway cutting forms a County Wildlife Site along the southern boundary. A public footpath runs from Pampisford Road to Chalky Road to the west of the site. The land rises to the south.

### **Proposal**

- 31. The proposal, as amended, seeks outline permission for a residential development on the site of up to 8 dwellings. Access forms part of the application. The layout, design and external appearance, and landscaping are matters reserved for later approval.
- 32. 40% of the dwellings would be affordable in nature. No details of the affordable mix are known to date. The remaining 60% of the dwellings would be available for sale on the open market. No details of the market mix are known to date. However, an indicative mix of 2 x two bed dwellings, 1 x two/three bed dwellings, 2 x three bed dwellings and 3 x four/five bed dwellings are proposed across the whole site. The exact mix of affordable and market dwellings will be determined at the time of the reserved matters application.
- 32. There would be a single vehicular access (shared surface) to the site from the south side of Pampisford Road and a pedestrian access from the existing public footpath to the west. A new footway would be provided along Pampisford Road to link with the existing footway adjacent to the bus stop, to provide connectivity.
- 34. The layout of the development would comprise a "T" shaped spine road with the development clustered around it. The dwellings would be detached and semi-detached. The scale of the development is intended to be predominantly two storeys in height. The existing group of Ash trees to the east of the access would be retained. The existing group of Elm trees to the east of the access would be removed and replacement planting agreed.

### **Planning Assessment**

- 35. The key issues to consider in the determination of this application relate to housing land supply, the principle of the development in the countryside, housing density, housing mix, affordable housing, developer contributions and the impacts of the development upon the character and appearance of the area, heritage assets, flood risk, highway safety, neighbour amenity, biodiversity, trees and landscaping.

### **Housing Land Supply**

- 36. The National Planning Policy Framework (2012) (NPPF) requires councils to boost significantly the supply of housing and to identify and maintain a five-year housing

land supply with an additional buffer as set out in paragraph 47.

37. The Council accepts that it cannot currently demonstrate a five year housing land supply in the district as required by the NPPF, having a 3.9 year supply using the methodology identified by the Inspector in the Waterbeach appeals in 2014 and a 3.7 year supply based upon the 2016 Annual Monitoring Report (AMR). This shortfall is based on an objectively assessed housing need of 19,500 homes for the period 2011 to 2031 (as identified in the Strategic Housing Market Assessment 2013 and updated by the latest update undertaken for the Council in November 2015 as part of the evidence responding to the Local Plan Inspectors' preliminary conclusions) and the latest assessment of housing delivery (in the housing trajectory November 2015). In these circumstances any adopted or emerging policy which can be considered to restrict the supply of housing land is considered 'out of date' in respect of paragraph 49 of the NPPF.
38. Further guidance as to which policies should be considered as 'relevant policies for the supply of housing' emerged from a recent Court of Appeal decision (*Richborough v Cheshire East and Suffolk Coastal DC v Hopkins Homes*). The Court defined 'relevant policies for the supply of housing' widely as so not to be restricted 'merely to policies in the Development Plan that provide positively for the delivery of new housing in terms of numbers and distribution or the allocation of sites,' but also to include, 'plan policies whose effect is to influence the supply of housing by restricting the locations where new housing may be developed.' Therefore all policies which have the potential to restrict or affect housing supply may be considered out of date in respect of the NPPF. However the Court of Appeal has confirmed that even where policies are considered 'out of date' for the purposes of NPPF paragraph 49, a decision maker is required to consider what (if any) weight should be attached to such relevant policies.
39. In the case of this application, policies which must be considered as potentially influencing the supply of housing land include ST/2 and ST/6 of the adopted Core Strategy and adopted policies DP/1, DP/7, HG/1, HG/2, NE/4, NE/6 and NE/17 of the adopted Development Control Policies. Policies S/7, S/10, H/1, H/7, H/8, NH/2, NH/3 and NH/4 of the draft Local Plan are also material considerations and considered to be relevant (draft) policies for the supply of housing.
40. Paragraph 14 of the NPPF states that there is a presumption in favour of sustainable development. It says that where relevant policies are out of date, planning permission should be granted for development unless the adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in the NPPF taken as a whole, or where specific policies in the NPPF indicate development should be restricted (which includes land designated as Green Belt in adopted plans for instance).
41. Whilst paragraph 2 of Policy ST/6 of the adopted Core Strategy permits residential development within the village framework and the site is located outside the framework, given that the site adjoins the village framework, the site is relatable to the village geographically and on its dependency on its services and facilities. ST/6 also forms part of a suite of policies, which operate to direct new development to settlements which have an appropriate level of services to meet the requirements of new residents. As such, it is considered that ST/6 which reflects the relatively limited level of services at group villages to serve residential developments is material to development both within the framework and development which is proposed as a residential extension to that framework, as proposed here.

42. It falls to the Council as decision maker to assess the weight that should be given to the existing policies. The Council considers this assessment should, in the present application, have regard to whether the policies continues to perform a material planning objective and whether it is consistent with the policies of the NPPF.
43. In light of the lack of five-year housing land supply and having regard to recent local appeal decisions, the rural settlement policies are considered to continue to have significant weight in the determination of planning applications adjacent to or within close proximity to village frameworks. This will help ensure that development proposals outside and in close proximity to village frameworks have due regard to the availability of an appropriate level of services, facilities, employment and sustainable transport options.
44. For Rural Centres and Minor Rural Centres, subject to all other relevant material considerations, it is considered that there is a case to be made that conflict with those polices should not be given significant weight, under the circumstances of a lack of five-year housing supply. Subject to other material considerations, this would mean in principle that the Council may grant permission for development in and adjacent to our larger villages. This is in the context of paragraph 14 of the NPPF and the test that permission should be granted unless there would be evidence of significant harm. This is consistent with local appeal decisions in this category of village since the lack of five-year supply.
45. However, for Group Villages and Infill Villages, conflict with the housing land supply policies should be given significant weight unless there are exceptional circumstances that would justify a departure.

#### **Principle of Development**

46. The site is located outside the of the Great Abington village framework and in the countryside where Policy DP/7 of the adopted LDF and Policy S/7 of the emerging Local Plan states that only development for agriculture, horticulture, forestry, outdoor recreation and other uses which need to be located in the countryside will permitted due to the need to protect the countryside from encroachment and incremental growth in unsustainable locations. The erection of a residential development of 8 dwellings would therefore not under normal circumstances be considered unacceptable in principle. Considerable weight can be attached to this policy given that it performs a material planning objective.
47. Great Abington is identified as a Group Village under Policy ST/6 of the LDF and Policy S/10 of the emerging Local Plan where up to 8 dwellings are considered acceptable in principle on land within village frameworks due to the scale of the village and the limited level of services and facilities within the settlement. The erection of 8 dwellings outside the village framework is not therefore normally supported in principle due to the location. However, the scale is considered appropriate for this type of village. Considerable weight can be attached to this policy given that it performs a material planning objective.
48. It is noted that the site is situated on the former Land Settlement Association Estate and in the countryside. This area previously had a special policy basis in the Local Plan but at the current time the area does not have any special policy basis in either the adopted Local Development Framework or emerging Local Plan. However, it was designated as a Neighbourhood Area in September 2016 where a Neighbourhood Plan will be prepared. The requirement is for a special policy area that would clearly identify it as not being in the open countryside whilst not including it within the village

framework. Whilst it is acknowledged that this is a material consideration in the decision making process, it can only be given very limited weight at the current time as it is at a very early stage of the process and has not yet been prepared and examined.

49. Given the current lack of a 5-year housing land supply and the fact that policies DP/7 and ST/6 are out of date, a judgement needs to be made as to whether the scale of the development is acceptable for this location in terms of the size of the village and the sustainability of the location. As set out in the *Housing Land Supply* section above, it is considered that significant weight can be given to the rural settlement and framework policies. Nevertheless, in light of a five year land supply and recent appeal decisions, as a matter of general principle the scale of development proposed relative to the comparative accessibility of this group village would not conflict significantly with the thrust of the core development principle of the NPPF and will not in itself create demonstrable harm.

### **Sustainable Development**

50. The NPPF states that there are 3 dimensions to sustainable development, economic, social and environmental.

#### ***Economic Aspects***

51. The provision of up to 8 new dwellings will give rise to employment during the construction phase of the development and would have the potential to result in an increase in the use of local services and facilities, both of which will be of benefit to the local economy.

#### ***Social Aspects***

##### *Provision of Housing*

52. The development would provide a benefit in helping to meet the current housing shortfall in South Cambridgeshire through the delivery of up to 8 dwellings. The applicant owns the site and it is available and deliverable for development now subject to securing the necessary planning consent. Given the scale of the development, it is likely that the scheme would be completed within 5 years of the outline consent.

##### *Scale of Development and Services*

53. Whilst it is acknowledged that Great Abington falls within the one of the lower tiers in the hierarchy for the categorisation of villages across the District, the development of 8 dwellings is not considered to be unacceptable in relation to the size of the village or the level of services and facilities in the village. The village has approximately 350 dwellings and an additional 8 dwellings is not considered excessive in terms of an increase in the scale of the village. The cumulative impact of the development of 20 dwellings approved under reference S/3181/15/FL to the north of Pampisford Road, together with the additional allocations for 35 dwellings at Linton Road and a further 6 dwellings at Church Lane (Little Abington) under Policy H/1 of the emerging Local Plan together with the proposed development would result in a total of 69 dwellings. This would represent an increase of 20% in the scale of the village and is, on balance, considered acceptable given the level of services and facilities available.
54. The dwellings on the site would have easy access by walking and cycling to facilities within the village such as the primary school, shop, church, public house, café, village

hall and recreation ground. These are a distance of approximately 850 metres away. There is a bus stop immediately adjacent to the site with a service that runs every 30 minutes to Cambridge and Haverhill (service 13); it also serves Linton. The proposed dwellings would also have easy access by walking and cycling to the nearby employment site of Granta Park just outside the village but very close to the application site. Great Abington does not contain a secondary school, health centre nor a larger food store; however these services are found in Linton, which is readily accessible by public transport. Residents would not therefore have to rely upon the private car to access the majority of their everyday needs. Given the above, the application site is not considered to be unsustainable to the extent that would warrant refusal of the application on these grounds.

#### *Housing Density*

55. The site measures 1.2 hectares in area. The erection of 8 dwellings would equate to a density of 7 dwellings per hectare. Whilst this density would not comply with the requirement under Policy HG/1 of the LDF of at least 30 dwellings per hectare, it is considered acceptable in this case given the more rural character and appearance of the area to the south of Pampisford Road.

#### *Affordable Housing*

56. 40% of the development would consist of affordable housing to meet local needs as set out in Policy HG/3 of the adopted LDF. At the current time, there is interest from a Registered Provider (Housing Partnership (London) Ltd.) to take on 3 affordable units on the site. An indicative mix of 2 x two bed dwellings, 1 x two/three bed dwellings, 2 x three bed dwellings and 3 x four/five bed dwellings is proposed across the whole site. Given that the application is currently at outline stage only, it is considered that the exact mix and tenure of the affordable dwellings could be agreed at the reserved matters stage. The mix sought would need to be in accordance with local needs. If at the reserved matters stage there is no longer any interest from a Registered Provider, a cascade approach is accepted where a commuted sum would be provided towards affordable housing off-site but within the district in lieu of the on-site provision of affordable housing. This would need to be secured through a Section 106 agreement.

#### *Market Housing Mix*

57. The remaining 5 market units would need to provide a range of dwelling types and sizes to comply with Policy HG/2 of the adopted LDF or Policy H/8 of the emerging Local Plan as some weight can be attached to this policy. Given that the application is currently at outline stage only, it is considered that the exact mix of the market dwellings could be agreed at the reserved matters stage, albeit a condition will be needed to secure this.

#### *Developer Contributions*

58. Development plan policies state that planning permission will only be granted for proposals that have made suitable arrangements towards the provision of infrastructure necessary to make the scheme acceptable in planning terms.
59. Regulation 122 of the CIL Regulations states that a planning obligation may only constitute a reason for granting planning permission for the development of the obligation is: -
- i) Necessary to make the development acceptable in planning terms;
  - ii) Directly related to the development; and,

iii) Fairly and reasonably related in scale and kind to the development.

60. The Written Ministerial Statement and NPPG dated November 2014 seeks to limit Section 106 contributions secured from small scale developments of less than 10 dwellings or those where the gross floor space would not exceed 1000 square metres. The proposed development is for 8no. dwellings that would fall below the threshold. Therefore, no contributions in relation to open space, community facilities, education, libraries and waste could be secured from the development. However, given that the application is currently at outline stage only, no details of the size of the dwellings are known, contributions may be required at reserved matters stage if the floor space exceeds the limit.
61. Notwithstanding the above, contributions can be secured towards waste receptacles and monitoring. The RECAP Waste Management Design Guide requires household waste receptacles to be provided for the development. Off-site contributions are required towards the provision to comply with Policy DP/4 of the adopted LDF. The contribution would be £73.50 per dwelling. To ensure the provision and usage of on-site infrastructure, a monitoring fee of £500 is required.

### ***Environmental Aspects***

#### *Character and Appearance of the Area*

62. The site is situated within the East Anglian Chalk Landscape Character Area and the landscape character of the site and its immediate surroundings are typical of East Anglian Chalk comprising large agricultural fields separated by clipped hedges, set in an open and gently rolling landscape, with long views available both over lower land and to hills featuring wooded tops.
63. The proposal would result in encroachment into the countryside outside the existing built-up development within the village framework. The introduction of 8 dwellings of significant scale on a site that was formerly a nursery and rural in nature would result in a visually intrusive development that would detract from the openness and character and appearance of the countryside. However, the impact is considered limited in terms of openness given the existing buildings on the site, and the proposed development would not adversely affect the landscape setting of the village as the encroachment is restricted and the development would only be visible from close public viewpoints and would not affect the wider landscape and countryside from long distance views.

#### *Design Considerations*

64. The overall layout of the site is indicative only at this stage and would be subject to reserved matters approval. However, the site is of a size that can clearly accommodate at least 8 dwellings without resulting in a cramped form of development that would be out of keeping with the character and appearance of the area.
65. The site has been designed with large plots around a shared surface access with landscaping along the Pampisford Road frontage. This is considered to reflect the spacious and rural character and appearance of the dwellings that comprise part of the former Land Settlement Association Estate to the south of Pampisford Road.
66. Although it is noted that the northern side of Pampisford Road opposite the site consists of single storey bungalows, the two-storey scale of the dwellings are considered to be satisfactory given the scale of the adjacent dwelling at No. 3

Pampisford Road. However, it is noted that the heights of the dwellings would need to be carefully considered in more detail at the reserved matters stage as a result of the land levels across the site. Such matters would therefore remain within the control of the Local Planning Authority.

#### *Trees/ Landscaping*

67. The proposal would not result in the loss of any important trees and hedges that significantly contribute towards the visual amenity of the area. Although a group of Elm trees along the frontage would be lost, they are not in a particularly good condition and would be replaced. The Councils' Tree Officer has no objections to the scheme. The group of Ash trees along the frontage and the woodland to the south of the site adjacent the County Wildlife Site would be retained.
68. A substantial amount of landscaping is proposed within the development that includes structural planting in the form of a landscape buffer along the northern, eastern and part of the southern boundaries of the site along with planting within the site. The proposal would therefore comply with Policy NE/6 of the adopted LDF that seeks to maintain, enhance, restore or add to biodiversity.

#### *Ecology*

69. A number of detailed surveys have been carried out on the site in relation to protected species (badgers, bats and reptiles) in addition to the standard Phase 1 Ecological Survey. The proposal is not considered to result in the loss of any important habitats for protected species providing conditions are attached to any consent to ensure their protection.
70. There are no badger setts on the site but there is an active sett immediately to the south of the site. The surveys have recorded use by badgers on a number of different days; there is also evidence of badgers using the site. Given the regular use of the sett during the survey period, it is questioned whether it is an outlier sett as identified in the survey that would only be occasionally used. No objections are raised subject to a revised method statement for the protection of badgers.
71. The Nissan hut on the site and pollarded Poplar trees were identified as potential bat roost sites. No bats emerged from either of these buildings during the surveys. However, there was a low level of foraging activity on the site. No objections are raised subject to enhancement in the form of bat boxes and restricted lighting for protection.
72. The presence of reptiles in the form of common lizards was recorded on the site along the southern side of the large glasshouse on several occasions during the survey. The species therefore requires the provision of a new habitat site to mitigate the impact of the development. This has been proposed outside the site area but on land under the ownership of the applicant. There are no objections providing this area is within the site.
73. The development is not considered to adversely affect the neutral grassland species which are the interest features of the Shelford - Haverhill Disused Railway (Great Abington) County Wildlife Site. However, a condition would be attached to any consent to ensure its protection.

#### *Highway Safety and Sustainable Travel*

74. Pampisford Road connects the A505 and Granta Park to the west to the A1307 at Hildersham to the east. It is a wide road with traffic calming and a speed limit of 30 miles per hour.
75. The proposal would result in an increase in traffic in the area. However, the increase is not considered significant to the extent that it would adversely affect the capacity and functioning of the public highway.
76. The main access from Pampisford Road would be a shared surface and measure 6 metres in width. Vehicular visibility splays measuring 2.4 metres from the edge of the carriageway x 43 metres along the edge of the carriageway in both directions would be provided. This would accord with Local Highway Authority standards.
77. At least two vehicle parking spaces would be provided for each dwelling that would accord with Policy TR/2 of the LDF. At least one cycle parking space could be provided for each dwelling that would be in accordance with the Council's standards.
78. A new 1.8 metre wide footway would be installed from the shared access and run along Pampisford Road to connect to the existing public footway adjacent to the bus stop. This would need to be agreed as part of the Section 106. A footway link to the public footpath is also proposed to ensure the site is permeable.
79. A condition would be attached to any consent to secure a traffic management plan during construction.

#### *Flood Risk*

80. The site is located within Flood Zone 1 (low risk). It is in an area where there is not a high risk from fluvial flooding and groundwater flooding. A Flood Risk Assessment has been submitted with the application that demonstrates that surface water can be attenuated on site through SUDS methods such as soakaways, drainage gullies adjacent to the access to swales and permeable paving for the access and driveways. The proposal is not therefore considered to increase the risk of flooding to the site and surrounding area and would comply with Policy NE/11 of the adopted LDF.
81. A condition would be attached to any consent to ensure the design of the surface water drainage system is appropriate and can withstand a 1 in 100 year storm event plus 40% for climate change. The condition will also need to include maintenance of the system in perpetuity.

#### *Contamination*

81. The site is within an area that is sensitive in terms of controlled groundwaters. The site and surrounding area are also subject to potential contaminants as a result of the former nursery use of the site and the proximity to the disused railway to the south.
82. A condition would need to be attached to any consent to secure a detailed investigation into contamination to ensure that the proposal would not cause a risk to the health of the occupiers of the development and construction workers or controlled groundwaters in the area.

#### *Neighbour Amenity*

83. Whilst it is acknowledged that there would be a change in the use of the land from a horticultural nursery to residential dwellings, the development is not considered to



result in a significant level of noise and disturbance that would adversely affect the amenities of neighbours. A condition would be attached to any consent in relation to the hours of use of power operated machinery during construction and construction related deliveries to minimise the noise impact upon neighbours.

84. The impact of the development itself on neighbours in terms of mass, light and overlooking will be considered at the reserved matters stage and would need to comply with Policy DP/3 of the adopted LDF. It is noted that there is a residential dwelling at No. 3 Pampisford Road that has habitable room windows in the side and rear elevations and a rear garden. In addition, it is acknowledged that the land rises southwards.

#### *Heritage Assets*

85. The site is located in an area of high archaeological potential. However, an evaluation has been carried out that has not found any significant features of archaeological interest. A condition would be attached to any consent to secure a programme of excavation together with the recording and preservation of any features. The proposal would therefore comply with Policy CH/2 of the adopted LDF that seeks to protect features of archaeological importance.

#### *Other Matters*

86. Foul drainage would be discharged to the public foul sewer via a manhole in the High Street by a gravity connection. A condition would be attached to any consent to agree the specific details.

#### **Conclusion**

87. In considering this application, the following relevant adopted Core Strategy and Development Control policies are to be regarded as out of date while there is no five year housing land supply:

#### Core Strategy

ST/2 Housing Provision  
ST/6 Group Villages

#### Development Control Policies

DP/1 Sustainable Development  
DP/7 Development Frameworks  
HG/1 Housing Density  
HG/2 Housing Mix  
NE/4 Landscape Character Areas  
NE/6 Biodiversity  
NE/17 Protecting High Quality Agricultural Land

88. This means that where planning permission is sought which would be contrary to the policies listed above, such applications must be determined against paragraph 14 of the NPPF.
89. In the case of this application in a Group Village, the previous use of the site and scale of the development relative to the level of services, facilities, employment and sustainable transport options in the village is considered to represent an exceptional circumstance and therefore limited weight can be attached to the policies in relation to

the supply of housing.

90. This report therefore sets out adverse impacts of the development in terms of some limited visual impact to the rural character and appearance of the area and a loss of openness.

91. These adverse impacts must be weighed against the following benefits of the development: -
- i) The contribution of 8 dwellings towards the housing land supply in the district based on the objectively assessed 19,500 dwellings target set out in the SHMA and the method of calculation and buffer identified by the Inspector.
  - ii) Suitable and sustainable location for this scale of residential development given the position of the site in relation to access to public transport, services and facilities and local employment.
  - iii) Employment during construction to benefit the local economy.
  - iv) Greater use of local services and facilities to contribute to the local economy.

92. Whilst it is acknowledged that the policies for the determination of housing in the adopted LDF are out-of-date, the adverse impacts of granting planning permission would not significantly and demonstrably outweigh the benefits offered by this application. The proposals would therefore constitute sustainable development.

### **Recommendation**

93. It is recommended that the Planning Committee grants officers delegated powers to approve the application subject to a Section 106 agreement and the following conditions: -

#### **Conditions**

- a) Approval of the details of the layout of the site, the scale and appearance of buildings and landscaping (hereinafter called "the reserved matters") shall be obtained from the Local Planning Authority in writing before any development is commenced. (Reason - The application is in outline only.)
- b) Application for the approval of the reserved matters shall be made to the Local Planning Authority before the expiration of two years from the date of this permission. (Reason - The application is in outline only.)
- c) The development hereby permitted shall begin not later than the expiration of two years from the date of approval of the last of the reserved matters to be approved. (Reason - The application is in outline only.)
- d) The development hereby permitted shall be carried out in accordance with the following approved plans: 1:2500 location plan and drawing number 4160124-SK1405 Revision P4. (Reason - To facilitate any future application to the Local Planning Authority under Section 73 of the Town and Country Planning Act 1990.)
- e) The layout on the indicative masterplan is specifically excluded from this consent. (Reason - The application is in outline only.)
- f) The access shall be constructed and the visibility splays shall be provided in accordance with drawing number 4160124-SK1405 Revision P4 and thereafter maintained. (Reason - In the interests of highway safety in accordance with Policy DP/3 of the

adopted Local Development Framework 2007.)

g) No demolition or construction works shall commence on site until a traffic management plan has been submitted to and agreed in writing by the Local Planning Authority in consultation with the Highway Authority. The development shall be carried out in accordance with the approved details. The principle areas of concern that should be addressed are:

- i. Movements and control of muck away lorries (all loading and unloading should be undertaken off the adopted public highway)
- ii. Contractor parking, for both phases all such parking should be within the curtilage of the site and not on street.
- iii. Movements and control of all deliveries (all loading and unloading should be undertaken off the adopted public highway)
- iv. Control of dust, mud and debris, please note it is an offence under the Highways Act 1980 to deposit mud or debris onto the adopted public highway.  
(Reason - In the interests of highway safety in accordance with Policy DP/3 of the adopted Local Development Framework 2007.)

h) 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 shall be completed before the development 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.)

i) No development shall take place until full details of both hard and soft landscape works have been submitted to and approved in writing by the Local Planning Authority. These details shall include indications of all existing trees and hedgerows on the land and details of any to be retained, together with measures for their protection in the course of development. The details shall also include specification of all proposed trees, hedges and shrub planting, which shall include details of species, density and size of stock.

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

j) 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.)

k) In this condition "retained tree" means an existing tree which is to be retained in accordance with the approved plans and particulars; and paragraphs (a) and (b) below shall have effect until the expiration of 5 years from the date of the first occupation of the dwellings hereby approved.

i) No retained tree shall be cut down, uprooted or destroyed, nor shall any retained

tree be topped or lopped other than in accordance with the approved plans and particulars, without the written approval of the Local Planning Authority. Any topping or lopping approved shall be carried out in accordance with the relevant British Standard.

ii) If any retained tree is removed, uprooted or destroyed or dies, another tree shall be planted at the same place and that tree shall be of such size and species, and shall be planted at such time, as may be specified in writing by the Local Planning Authority.

iii) The erection of fencing for the protection of any retained tree shall be undertaken in accordance with the approved plans and particulars before any equipment, machinery or materials are brought on to the site for the purposes of the development, and shall be maintained until all equipment, machinery and surplus materials have been removed from the site. Nothing shall be stored or placed in any area fenced in accordance with this condition and the ground levels within those areas shall not be altered, nor shall any excavation be made, without the written consent of the Local Planning Authority.

(Reason - To protect trees which are to be retained in order to enhance the development, biodiversity and the visual amenities of the area in accordance with Policies DP/1 and NE/6 of the adopted Local Development Framework 2007.)

l) No development shall commence until an updated and detailed ecological mitigation strategy based on the detailed design of the site has been submitted to and approved in writing by the Local Planning Authority. This shall include but not be limited to:

i) Detailed methodology for badgers consistent with specific details of the proposals including a fully justified decision regarding mitigation licensing, a specification and layout plan for protective fencing and detailed methodology for habitat clearance and groundworks which may impact on the badger sett;

ii) A Construction Management Plan detailing how the adjacent Shelford-Haverhill Disused Railway County Wildlife Site will be protected, including appropriate vegetative buffers;

iii) Further details of the method statement for common lizard including habitat creation within and long-term management of the receptor area and any on-site compensatory habitat creation.

All works must then proceed in strict accordance with the agreed mitigation strategy and recommendations detailed in Section 5.2 of the *Extended Phase 1 Ecology* report (agb Environmental, February 2016).

(Reason - To minimise disturbance, harm or potential impact on protected species in accordance with Policies DP/1, DP/3 and NE/6 of the adopted Local Development Framework 2007 and the Wildlife and Countryside Act 1981 (as amended) and the Protection of Badgers Act 1992.)

m) A specification for external illumination at the site shall be submitted to and approved in writing by the Local Planning Authority before installation. This shall include consideration of sensitive design to protect bat foraging habitat. No means of external illumination shall be installed other than in accordance with the approved details and shall not be varied without permission in writing from the Local Planning Authority.

(Reason - To protect wildlife habitat in accordance with the Conservation of Habitats and Species Regulations 2010, the Wildlife and Countryside Act 1981 (as amended), the NPPF and Policy NE/6 of the adopted Local Development Framework 2007.)

n) No development shall commence until a scheme for ecological enhancement including native planting, connectivity for hedgehog and in-built features for nesting birds and roosting bats has been provided to and agreed by the Local Planning Authority. This shall include measures recommended Section 5.3 of the *Extended*

*Phase 1 Ecology report* (agb Environmental, February 2016) and in Section 5 of the *Bat Survey Report* (agb Environmental, June 2016). The measures shall be implemented in accordance with the agreed scheme.

(Reason - To provide habitat for wildlife and enhance the site for biodiversity in accordance with the NPPF, the NERC Act 2006 and Policy NE/6 of the adopted Local Development Framework 2007.)

o) No development shall take place on the application site until the implementation of a programme of archaeological work has been secured in accordance with a written scheme of investigation which has been submitted to 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.)

p) 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 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. The scheme shall thereafter be maintained.

(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.)

q) 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.)

r) No development approved by this permission shall be commenced, unless otherwise agreed, until the application site has been subject to a detailed scheme for the investigation and recording of contamination and remediation objectives have been determined through risk assessment and agreed in writing by the Local Planning Authority. This shall include:-

i) A preliminary risk assessment including a conceptual site model indicating potential sources, pathways, and receptors including those off-site.

ii) Detailed proposals for the removal, containment or otherwise rendering harmless any contamination (the Remediation method statement) have been submitted to and approved in writing by the Local Planning Authority.

ii) The works specified in the remediation method statement have been completed, and a Verification report submitted to and approved in writing by the Local Planning Authority, in accordance with the approved scheme.

iii) If, during remediation works, any contamination is identified that has not been considered in the remediation method statement, then remediation proposals for this material should be agreed in writing by the Local Planning Authority.

(Reason – To ensure that risks from land contamination to the future users of the land and neighbouring land are minimised, together with those to controlled waters, property and ecological systems, and to ensure that the development can be carried out safely without unacceptable risks to workers, neighbours and other offsite

receptors in accordance with Policy DP/1 of the adopted Local Development Framework 2007.)

s) Piling or any other foundation designs and investigation boreholes using penetrative methods shall not be permitted other than with the express written consent of the Local Planning Authority which may given for parts of the site where it has been demonstrated that there is no resultant unacceptable risk to groundwater. The development shall be carried out in accordance with the approved details. (Reason – To protect and prevent the pollution of controlled water from potential pollutants associated with current and previous land uses in line with the National Planning Policy Framework (paragraphs 109, 120 and 121) and Environment Agency Groundwater Protection: Principles and Practice (GP3)).

t) No site or plant machinery shall be operated, no noisy works shall be carried out and no construction related deliveries shall be taken or dispatched from the site except between 0800 hours and 1800 hours Mondays to Fridays and between 0800 hours and 1300 hours on Saturdays, and not at any time on Sundays and Bank Holidays.

(Reason - To minimise noise disturbance for adjoining residents in accordance with Policy NE/15 of the adopted Local Development Framework 2007.)

u) No development shall commence until a programme of measures to minimise the spread of airborne dust (including the consideration of wheel washing and dust suppression provisions) from the site during the construction period or relevant phase of development has been submitted to and approved in writing by the Local Planning Authority. Works shall be undertaken in accordance with the approved details / scheme unless the local planning authority approves the variation of any detail in advance and in writing.

(Reason – To protect the amenities of nearby residential properties in accordance with South Cambridgeshire Local Development Framework Development Control Policies 2007, Policy NE/15-Noise Pollution, NE/16- Emissions & DP/6- Construction Methods.)

v) No development shall commence until a lighting scheme, to include details of any external lighting of the site such as street lighting, floodlighting, security lighting, has been submitted to and approved in writing by the Local Planning Authority. This information shall include a layout plan with beam orientation, full isolux contour maps and a schedule of equipment in the design (luminaire type, mounting height, aiming angles and luminaire profiles, angle of glare) and shall assess artificial light impact in accordance with the Institute of Lighting Engineers (2005) 'Guidance Notes for the Reduction of obtrusive Light'. The approved lighting scheme shall be installed, maintained and operated in accordance with the approved details.

(Reason -To minimise the effects of light pollution on the surrounding area in accordance with Policy NE/14 of the adopted Local Development Framework 2007.)

### ***Section 106 agreement***

- a) Affordable Housing
- b) Waste Receptacles
- c) Footpath along Pampisford Road

### **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/1433/16/OL

**Report Author:**

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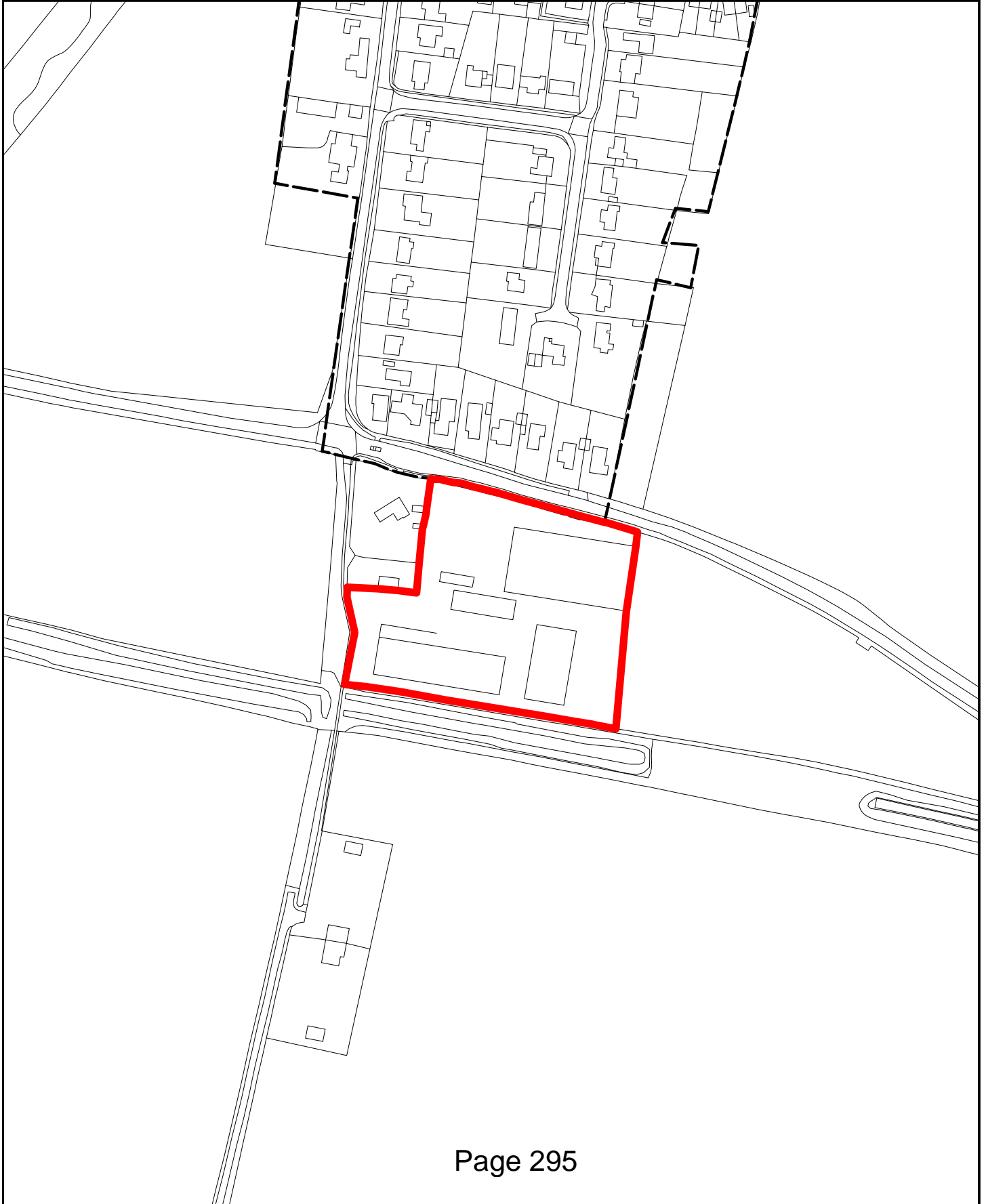
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# Agenda Item 10

## 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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<b>Application Number:</b>	S/2084/16/FL
<b>Parish(es):</b>	Girton
<b>Proposal:</b>	Demolition of existing pavilion and development of a new sports pavilion, two fenced and floodlit artificial turf pitches, car, coach and cycle parking and associated landscaping and access improvements
<b>Site address:</b>	Howes Close Sports Ground, Huntingdon Road
<b>Applicant(s):</b>	Anglia Ruskin University (ARU)
<b>Recommendation:</b>	Delegated approval, subject to consideration by the Security of State
<b>Key material considerations:</b>	Principle (including Green Belt), design, impact on character of the area, residential amenity (lighting and noise), highway safety, drainage and other matters
<b>Committee Site Visit:</b>	06 December 2016
<b>Departure Application:</b>	Yes
<b>Presenting Officer:</b>	Rebecca Ward, Senior Planning Officer
<b>Application brought to Committee because:</b>	The officer recommendation of approval is contrary to the recommendation of refusal from Girton Parish Council
<b>Date by which decision due:</b>	13 January 2017 (extension of time requested)

### Executive Summary

1. As indicated in the previous application for the site, officers are of the view that the proposed development will have an impact on the openness of the Green Belt in the immediate area of the site, but advise that the impact on the wider Green Belt will be minimal, with the exception of the lighting proposed.
2. The applicant has submitted a Statement of Community Involvement and Management Plan with this revised application. It is recognised that the enhanced sporting facilities that the development will provide benefit to local groups, in addition to persons that have connections with ARU, and that these will include residents of both this District and Cambridge City.
3. The enhanced facilities at Howes Close will be consistent with the Councils' Planning Pitch Strategy which was endorsed by members in June 2016 and now provides an

evidence base for the emerging Local Plan to ensure there is provision for recreational facilities between the authorities.

4. Members recommended refusal of the previous application due to noise and lighting concerns. The applicant has sought to mitigate the impact through a number of different measures, including reduced operation hours of pitches, lighting and the pavilion. A Management Plan has also been submitted to ensure future users adhere to a code of conduct and the reduced community use will enable for more effective management of clubs that use the facility. It is the view of officers that sufficient information has been provided to demonstrate there would not be a significant adverse impact on residential amenity.
5. Officers are of the view that the issues in this case are finely balanced. As a matter of fact the proposed development would have an impact on the openness of this part of the Cambridge Green Belt, however Policy GB/5 and the NPPF support the appropriate provision of facilities for sport in the Green Belt, and it is the benefit of the provision of these, and the enhanced facilities for ARU, which continues to form the main basis of the applicant's 'very special circumstances' case. A sequential test has also been submitted in the revised application to demonstrate that there are no suitable alternatives to the application site.
6. Officers are of the view that the applicant has demonstrated, very special circumstances and that the public benefits of the proposal clearly outweigh the harm to the Green Belt in this instance. As such, officers recommend approval of the application.

### **Planning History**

7. C/0486/67/0 – Use of land as playing fields

C/0873/71/D – Erection of pavilion with changing accommodation - Approved

S/1742/06/F - Floodlighting – Approved

S/1215/07/F - Variation of Condition 4 of Planning Permission S/1742/06/F to allow for floodlights to be used for period July to September – Approved

S/1409/10 – Installation of a 1.8m wire fence and steel gates - Approved

S/1372/14/FL - Demolition of existing pavilion and development of a new sports pavilion, two fenced and floodlit artificial turf pitches, car, coach and cycle parking and associated landscaping and access improvements - Planning Committee made the decision to refuse the application in November 2014 on the grounds that the scheme was inappropriate development in the Green Belt that the 'noise and lighting' impact would be harmful to residential amenity. There were no 'very special circumstances' to overcome this harm.

07/0003/OUT (Darwin Green - City Council) - Mixed use development comprising up to 1593 dwellings, primary school, community facilities, retail units (use classes A1, A2, A3, A4 and A5) and associated infrastructure including vehicular, pedestrian and cycleway accesses, open space and drainage works - Approved December 2016

15/1670/REM (Darwin Green - City Council) - Reserved matters for 114 residential units and local centre including library, community rooms, health center and retail units pursuant to outline consent 07/0003/OUT - Approved March 2016

PRE/0040/16 - Pre-application advice sought for a re-submission.

Members were also provided with a technical briefing from the applicant prior to the meeting on 7 December 2016.

### **National Guidance**

8. National Planning Policy Framework 2012 (NPPF)  
Planning Practice Guidance (PPG)

### **Development Plan Policies**

9. The extent to which any of the following policies are out of date and the weight to be attached to them is addressed later in the report.

### **South Cambridgeshire Core Strategy DPD, 2007**

ST/1 Green Belt

### **South Cambridgeshire LDF Development Control Policies DPD, 2007:**

ST/1 Green Belt

DP/1 Sustainable Development

DP/2 Design of New Development

DP/3 Development Criteria

DP/4 Infrastructure and New Developments

DP/7 Development Framework

GB/1 Development in the Green Belt

GB/2 Mitigating the Impact of Development in the Green Belt

GB/5 Recreation in the Green Belt

NE/1 Renewable Energy

NE/3 Renewable Energy Technology in New Developments

NE/6 Biodiversity

NE/11 Flood Risk

NE/12 Water Conservation

NE/14 Lighting Proposals

NE/15 Noise Pollution

CH/2 Archaeological Sites

TR/1 Planning for More Sustainable Travel

TR/2 Car and Cycle Parking Standards

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

Open Space in New Developments SPD - Adopted January 2009

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

Health Impact Assessment SPD - Adopted March 2011

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

S/3 Presumption in Favour of Sustainable Development

S/4 Cambridge Green Belt

CC/3 Renewable and Low Carbon Energy in New Developments

CC/4 Sustainable Design and Construction

CC/8 Sustainable Drainage Systems

CC/9 Managing Flood Risk  
HQ/1 Design Principles  
NH/2 Protecting and Enhancing Landscape Character  
NH/4 Biodiversity  
NH/8 Mitigating the Impact of Development in and adjoining the Green Belt  
NH/10 Recreation in the Green Belt  
SC/10 Lighting Proposals  
SC/11 Noise Pollution  
TI/3 Parking Provision

### **Consultation**

12. **Girton Parish Council** - The Parish Council had received a presentation about the proposed application from Anglia Ruskin University at the July 2016 meeting, which had suggested that widespread consultation with residents had been undertaken and many of the problems with the previous 2014 application had been overcome.

The last application had been rejected because reasons for building in the greenbelt had not been substantiated, and there is nothing in the current documentation submitted to substantiate why building should be permitted in the greenbelt.

The current application has tried to address issues of light and noise pollution highlighted in the 2014 application. The application was rejected with one vote in favour and one abstention. The Council request that the application be considered by the SCDC Planning Committee.

Additional comments : The Parish Council rejected the application on the following planning grounds, the previous grounds for rejection still withstanding:

1. Special circumstances are required to merit building on the greenbelt, which have not been met by this application. The 2014 application was rejected on these grounds and there are no mitigating facts in the amended application. The National Planning Policy Framework means that greenbelt must be protected from encroachment by urban areas ie Cambridge city.
2. Noise pollution. There is no written evidence to suggest that the proposed acoustic fence would be effective.
3. Light pollution. There would be significant glare.
4. The provision of cultural facilities would not meet local needs ie those of Girton residents.
5. The proposed Pavilion is very large for the site and too close to existing residential areas.
6. As the proposed site is close to residential gardens in Thornton Close, stray balls could be a

The Parish Council has received residents' objections, also forwarded to SCDC Planning Department. The disruption to residents' lives would not be minimal. The Parish Council requests that this application be considered by the SCDC Planning Committee.

13. **Cambridge City Council Planning Policy** - I write to support the proposed

developments by Anglia Ruskin University of their land at Howe's Place off Huntingdon Road. Although just outside the City Council boundary by only a few metres this site is seen as a key facility on the City fringes that will benefit students, local sports clubs and residents of both Local Authorities.

I also write to confirm that Cambridge City Council has conditionally allotted funds for an award of up to £250,000 from the City Council's Section 106 Developer contributions for outdoor sport from the nearby Trinity College playing fields development, towards the proposed development of facilities, especially towards the new pavilion and community club use for the artificial pitches.

Cambridge City Council and South Cambridgeshire District Council have recently completed and formally adopted a joint Playing Pitch Strategy for both local authorities, looking at key usage of outdoor sports areas, which includes a strategic analysis of Football, Hockey, Rugby, Cricket and artificial pitch provision within the two authorities. This Strategy has also been developed alongside and has the approval of the National Governing Bodies for the four key sports.

The proposed works at Howe's Place have been identified as a key strategic need to support outdoor Sport (especially Football and Hockey) by both Local Authorities and forms part of the City's and South Cambridgeshire's action plans to develop, promote and secure outdoor sports facilities.

Anglia Ruskin's proposed development at Howe's Place for both Hockey and Football artificial pitches are clearly identified as a strategic location and have a strategic need for outdoor sport provision to both Local Authorities to meet current and future growth in the County and have been embedded and formally adopted within both Authorities combined Playing Pitch Strategy to 2032.

14. **Cambridgeshire County Council Growth Team** – No objections to the application

15. **District Council Environmental Health Officer (EHO)** - I wish to confirm that I have received a copy of the above application and have considered the implications of the proposal and amendments. I conclude local residents would be unlikely to suffer any statutory nuisance as a result of this proposal in its current form and therefore we do not wish to raise any objection to this development in principle.

I am happy that the issues raised previously by my colleagues have been fully addressed, regarding the use of the pavilion, the grounds, position of the acoustic fencing and the lighting arrangements. In particular the change from a semi public facility available for hire, with an integral bar, to a pure sports venue only available to groups that would or could be fully controlled by the sports grounds own management alters the situation entirely. Given the nature of both the structural and management revisions this proposal is effectively a new scheme when compared to the previous proposal for the site.

One area of note is the acoustic report by Adrian James Acoustics Ltd, dated 26<sup>th</sup> July 2016. This report was prepared against the background that there is no clear cut national guidance or methodology that is applicable to sports venues on the same basis that national standards have been set for industrial or transport infrastructure. Given this situation the environmental health department can only consider whether the methodology employed is reasonable given all the circumstances and would be likely to give a sensible defensible result. I think the report achieves these aims and because it tends towards the worst case scenario in any situation it will not prove to be overoptimistic if the Howes Sports Ground is permitted to develop as proposed.

The proposed development should not exceed the BS 8233:2014 criteria for external amenity in the gardens of the nearest residents, which is an essential requirement given our previous advice.

Regarding the siting of the acoustic fencing, the proposed location is the sensible option if the alternative would be to try and fence around individual pitches. That would not be either effective or viable given that the fences would need to be far enough back from the pitches to prevent them interfering with the game. In practice the primary reduction of nuisance and even casual disturbance for local residents has got to be achieved through the management of the site as a whole and of behaviour on the pitches.

Lighting of the pitches is another area where the current proposals represent a major improvement over the previous proposals in terms of technical quality. However by its nature flood lighting is usually highly visible from neighbouring properties, even if there is no nuisance. The time management of the pitches becomes the major factor in limiting its impact and in this case the proposed use of the site would appear to reduce the likely impact of the flood lighting to an absolute minimum.

Given the above it will probably be very clear that the full and proper management of this facility is the key to preventing this development causing unreasonable disturbance to local residents and therefore I would suggest something along the lines of the following condition be imposed if this application is approved.

Conditions:

The management and day to day running of the sports facility must remain fully in line with all the arrangements set out in Howes Close Sports Ground Management Plan dated 22<sup>nd</sup> July 2016 (ref 22.07.16) and any changes to either the document or the management arrangements may only take place with the written agreement of the Council's Planning Department.

Recommendations:

As discussed it would be good practice to obtain an acoustic map, of the new sports facility and its immediate surroundings, so that you can present the information in the acoustic report to the Committee more clearly.

16. **District Council Urban Design Officer and Design Enabling Panel (taken from previous application)** - agreed that this is a good building, appropriately sited and of a scale suitable for the location, reflecting a sound design approach, but with the potential to be further improved to be a high quality building.

Suggested improvements included materials detailing; revisions to the enclosure of external plant and refuse area; rationalisation of window/door head/toplight details through the ground floor to create a consistent approach to fenestration treatment; careful attention to any signage; appropriate detailing of rainwater pipes, minimising visual impact of solar thermal panels and the railings; and details of covered cycle parking to ensure it does not detract from the building.

It is suggested that many of these details can be secured by conditions.

17. **Natural England** – No objections raised
18. **District Council Landscape Design Officer** - In principle, I would have no objection



with a development upon this site. I agree with the applicant that there would be limited landscape and visual effects from the pavilion, fenced pitches and acoustic fencing. However, due to landscape visual concerns I would object to the 15m high flood lighting columns.

I also have the following minor design comments for the applicant to consider:

- Where practicable, applicant to consider sustainable drainage systems (SuDS) particularly within the Green Belt. Although the applicant has included some new areas of grasscrete there is an opportunity to include other sustainable surface treatments other than tarmac.
- Avoid the use of standardised and intrusive urban materials, street furniture, lighting and signage as part of traffic calming measures wherever appropriate.

19. **District Council Ecology Officer** - This site has now been the subject of ecological assessment overall several years commencing in 2013.

The original assessment did not identify any significant constraints other than the need for further bat survey work upon the structures to be removed. In September 2015 further bat survey work was undertaken to build upon those undertaken in 2013. The bat surveys recorded a low to moderate level of bat activity and did not record any bats emerging from the buildings. The report notes that the surveys were all focussed at the end of the bat activity period but do not consider it to represent a significant survey constraint due to acceptable temperatures still being maintained.

However, close inspection of the main building did reveal the occurrence of a fresh bat dropping believed to be from a brown long-eared bat. The building is thus considered to be a bat roost and a European Protected Species licence should be obtained prior to its demolition.

The following condition is requested:

Where an offence under Regulation 41 of the Habitats and Species Regulations 2010 is likely to occur in respect of this permission hereby granted, no works of site clearance, demolition or construction shall take place which are likely to impact upon any species of bat unless a license to affect such species has been granted in accordance with the aforementioned Regulations and a copy thereof has been submitted to the local planning authority.

Reason: To ensure that no unlawful action results as consequence of any site development.

Prior to any development, site clearance or demolition taking place a scheme of mitigation shall be presented to the local planning authority for its written approval.

The mitigation scheme shall include (but not be limited to):

- 1) Details of timing of all works likely to affect a bat roost
- 2) Measures to be used to reduce the potential for harm to roosting bats in the building during its demolition.
- 3) Details of information to be presented to on-site workers to make them aware of the legislation protecting bats.
- 4) Details of when a pre-works bat inspection will be undertaken.
- 5) Details of sensitive lighting measures.
- 6) Details of new roost measures to be provided for bats (especially brown long-eared bats)

The approved scheme shall be fully implemented.

Please use the standard condition for the protection of nesting birds during the bird breeding season.

20. **Cambridgeshire County Council Local Highway Authority (LHA)** - Following the submission of the Transport Assessment undertaken by PBA for the proposed development the Highway Authority have no objections to the proposed development.

Therefore as per the Highway Authority previous comments of 13<sup>th</sup> September 2016:

Please add a condition to any permission that the Planning Authority is minded to issue in regard to this proposal requiring that no demolition or construction works shall commence on site until a traffic management plan has been agreed with the Planning Authority in consultation with the Highway Authority. The principle areas of concern that should be addressed are:

- i. Movements and control of muck away lorries (all loading and unloading should be undertaken off the adopted public highway)
- ii. Contractor parking, for both phases all such parking should be within the curtilage of the site and not on street.
- iii. Movements and control of all deliveries (all loading and unloading should be undertaken off the adopted public highway)
- iv. Control of dust, mud and debris, in relationship to the highway.

Reason: in the interests of highway safety

Please add a condition to any permission that the Planning Authority is proposal requiring that the proposed access be constructed so that its falls and levels are such that no private water from the site drains across or onto Whitehouse Lane.

Reason: for the safe and effective operation of the highway

21. **Cambridgeshire County Council Historic Environment Team (Archaeology)** - The site has already been subject to an archaeological trial trench evaluation. Therefore, we have no objections or requirements for this development.

22. **Cambridgeshire County Council Flood & Water Team (LLFRA)** - We have reviewed the submitted documents and can confirm as Lead Local Flood Authority (LLFA) we have no objection in principle to the proposed development.

The applicant has demonstrated that surface water can be dealt with on site by using permeable paving and permeable surfacing, restricting surface water discharge to Qbar 6.2l/s for all rainfall events up to and including a 1 in 100 (including an appropriate allowance for climate change).

The LLFA is supportive of the use of permeable paving as in addition to controlling the rate of surface water leaving the site it also provides water quality treatment.

We recommend the following condition(s) are imposed requiring the following details :

- Detailed surface water drainage scheme
- Long term maintenance arrangements

23. **Environment Agency** – No objections in principle to the proposed development, however, recommendations and conditions are recommend to cover the following :

- consultation with the lead local flood and water authority
- surface water
- foul water
- pollution control
- contamination
- conservation

24. **Drainage Officer** – No comments

25. **Anglian Water (AW)** – No objections raised

26. **Contaminated Land Officer** - There are no immediately evident environmental constraints that would attract a contaminated land condition, however the development is a proposed sports area and vulnerable receptors should be taken into account. I recommend the following informative be attached to the consent:

If during the development contamination not previously identified is found to be present at the site then no further development (unless otherwise agreed in writing with the Local Planning Authority) shall be carried out until the developer has submitted, and obtained written approval from the Local Planning Authority for, a remediation strategy detailing how this unsuspected contamination shall be dealt with. The remediation strategy shall be implemented as approved to the satisfaction of the Local Planning Authority.

Please return a copy of the decision notice regarding this application, quoting the Department's reference, when it has been determined.

27. **Sports England** - Sport England raises **no objection** to this application which is considered to meet exception E5 of our adopted Playing Fields Policy, subject to conditions relating to hours of use and the submission of a community use agreement.

Sport England has consulted the Football Association (FA) and England Hockey (EH) on these proposals. They have responded as follows:

FA – the FA are supportive of this application. There is a need for the facilities in the area and the FA are working closely with ARU to deliver the project. The Cambridge/South Cambs PPS supports the development of a 3G pitch at this site. Discussions have taken place regarding the potential for Cambs FA to deliver football development programmes from this site and there are close links between ARU and a local club (Girton Colts). The FA are satisfied that the technical details meet FA requirements.

England Hockey - support the proposal as it will help address ongoing capacity issues with hockey pitches in the Cambridge area, though England Hockey would not part fund the facility given the restrictions proposed on community use. In technical terms England Hockey recommend a higher dividing fence between the two AGPs in order to reduce potential injury from hockey balls entering the football pitch. Sport England therefore recommends that further consideration is given to this technical issue.

This application relates to the provision of a new indoor/outdoor sports facility or facilities on the existing playing field at the above site. It therefore needs to be considered against exception E5 of the above policy, which states:

- E5 - The proposed development is for an indoor or outdoor sports facility, the provision of which would be of sufficient benefit to the

development of sport as to outweigh the detriment caused by the loss of the playing field or playing fields.

I have therefore assessed the existing and proposed playing fields against the above policy to determine whether the proposals meet exception E5.

In strategic terms a Playing Pitch Strategy for Cambridge/South Cambs to inform the decision making process was finalised in early 2016. This identified a specific need for additional 3G AGP provision in the Cambridge area to meet the needs of football, particularly with regard to midweek training requirements.

Sport England did an assessment of AGP provision in Cambridge, using national data, in 2014 which highlighted a lack of 3G pitches in the Cambridge area. Overall unmet demand was calculated at 1.5 pitches in Cambridge and 0.9 pitches in South Cambs. Pitches in Cambridge were operating at 100% capacity, whilst in South Cambs the figure was 91%.

The above figures indicate a general need for more AGP provision in the wider Cambridge area, and a more pressing need for 3G provision to meet the need for specific football facilities. It is therefore considered that this proposal can help to meet this need provided community access to the facilities is secured.

It is also considered that the proposed new pavilion/changing room block broadly meets Sport England technical guidance, therefore no objection is raised to this element of the scheme. It should be noted that the changing rooms will serve the rugby pitches to the south-west of them as well as the artificial and grass pitches on the main site.

The proposals will offer enhanced potential for the site to be used for wider community use in addition to university use. It is therefore considered that any planning consent should be subject of a planning condition requiring a community use agreement (CUA) to be signed. The applicant has indicated a willingness to accept such a condition.

With regard to hours of use, Sport England normally requests that floodlit community sports facilities should be available for use until 10pm at peak times (weekday evenings) with reduced hours at weekends. Such hours should only be reduced if there are strong residential amenity reasons for this course of action. In this instance there are concerns from residents of adjoining properties, and therefore the applicant has submitted revised proposed hours of use to help address this issue with the AGPs only being used to 9pm on weekday evenings.

In policy terms, in this instance, Sport England is still satisfied that the proposal meets exception E5 of the above policy, in that the proposal is for an indoor or outdoor sports facility(ies), where the benefit to the development of sport would outweigh the detriment caused by the loss of playing field.

This being the case, Sport England considers that these new facilities can make a positive contribution to sport in Cambridge for both university and local community. We therefore wish to support this application, subject to the following condition(s) being attached to the decision notice (if the Council are minded to approve the application):

1. Unless otherwise agreed in advance and in writing by the Local Planning Authority [after consultation with Sport England], the artificial pitches and its

associated sports lighting shall not be used outside the hours of:

- (a) 8 am to 9pm Monday to Friday;
- (b) 8 am to 7pm Saturday, Sunday and public holidays.

2. Use of the development shall not commence until a community use agreement prepared in consultation with Sport England has been submitted to and approved in writing by the Local Planning Authority, and a copy of the completed approved agreement has been provided to the Local Planning Authority. The agreement shall apply to the two proposed artificial pitches on this site and include details of pricing policy, hours of use, access by non-university users, management responsibilities and a mechanism for review, and anything else which the Local Planning Authority in consultation with Sport England considers necessary in order to secure the effective community use of the facilities. The development shall not be used at any time other than in strict compliance with the approved agreement.

28. **Assets and Definitive Maps Team (taken from previous scheme)** - Public Footpath No.48 Cambridge shares the site access. The proposal will slightly increase traffic along the footpath, but this footpath is already shared with traffic for some its route. No significant objections but informatives should be included in any consent regarding protection of the right of way.
29. **Sustainability Officer** - The development appears to meet the expectations of local policy by achieving a 10.62% reduction in carbon emission using air source heat pump technology and solar thermal hot water. The applicant supplies full BRUKL Output calculations to support this. The applicant has stated that specifications are subject to change but is committed to continuing compliance checks to ensure the building satisfies that appropriate requirements. The applicant suggests that the building is on target to achieve a BREEAM 'Very good' rating. I would ask the applicant to provide pre-assessment documentation in evidence of this and full accreditation should be proven after construction.
30. **District Council Tree Officer** - This application is supported by a comprehensive and concise arboricultural impact assessment and tree protection plan / strategy that is fit for purpose. If this is complied with I have no concerns about the impact of the proposed development upon existing trees.

### **Representations**

31. Roughly 16 letters of objection have been received to the planning application from residents. The following material planning concerns have been raised :
- a) Current football pitches have not been used for 2 years
  - b) No pedestrian access into the site
  - c) Impact to the Green Belt and closure of the gap
  - d) Urbanisation of Girton Fringe
  - e) Very special circumstances not demonstrated
  - f) Alternative ARU site along Huntingdon Road should be considered
  - g) Use of Wilberforce Road Site - within City Council
  - h) Impact to wildlife species
  - i) Damage, nuisance and risk of injury from stray balls
  - j) Doesn't accord with the National Association of Local Councils

- k) Reconsider the location of the sports pitches so they are 25m from the boundary
- l) Willow trees not consider suitable along the boundary as they have large roots.
- m) Preference to single storey building
- n) ARU should link up with Darwin Green site to link up and provide facilities elsewhere.
- o) Reduce hours do not address the distance and noise issue
- p) Continue to be significant noise disturbance from spectators and players
- q) Foul language
- r) Noise levels over 90db (equivalent to a motorcycle) could be created
- s) Noise model adopted is not realistic
- t) Acoustic fence would not provide any noise reduction
- u) Significant intensification of the site and loss to residential amenity
- v) Acoustic fence should be situated to the AstroTurf pitches to reduce noise
- w) Cambridge City Housing, Darwin Green – approved May 2016 and not considered as part of the noise report
- x) The 21:30 finishing time is considered to be too late
- y) Acoustic fence would be better around the car park
- z) Noise from delivery vehicles and Lorries
- aa) Light up habitual rooms in the evening
- bb) Health concern from the lights
- cc) Increase in traffic to the site

Roughly 93 letters of support have been received to the application, of which 84 come from students/staff members of the university, others included representations from local residents, surrounding schools and sports groups. In summary following material planning comments were made :

- a) Sports facility will benefit students and local community and local children
- b) Increase health and social well being
- c) Free up other community facilities which are currently used by the university
- d) Within a good distance from the university campus on East Road
- e) Bring the community and university together
- f) Committed to being good neighbours
- g) Encourage more students to attend the university as it will look more attractive
- h) Improve on sports completions with other leading universities

### **Site and Surroundings**

- 32. Howes Close Sports Ground is located to the west of Whitehouse Lane, north of the Huntingdon Road, Girton. The area, which extends to 5.15ha, currently comprises four adult grass football pitches, a small pavilion on the south west boundary and a gravelled parking area at the southern end of the site, and a training floodlight.
- 33. To the north west the site adjoins the rear gardens of properties in Thornton Close, Girton. There is some boundary planting and fencing on this boundary. To the south west the site adjoins Felix House Hotel. Beyond the north east boundary are farm buildings, on land which will form part of the Darwin Green development.
- 34. To the east the site adjoins the boundary with Cambridge City Council, and the premises of NIAB, which forms part of the site of the Darwin Green development. The Darwin Green site (joint site between city and south cambs) will come forward in three phases with potential to provide up to 3000 homes. The first phase (city council ref: 07/0003/OUT), beyond the eastern boundary of the site, has been approved which includes outline permission for; 1593 homes, primary school, retail units and outdoor

play space. A reserved matters application (city council ref: 15/1670/REM) has been subsequently approved within this phase for the local centre and which would be closest to this development.

35. The third phase of Darwin Green sits beyond the north-eastern boundary and at this present time no informed proposals have been presented. Whitehouse Lane continues to the north in the form of a public right of way, which also runs along the north east boundary of the site.

Anglia Ruskin University (“ARU”) also owns an additional area of sports ground between the Felix Hotel and the Huntingdon Road. The site is outside the village framework and in the Cambridge Green Belt.

### **Proposal**

36. The full planning application has been submitted following the refusal of an application by planning committee in November 2014. During this period planning and environmental health officers held pre-application discussions with the applicant and consultants to review the reason for refusal and to discuss how the issues raised could be addressed. This amended application has been submitted as a consequence of these discussions and drawing on the comments from the planning committee.
37. The application has been amended from the original scheme to mitigate noise, lighting and management concerns raised. In addition to these amendments, an extensive sequential test has been undertaken by the applicant to demonstrate that there are no other suitable, or viable sites exist elsewhere to deliver the proposed sports facilities in this scheme.
38. The application continues to propose the demolition of the existing pavilion and redevelopment of the site to provide two flood lit artificial pitches, new sports pavilion and parking area on the east side of the site. Two grassed pitches are provided on the west side of the site. Access will be from the existing entrance from Whitehouse Lane in the southeast corner of the site.
39. The first floor of the sports pavilion extends over a portion of the ground floor footprint and provides for a warm-up area, small kitchen and communal area, which includes a terraced area for spectators. Solar thermal panels are to be installed on the first floor section of the roof space. Air source heat pumps are to be located adjacent to the building.
40. Parking facilities would increase from 18 cars to 54 cars, as well as four additional spaces, which are capable of accommodating coach or minibus parking. A total of 96 cycle parking spaces would be provided between the new pavilion and Whitehouse Lane.
41. Whilst it’s not material to the determination of this application, following comments from local residents and the City Council, it has been explained that funding for this development will be contributed from the Section 106 for the Darwin Green development (adjacent unit).
42. The application is accompanied by the following:
- Design and Access Statement
  - Planning Statement including sequential test
  - Flood Risk Assessment

- Transport Assessment
- Noise Impact Assessment Report
- Travel Plan
- Lighting Report and Spill Plan
- Visual Assessment
- Archaeological Evaluation
- Ecological Assessment (including Phase 1 Habitat Survey)
- Arboricultural Report
- Renewable Energy Statement
- Statement of Community Involvement
- Management Plan
- Geophysical Report

### **Planning Assessment**

43. The key issues to consider in the determination of this application are: Green Belt impact, residential amenity, noise, lighting, surface water and foul water drainage capacity, ecology, archaeology, access, parking and highway safety

### **Principle of Development**

#### *Principle of development (including Green Belt)*

44. Paragraph 87 of the NPPF states that inappropriate development is, by definition, harmful to the Green Belt and should not be approved except in very special circumstances. Local adopted policy GB/1 also shares this main aim.
45. Paragraph 88 states that substantial weight should be given to any harm to the Green Belt and that 'very special circumstances' will not exist unless the potential harm to the Green Belt by reason of inappropriateness, and any other harm, is clearly outweighed by other considerations.
46. Paragraph 89 of the NPPF states that the construction of new buildings in the Green Belt is inappropriate, but lists exceptions, which includes 'provision of appropriate facilities for outdoor sport, outdoor recreation and for cemeteries, as long as it preserves the openness of the Green Belt and does not conflict with the purposes of including land within it'.
47. Paragraph 90 states that certain other forms of development are also not inappropriate development in the Green Belt provided they preserve the openness of the Green Belt and do not conflict with the purposes of including land within it. Engineering operations are referred to as falling within the scope of this paragraph.
48. The applicant's agent has expressed the view that the development qualifies against paragraph 89 by virtue of providing 'appropriate facilities for outdoor sport and recreation'.
49. For the purposes of paragraph 89 and 90 it is considered the pavilion, fencing and lighting columns would constitute a 'building operation' within the Green Belt. The laying of the 3G pitches and vehicle parking area would constitute an 'engineering operation'. There would be no material change of use of the land as it has an established lawful use as a recreational ground, as submitted under planning application C/0486/67/O in 1967.



50. Together the proposed building and engineering operations comprise facilities for outdoor recreation and therefore looking at the provisions of paragraphs 89 and 90 of the NPPF the main consideration in determining whether the proposed development does not represent inappropriate development is whether it preserves the openness of the Green Belt, and does not conflict with the purposes of including land within it. Policy GB/5 echoes this policy aim and supports proposals in the Green Belt that provide opportunities for outdoor sport and recreation, appropriate to the Green Belt, where they do not harm the objectives of the Green Belt.
51. The site forms part of a narrow area of land between the edge of Girton and Cambridge. Although the site cannot be viewed from Huntingdon Road the existence of a public right away along two boundaries of the site means that the potential for the site to be viewed is increased. The existing pavilion building and car parking area are located at the southwest end of the site, with the remaining land being open. Officers are of the view that the larger replacement pavilion building, additional parking area, and the introduction of two pitches which will be enclosed by fencing and floodlighting, would not preserve the openness of this particular section of the Green Belt. Although the fencing will be 'open-mesh' style it can have a relatively solid appearance depending on the angle from which it is viewed. For these reasons, officers consider the proposed development would not preserve the openness of the Green Belt.
52. Turning to the impact of the development on the purposes of the Green Belt, this must be assessed in accordance with the relevant national Green Belt purposes and local Green Belt purposes, as follows:
- NPPF (Para. 80)
- to check the unrestricted sprawl of large built-up areas;
  - to prevent neighbouring towns merging into one another;
  - to assist in safeguarding the countryside from encroachment;
  - to preserve the setting and special character of historic towns; and
53. Local Green Belt Purposes (Policy ST/1)
- to preserve the unique character of Cambridge as a compact, dynamic city with a thriving historic centre;
  - to maintain and enhance the quality of its setting;
  - to prevent communities in the environs of Cambridge from merging into one another and with the city.
54. Due to the intensification of the use of the site, the proposed development would cause a degree of harm to the purposes of the Green Belt, predominantly encroachment into to the countryside and reducing the separation between Girton and the City of Cambridge. However, the site has an established use as recreational grounds and already contains existing facilities including the pavilion and some floodlights.
55. Nonetheless, for the reasons presented above officers conclude the proposal is inappropriate development in the Green Belt, by definition. Such development should not be approved except in very special circumstances. The applicant is therefore required to demonstrate there are very special circumstances that clearly outweigh this in principle harm to the Green Belt and any other harm, as per para. 88 of the NPPF. The extent of the additional harm is assessed below.

***Any other harm***

### *Visual Amenities of the Green Belt and Local Character*

56. The site in its current less intensely developed form provides an important gap between Girton and the edge of Cambridge. This is acknowledged within the Council's Green Belt study (2015). It goes on to state that development within this area would compromise the separation between Cambridge and Girton, as well as Girton's identity as a separate settlement, however the report does go on to state that this sub area comprises a hotel and existing sports facilities and does not contribute to the character or rural setting of Girton. The vegetation around these pitches is important elements in the sub area, which contribute to the feeling of undeveloped separation between Cambridge and Girton.
57. This was highlighted through the Landscape Visual Impact Assessment submitted with the application and confirmed by the Council's Landscape Officer.
58. The character of the whole area will be changed by other proposed development in the immediate area including the Darwin Green development site to the east and south. The sports ground will be enclosed by development on all sides with the retention of existing boundary treatments and therefore the visual impact of the proposed development on the wider area will be more restricted than some other sites on the edge of Cambridge city.
59. Although officers are of the view that the wider visual impact of the lighting columns will be limited during the day, there will be an increased impact when the floodlights are in use. The applicant accepts the need for a restriction on the hours of use of the floodlights and this is considered in more detail under residential amenity below.
60. Given this time restriction of 21:00 hours during the week and 19:00 hours at weekends, and the ability to control the type and direction of lighting to limit light spill, officers are of the view that it would be possible to reduce the potential visual impact on the Green Belt to an acceptable degree.

### **Impact to Residential Amenity**

61. The proposed development has the potential to significantly increase the level of use of the site, and as a result the impact on adjoining residents. At present the use of the site is limited, although residents have highlighted concerns as a result of the existing level of use. The site has consent for training floodlights near the existing pavilion and these can be used until 21:00 hours. However these are fewer in number (only one at present) and lower in height.
62. The artificial pitches will be sited between 50m and 70m from the boundary of existing properties in Thornton Close. Beyond the other side of Whithouse Lane, the Darwin Green site will provide a green corridor of trees, a new access road, beyond which will be residential housing blocks and a supermarket car park. Whilst nothing has been built to date, the 3G pitches will sit plus 60m from the frontage of the proposed residential units.
63. The non-illuminated training pitch and grass football pitch will sit roughly 5m from the shared boundary. The car parking and pavilion will be a minimum of 100m from Thornton Close.

### *Lighting*

64. Paragraph 125 of the National Planning Policy Framework states that by encouraging

good design, planning policies and decisions should limit the impact of light pollution from artificial light on local amenity, intrinsically dark landscapes and nature conservation.

65. Policy NE/14 of the adopted local development framework states that development proposals which include external lighting should ensure that, the proposed lighting scheme is the minimum required for reasons of public safety and security, there is no light spillage above the horizontal and there is no unacceptable adverse impact on neighbouring amenity of near by properties or on the surrounding countryside.
66. In the previous application, the Environmental Health Officer made comments in regards to the potential impact of lighting. It was recommended that in order to reduce potential impact to residential amenity the hours of illumination should be restricted to 21:00 hours. Officers took the view that this restriction was necessary in order to protect the impact to the neighbouring residents and the surrounding countryside.
67. In addition to this, the applicant confirmed that the lux levels proposed for the hockey pitch could not be reduced, but that those of the football pitch can be reduced to 200 lux (with a 10% margin). Officers took the view that this reduction was acceptable and should be secured by condition. Despite these restrictions and recommendations by officers, the Planning Committee took the view that the proposal was unacceptable to residential amenity by reason of increase in the level of light pollution.
68. Unlike the previous application, the applicant has now submitted full details of the lighting columns that are to be implemented if permission is granted. The poles will be 15m in height and will sit around the edges of the two 3G pitches. The sheer height of the lighting columns will mean that the light will be predominantly directed down onto the pitches. The lights will contain internal baffles that will reduce the lights horizontal spill. A lighting spill plan has been submitted with the application which illustrates that at the point of the acoustic barrier, the cumulative lighting levels from the lights will reach 2 lux, which is the equivalent to the shine of the moonlight.
69. The hours of operation have also been reviewed and a cap of 21:00 hours on weekdays and 19:00 on weekends and bank holidays. In addition to this, the reduction in public use on this amended application will mean that during holiday periods and through the summer months the lighting columns will also have minimal use. This will ensure the flood lighting is only kept on to what is considered to be an absolute minimum.
70. To ensure the time restrictions are maintained by different users, it is proposed that a timer will be installed to the lighting columns to ensure all but one of the lights will turn off 5 minutes before the capped times. To allow for a buffer period, the additional light will turn off at the capped time.
71. By virtue of the sheer scale and nature of the floodlights, they will be visible from rear of neighbouring properties on Thornton Close and Darwin Green when they are switched on. However, due to the specification of the light, their capped time restriction, limited use during holiday periods and the distance from the shared boundary (50m-70m), officers do not consider the proposal would cause any nuisance or cause an unacceptable adverse impact and subject to the imposition of conditions protecting this level of amenity, the proposal is considered to accord with National Planning Policy Framework (paragraph 125) and Local Development Framework policy NE/14.

*Noise*

72. Paragraph 123 of the National Planning Policy Framework states that Planning policies and decisions should aim to avoid noise from giving rise to significant adverse impacts on health and quality of life as a result of new development; mitigate and reduce to a minimum other adverse impacts on health and quality of life arising from noise from new development, including through the use of conditions; recognise that development will often create some noise and existing businesses wanting to develop in continuance of their business should not have unreasonable restrictions put on them because of changes in nearby land uses since they were established; and identify and protect areas of tranquility which have remained relatively undisturbed by noise and are prized for their recreational and amenity value for this reason.
73. Policy NE/15 of the Local Development Framework echoes the above and states that planning permission will not be granted for development which has an unacceptable adverse impact on indoor and outdoor acoustic environment and impact on countryside areas.
74. The application site lies on the edge of Cambridge, close to the A14, Huntingdon Road and will soon be surrounded by development linked to the Darwin Green site. The site is recognised as having an existing recreational use, albeit it is currently under-used due to the limited facilities on the site to meet the current needs of the university. As such, the area already experiences a certain level of background noise from vehicles and use of the playing pitches (when in occupation).
75. In accordance with paragraph 123 of the NPPF, it is recognised that development will often create some noise; however, officers consider the application needs demonstrate the additional noise levels will not be significant or adverse which would adversely affect living conditions of residential amenity.
76. The Councils Environmental Health Officer has comment on the difficulty of assessing potential impact from noise and that there is no clear cut national guidance or methodology that is applicable to sports venues on the same basis that has been set for industrial uses or transport infrastructure. As such, officers can only consider whether the methodology used is reasonable given all circumstances. The Councils Environmental Health Officer has identified that the proposed scheme should not exceed the BS 8233:2014, which states that it is 'desirable' for external amenity areas that noise should not exceed 50-55db.
77. In order to mitigate the concerns of members and local residents previously raised, pre-application discussions were held with the Councils Environmental Health Officer in order to achieve more robust predictions on the noise levels that are likely to be placed upon the residents at Thornton Close and surroundings as a result of the proposed development.
78. The amended scheme has included the provision of a 2.5m high acoustic fence, which stretches along the north western boundary of the site. The fence is a living willow weave fence, which will have an acoustic core to help provide an additional buffer between the residents and the recreation site. The fences around the pitches will not be effective or viable given that they would interfere with the games.
79. In terms of the hours of operation the applicants have confirmed that the proposed pavilion will be closed at 21:30 hours during the week and 19:30 at weekends and bank holidays. The first floor terrace will be close at 18:00 at any time of the year. The lit pitches will not be used before 09:00 and beyond 21:00 hours during the week and

19:00 hours at weekends or bank holidays. Between June-August the pitches will not be used beyond 18:00 at any time. The grass training pitches, which are situated closer to the shared boundary with residents at Thornton Close, will not be used past 18:00 hours at any time of the year. Delivery times and hours of construction can also be conditioned to reasonable day time hours.

80. A revised noise assessment has also been undertaken by Adrian James Acoustics Ltd (July 2016). The methodology consisted of the noise consultants visiting similar facilities in Cambridge and South Cambridgeshire during football and hockey games. Noise equipment measured the levels of noise when taken from the side-lines of these games.
81. The weekday base levels taken on the site were at measured at 41-47db. Based on the measurements from other sports games, the noise levels from the site to the closest garden boundary of No.38-44 Thornton Close would increase by 0.6db during weekdays and 0.6db during weekday evenings. These levels will increase by 1.2db on weekend days and by 2.1db on weekend evenings. The noise from whistles will be heard above these levels; however, they will be intermittent.
82. During weekday time periods there is no increase in noise levels and during the weekend the increase in noise level would minimal given the existing noise base line on the site. As such, the Environmental Health Officer agrees with the findings of the report that there would be no adverse impact, as the noise levels will generally be kept below 55db as guided within the BS 8233:2014 standard. It was requested that conditions are imposed to secure the closure times are adhered to.
83. During the previous consultation process concerns were raised linked to the potential for swearing and misbehaviour from teams using the site. Whilst the planning process cannot control these factors, Anglia Ruskin University have submitted a Management Plan (dated July 2016) to clarify how the premises will be run and managed. The applicants have expressed willingness for this document to be conditioned to ensure effective management and running of the facility. In summary this document includes the following pledges:
- restrict when facilities are used
    - member of staff present on site when ever it is in use
    - provide neighbours with a direct landline number to report any issues
    - restrict who can use the facility
    - terms and conditions of hire and code of conduct
    - automatic timer-switch for lights
    - to not install any bar facilities or take bookings for the pavilion as a commercial venue for parties
84. By virtue of the intensification to the site, local residents are going to see and hear a difference from its current under-used condition. However, by virtue of the existing base line noise levels, imposition of time restrictions and the careful management of the facility, both planning and environmental health officers consider, that the imposition of conditions will allow for recreational site to be utilised alongside the residential properties of Thornton Close, Hotel Felix and the Darwin Green site without causing any significant adverse impacts to their indoor and outdoor amenity spaces during the hours of use.
85. It is the view of officers that the noise levels have been minimised as far as reasonably practical and it would be unreasonable to assume that there should be no noise generated as a result of any development. The proposal is therefore considered

to accord with policy NE/15 of the adopted Local Development Framework and the paragraph 123 of the NPPF.

### *Overlooking*

86. Given that the pavilion building is 100m from the boundary with properties in Thornton Close officers are of the view that the extent of any overlooking will not be unreasonable. Cambridge City Council has not objected to the application, officers having requested clarification that the potential impact of the development on future occupiers of the Darwin Green site in terms of overlooking within this area.

### **Highway Safety and Parking**

87. The submitted Transport Assessment has considered the impacts of this development alongside that of Darwin Green. Subject to the details within the TA the local highways authority have raised no objections to the scheme. The lane leading down to the site is narrow, without formal footpaths and the proposed development has the potential to significantly increase the amount of traffic.
88. Enhanced access to the site from Whitehouse Lane is proposed as part of the application including new footpaths and can be secured by condition. The level of car parking proposed within the site has been increased to cater for the proposed additional use envisaged with an element being grass creates.
89. There will be 96 cycle parking spaces on site, although the scheme does not currently show these as being covered. A condition should be attached to any consent requiring secure covered cycle parking, and for the design to be agreed.
90. The proposal is therefore compliant with policy DP/3 which requires development to provide an appropriate access from the highway network that does not compromise safety, enhanced public and community transport and cycling and pedestrian infrastructure.

### **Design, layout and scale**

91. The building is a modern part two-storey design, which will be brick at ground level with cladding above. The building will have thermal panels on the roof, which will take the total height to the top of the panels of 8m. Revisions have previously been made to the roof plan and elevations as suggested by the Design Enabling Panel.
92. As indicated by the applicant all boundary trees, hedgerows and trees of landscape interest are to be retained. No key characteristics, individual elements or features are to be removed. The site is relatively enclosed. As such, the new pavilion, fenced pitches and acoustic fencing would have a very limited visual and visual amenity impact. Due to the height of the flood light columns officers consider there would be some visual harm when they are switched on. Additional landscape details will be required to ensure the car parking area is enclosed from view and gaps between existing hedgerows are infilled.
93. In terms of the general scale the proposed building height will be in keeping with the surrounding built development heights, which include the hotel Felix and the adjacent commercial/academic units. As such, the pavilion will have a limited impact on the backdrop from Huntington Road and from Thornton Close.

94. Officers are of the view that the level of facilities provided within the building is reasonable to support the level of development proposed. The car parking area will be close to the main access and thus keeping the hard standing to a minimum.
95. Officers have requested details of the levels of the 3G pitches to ensure account has been given to existing ground levels of the site and to ensure the pitches do not protrude significantly above what would be considered reasonable. The plan demonstrates that to the north-east corner of the hockey pitch, where the ground levels are lower, there is likely to be need to be a gradient increase to the land levels up to the pitch. However, to the north-west corner of the football pitch the gradient is likely to be lowered down due to higher land levels. In principle there is no objections to this level of engineering operation, however, full details (including long sections) will be requested via condition.
96. The applicant has indicated that a minimum of 10% of the energy needs generated by the development can be secured through renewable sources. A condition will be required to ensure that the noise impact of any plant or equipment for any renewable energy provision such as air source heat pumps is fully assessed and any impact mitigated.
97. For the above reasons officers consider the proposed scheme to be compatible with its location and appropriate in terms of scale, mass, form, siting, design, proportion, materials, texture and colour in relation to the surrounding area in accordance with DP/2 of the Local Development Framework. A condition can be applied for a sample of the materials to be submitted.

### **Drainage and Flood Risk**

98. The site is within Flood Zone 1 but due to the scale of development a Flood Risk Assessment has been submitted with the application. The site is bounded by a ditch on the north and east boundaries.

#### *Surface water drainage*

99. Cambridgeshire County Council as LLFRA have raised no objection to the application on the basis that the applicant has demonstrated that surface water can be dealt with on the site. A detailed surface water drainage scheme and management scheme should be submitted and should be based upon the principles of the agreed Flood Risk Assessment.
100. The Environment Agency has raised no objection to the application. The site is located within flood zone 1 and is therefore considered at a low risk of flooding. As Anglian Water and the LLFRA have not objected to the proposals in relation to the surface water run off rates if the development was permitted, it is considered that the applicant has demonstrated that flood risk would not increase (on or off site) beyond the existing situation, which is the requirement set out in national policy.

101. The conditions requested by the Environment Agency can be included in any consent.

#### *Foul water drainage*

102. Anglian Water has commented on the application and they have no objection to the

application in regards to foul water drainage capacity.

### **Ecology**

103. The applicant has undertaken a Phase 1 Habitat Survey and Protected Species Survey, and as a result of its recommendations a Nocturnal Bat Emergence Survey was conducted. Close inspection of the main building did reveal the occurrence of a fresh bat dropping believed to be from a brown long-eared bat. The building is thus considered to be a bat roost and a European Protected Species licence should be obtained prior to its demolition and subject to the imposition of a condition for mitigation measures.
104. Following the concerns raised by residents regarding the projection of the lighting and how this could impact protected wildlife species, the Councils Ecology Officer has reviewed the scheme. The reports identified that there was a low level of bat activity and any other protected wildlife species on and around the site. As such the site has not been considered to present high ecological value in order to place a holding objection to the scheme.
105. The lighting will be switched off by 21:00 in the evenings and as such this will go some way in protecting the northern tree boundary. Baffles will also be included within the light hoods to ensure the lighting is directed downwards rather than in a horizontal direction. Officers consider both mitigation measures will aid in reducing the impact to a reasonable degree.
106. The main report suggests that clearance work is undertaken outside bird breeding season and recommends ecological enhancements. Both aspects will be conditioned on any decision notice.

### **Archaeology**

107. An archaeology dig has been undertaken on the application site. No remains were found and as such there is no request for a condition to be added to any consent.

### **Need for Very Special Circumstances**



108. Officers have concluded that the proposal is inappropriate development by definition as it will not preserve the openness of the Green Belt and would conflict with the purposes of including land within it.
109. The applicant does not agree with officer's view that the proposed development is inappropriate by definition but has, without prejudice to that view, set out their very special circumstances case. This is contained in the Planning Statement (chapter 7), as follows:
- Insufficient alternatives and pressing need for sports pitches
  - Health and social benefits
  - Educational benefits for students
  - University's need to compete
110. *Sporting need in Cambridge and South Cambridgeshire*  
Paragraph 73 of the NPPF states that access to high quality open spaces and opportunities for sport and recreation can make an important contribution to the health and well being of communities.
111. Planning policies should be based on robust and up-to-date assessments of the needs for open space, sports and recreation facilities and opportunities for new provision. It goes onto state that information gained from the assessments should be used to determine what open space, sports and recreational provision is required.
112. Cambridge City Council and South Cambridgeshire District Council have collaborated to prepare a Playing Pitch Strategy (May 2016) for the period of 2015-2031, for the Greater Cambridge Area. The document provides a guide to the future provision and management of sports pitches, built facilities and community use services, identifying existing need and the need generated by anticipated population growth, and an Action Plan in order to meet that need. It provides an evidence base to the Councils Emerging Local Plan. The strategy was guided by a steering group which included Sports England and representatives of sports governing bodies.
113. This strategy was reported to the Cambridge Development Plan Scrutiny Sub Committee on 2 June 2016 and endorsed at the South Cambridgeshire Planning Portfolio Holder meeting on 7 June 2016. They were both endorsed by both Councils as a material planning consideration in decision making with immediate effect. This identified need should be given significant weight in the determination of this application.
114. The report identifies that whilst there is sufficient capacity in certain facilities such as grass pitches within the two district areas, there is a notable shortage in all weather 3G pitches for which there continues to be a significant demand for. The report also emphasises the need to retain existing grass pitches to not worsen the supply. The strategy includes an Action Plan in order to meet the identified needs. The Action Plan identifies the enhancement of the facilities at Howes Close Sports Ground contribute to meeting the identified need for 3G pitches for hockey and football.
115. *Consideration of other sites*  
The applicant has considered alternative sites as part of a sequential approach to site selection. The search area compromised a 4km radius from the University's East

Road campus which is considered to be a reasonable in terms of cycling distance. ARU has also considered their existing University-owned sites. Officers consider this approach is suitable given its use as a university facility which is within a sustainable and convenient distance to travel. ARU's main site on East Road, and other subsidiaries, does not benefit from outdoor sports facilities. Following the submission of a number of considered sites, officers consider there to be limited alternative opportunities in the area to create such facilities.

116. Comments from local residents have indicated that, in their view, there would be suitable alternatives including Wilberforce Road site, the alternative ARU Huntingdon Road site, the use of pitches on the Darwin Green site and an alternative site along the A14.
117. The Wilberforce Road site is owned by the University of Cambridge. The Playing Pitch Strategy has already placed priority on this site to develop 3 artificial grass pitch hockey facilities. As such, this would not be a suitable alternative location as both sites are required to meet an identified sporting need.
118. The site located to the front of Huntingdon Road, and south of the Hotel Felix, is currently used as a ruby pitch. This land is not considered to be of a suitable size for a new pavilion as well as the 3G pitches.
119. The Darwin Green site will eventually have recreational facilities linked to the new secondary school. Whilst they might be used for community use out of hours, they will not be available for ARU to utilise during the day when they have their matches, training and education programmes.
120. A site was put forward in the North West quadrant, adjacent to the A14. The site is also within the Green Belt and in a highly prominent and visible position. The site is currently open and undeveloped but is planned to make up part of the wider Darwin Green site. The site does not currently benefit from a sporting use unlike Howes Close and as such the harm would be greater to the Green Belt than the site presented in this application.

*Health and social benefits*

121. Paragraph 70 of the National Planning Policy Framework states that to deliver the social, recreational and cultural facilities and services the community needs, planning policies and decisions should: plan positively for the provision and use of shared space, community facilities to enhance the sustainability of communities and residential environments. It also seeks to guard against the unnecessary loss of valued facilities and to ensure that established facilities are able to develop and modernise in a way that is sustainable and retained for the benefit of the community.
122. Paragraph 80 adds that local planning authorities should plan positively to enhance beneficial use of the Green Belt, such as looking for opportunities to provide access and to provide opportunities for outdoor sport and recreation.
123. The Councils' Planning Pitch Strategy, as mentioned above, recognises that the provision of increased facilities in the right locations can have significant benefits on health and wellbeing.
124. The available hours of community use of the facility has reduced from the previous application due to the imposition of early closing times during the week and weekends

to mitigate noise impact on surrounding residents and to ensure the facilities are managed effectively.

125. Notwithstanding this, the site will continue to allow access for local community clubs that sign up to a contract and code of conduct with ARU. A few clubs and schools in the district have already approached ARU and have submitted letters in support of the application. A draft programme was submitted with the Management Plan, which indicates that the 3G pitch will be available to use by other groups on Saturday mornings, Sunday afternoons and up to 6 o'clock during the week. The sand based pitch would be available on Saturdays, Sundays, Tuesday, Wednesday and Thursday evenings. The grass based pitches will have availability throughout the week at varying times. The community use agreement will need to be finalised and as such a condition will need to be included in the event an application is approved.
126. In addition this, existing and future students/staff that attend or work at ARU could also be residents within Cambridge City or South Cambridge villages. All of which are likely to have a wide range of backgrounds and of different ages. As such the proposed development has the potential to bring a significant amount of health and social benefits to a wide range of groups through new employment, enhanced social interaction and increased health and fitness. These factors represent a significant public benefit to the scheme.

*Need to compete*

127. The Howes Close Sports Ground is within the ownership of the University and the proposed development of the all weather sports pitches will secure the quality of sports facilities that are needed for students to compete successfully with other universities and sports clubs.
128. Floodlighting is crucial to allow for training and events throughout winter months. ARU states that this enhanced sports access reflects the expectations that students hold for a University of this scale with a reputation for sports education, which it seeks to retain and enhance.
129. The application sets out four strategic themes from ARU's 'Active Anglia' strategy, and states that the proposed development is an important factor in achieving these themes, whilst also providing an essential resource for a number of sports related degrees that it offers, or would wish to offer.

**Conclusion**

130. The applicant has submitted a Statement of Community Involvement and Management Plan with the application. It is recognised that the enhanced sporting facilities that the development will provide will benefit to local groups, in addition to persons that have connections with ARU, and that these will include residents of both this District and Cambridge City. The enhanced facilities will contribute towards the sporting need in both authority area, which has been evidenced in the Councils Planning Pitch Strategy (between 2015 and 2031).
131. Officers are of the view that the issues in this case are finely balanced. As a matter of fact, the proposed development will have some impact on the openness of this part of the Cambridge Green Belt, its purposes and the reasons for including land within it. This is mitigated to some extent by Policy GB/5 and paragraph 89 of the NPPF which support the appropriate provision of facilities for sport in the Green Belt. No overriding harm from the key concerns of noise and lighting have been identified that cannot be

controlled through the use of appropriate safeguarding conditions.

132. Essentially, it is the social and health benefit of the proposals, the enhanced sports facilities for ARU and the wider public use and the lack of alternative sites that collectively form very special circumstances in this instance.
133. Officers are therefore of the view that the applicant has demonstrated, in this revised application, the necessary very special circumstances that clearly outweigh the in principle harm to the Green Belt and the other limited harm in accordance with paragraph 88 of the NPPF.
134. Should Members be minded to support the application, it would need to be referred to the Secretary of State in accordance with the Consultation Direction 2009.

### **Recommendation**

135. Officers recommend that the Committee grants planning permission, with delegated powers to refer the application to the Secretary of State subject to the following:

### **Draft conditions**

- 136.
- (a) 3 year time limit
  - (b) Approved drawings
  - (c) Landscaping details
  - (d) Tree/hedge protection compliance and management details of the willow fence
  - (e) External materials
  - (f) Boundary treatment implementation
  - (g) Surface water drainage details and maintenance
  - (h) Foul Water Drainage
  - (i) Management and running of the site undertaken in accordance with the submitted Management Plan (July 2016)
  - (j) Hours of operation of floodlights and 3G pitch use – restrict to 9:00hrs to 21:00hrs (Monday-Friday) and 09:00 to 19:00hrs (Saturday-Sunday and bank holidays)
  - (k) Restriction on use of training grass pitches to 09:00hrs to 18:00hrs all year
  - (l) Restrict use of pavilion to 09:00hrs to 22:00hrs (Monday-Friday) and 09:00hrs to 19:30hrs (Saturday- Sunday and bank holidays)
  - (m) Noise restrictions during construction
  - (n) Lighting detail compliance condition
  - (o) Restrict lux levels to 200 on artificial football pitch
  - (p) Ecology measures – Bat roost and bird nesting condition
  - (q) Covered cycle parking
  - (r) Footpath provision linking to Huntingdon Road
  - (s) Restriction on hours of power driven machinery during demolition and construction
  - (t) Highway conditions
  - (u) Community use agreement condition for the 3G pitches
  - (v) BREEME condition – compliance
  - (w) Details of levels of the 3G pitches

## **Informative**

1. Contamination
2. Protection of the public right of way during construction

## **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.

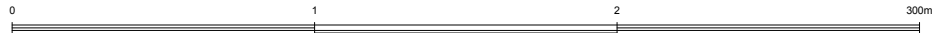
- South Cambridgeshire Local Development Framework Development Control Policies DPD 2007
- South Cambridgeshire Local Development Framework Supplementary Planning Documents (SPD's)
- South Cambridgeshire Local Plan Submission 2014
- Planning File Reference: S/2084/16/FL

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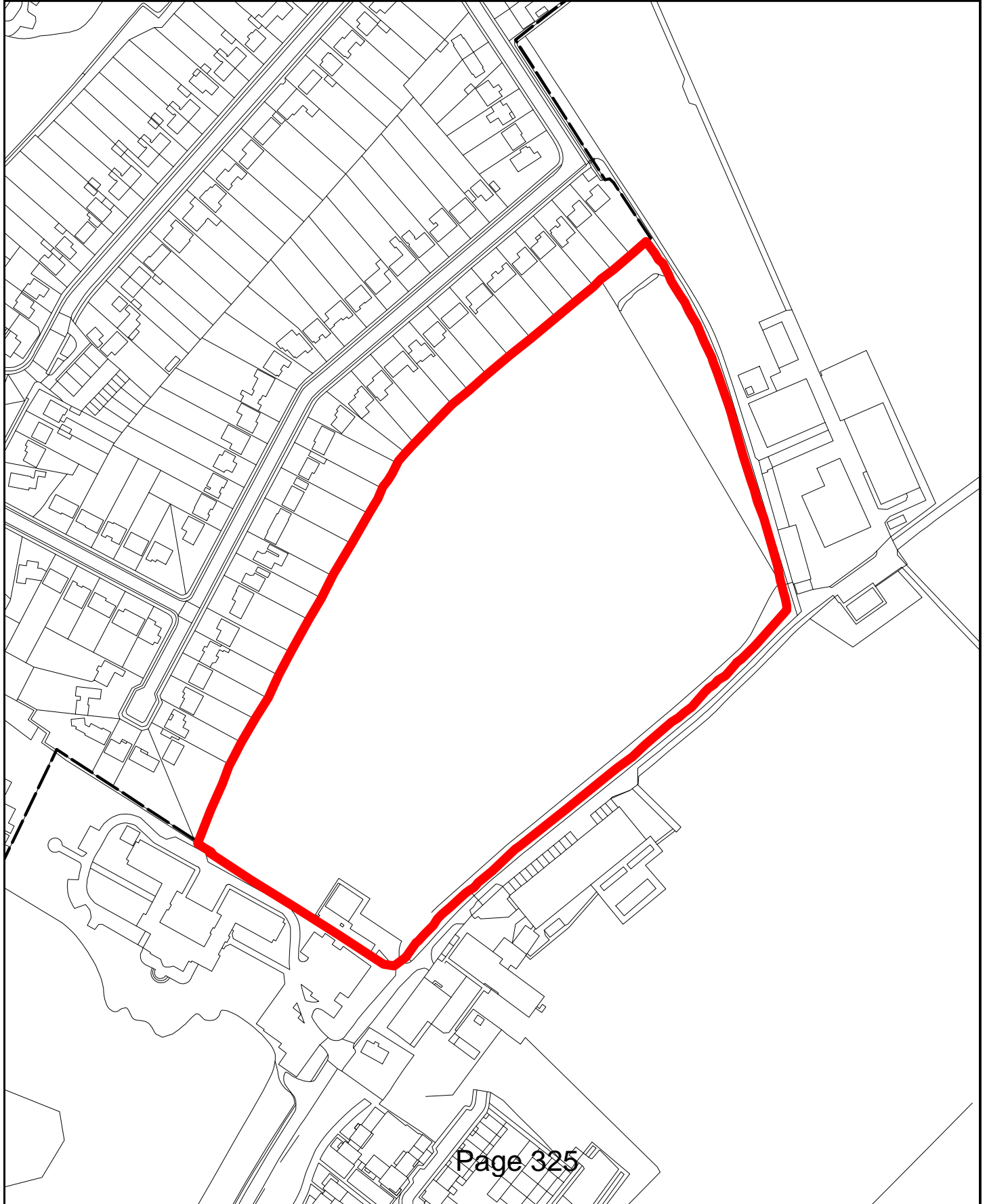
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Date of plot: 14/12/2016



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# Agenda Item 11

## 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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<b>Application Number:</b>	S/2491/16/RM
<b>Parish(es):</b>	Waterbeach
<b>Proposal:</b>	Reserved Matters submission for Layout, Scale, Appearance and Landscaping of Planning Consent S/1907/14/OL for Residential Development of Up to 36 Dwellings
<b>Site address:</b>	Land to the East of Cody Road
<b>Applicant(s):</b>	Matthew Homes Limited
<b>Recommendation:</b>	Approval
<b>Key material considerations:</b>	Character and Appearance of the Area Housing Mix Design Considerations Trees and Landscaping Biodiversity Highway Safety and Sustainable Travel Flood Risk Neighbour Amenity Heritage Assets
<b>Committee Site Visit:</b>	No
<b>Departure Application:</b>	Yes
<b>Presenting Officer:</b>	Karen Pell-Coggins, Principal Planning Officer
<b>Application brought to Committee because:</b>	The officer recommendation conflicts with the recommendation of Waterbeach Parish Council
<b>Date by which decision due:</b>	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 in 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 housetypes 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:**

Karen Pell-Coggins  
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Principal Planning Officer  
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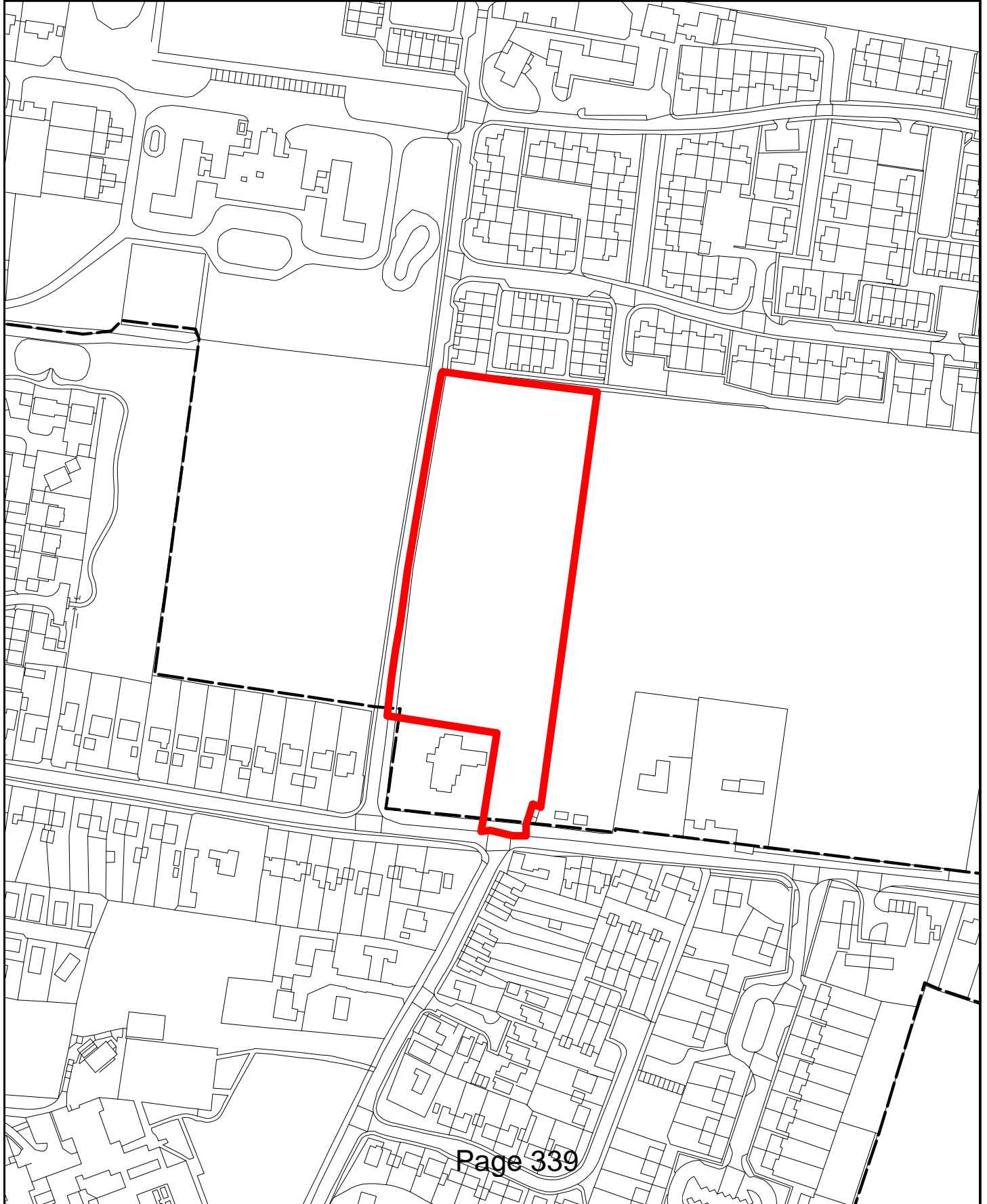
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District Council**

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# Agenda Item 12

## 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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<b>Application Number:</b>	S/3401/16/PO
<b>Parish(es):</b>	Waterbeach
<b>Proposal:</b>	Application for the modification of planning obligations (Affordable homes) for planning permission S/0296/15/FL for the erection of 60 dwellings
<b>Site address:</b>	Land to the West of Cody Road
<b>Applicant(s):</b>	Morris Homes (Midlands) Limited
<b>Recommendation:</b>	Approval
<b>Key material considerations:</b>	Affordable Housing
<b>Committee Site Visit:</b>	No
<b>Departure Application:</b>	No
<b>Presenting Officer:</b>	Karen Pell-Coggins, Principal Planning Officer
<b>Application brought to Committee because:</b>	The planning obligation is different to that originally approved by the Planning Committee
<b>Date by which decision due:</b>	5 February 2017

### Executive Summary

1. The site is located outside the Waterbeach village framework and within the countryside. Planning consent was granted under reference S/0296/15/FL for 60 dwellings on the site in December 2015. The application proposes a change to the planning obligation in relation to affordable housing as the approved tenure mix of 70% affordable rented and 30% intermediate/shared ownership is no longer viable due to affordable rent reductions. A viability report has been submitted to demonstrate the case and the proposed mix now sought is 50% social rented and 50% intermediate/shared ownership. 40% of the total number of dwellings would remain affordable. This is considered acceptable and the application is therefore recommended for approval.

### Site and Surroundings

2. The site is located to the west of Cody Road and to the north of Bannold Road, outside the Waterbeach village framework and within the countryside. Planning consent was granted under reference S/0296/15/FL for 60 dwellings on the site in

December 2015 and the development is currently under construction.

### **Proposal**

3. The proposal seeks to modify the planning obligation dated 13 November 2015 in relation to planning consent S/0296/15/FL. The proposal relates to the tenure of the affordable housing and seeks a change from the approved mix of 70% affordable rented and 30% intermediate/shared ownership to a mix of 50% affordable rented and 50% intermediate/shared ownership. This is required due to viability issues with the current tenure mix as a result of the reduced value of affordable rented housing given the recent 1% rent reduction.

### **Planning History**

4. S/0296/15/FL - 60 Dwellings - Approved  
S/0645/13/FL - 60 Dwellings - Appeal Allowed

### **National Guidance**

5. National Planning Policy Framework 2012  
Planning Practice Guidance

### **Development Plan Policies**

6. **South Cambridgeshire Local Development Framework Core Strategy DPD 2007**  
ST/2 Housing Provision  
ST/5 Minor Rural Centres
7. **South Cambridgeshire Local Development Framework Development Control Policies DPD 2007**  
DP/1 Sustainable Development  
DP/4 Infrastructure and New Developments  
HG/3 Affordable Housing
8. **South Cambridgeshire LDF Supplementary Planning Documents (SPD):**  
Affordable Housing SPD - Adopted March 2010
9. **South Cambridgeshire Local Plan Submission - March 2014**  
S/3 Presumption in Favour of Sustainable Development  
S/9 Minor Rural Centres  
H/9 Affordable Housing  
TI/8 Infrastructure and New Developments

### **Consultation**

10. **Waterbeach Parish Council** –Comments are awaited.
11. **Affordable Housing Officer** – Comments that the approved scheme comprising 40% affordable housing with a tenure mix of 70% social rented and 30% intermediate/shared ownership would not be viable. This submitted alternative scheme of 40% affordable housing with a tenure mix of 50% social rented and 50% intermediate/shared ownership would be viable.

### **PLANNING ASSESSMENT**



12. The principle of development on this site has already been established through the grant of full planning permission S/0296/15/FL for a residential development of up to 60 dwellings with access from Cody Road. 40% of the dwellings are affordable to meet local needs and this would not change. However, the approved tenure mix of 70% affordable rented (17 dwellings) and 30% intermediate/shared ownership (7 dwellings) is proposed to be amended.
13. Therefore, the key issue to consider in the determination of this application relate to affordable housing.
14. Morris Homes initially secured the Registered Provider (RP) Cross Key Homes to take on the affordable units. However, this was not completed as the RP withdrew its interest. Accent Housing has now been identified as a potential RP but the tenure mix needs to be revised to 50% affordable rented (12 dwellings) and 50% intermediate/shared ownership (12 dwellings).
15. The applicants have submitted viability information in support of the application. This results in a negative residual value for the policy compliant tenure mix of approximately -£200,000 for the following units: -

Type	No. of units	Tenure
R1	2	Affordable rent plots 22-23
R1	6	Affordable rent plots 19-21; 24-26
R2	5	Affordable rent plots 44-46; 50-51
R2	5	Shared Ownership plots 8-12
Rs3	2	Shared Ownership plots 28-29
R3	3	Affordable rent plots 47-49
R4	1	Affordable rent plot 27

16. The amended tenure split results in a positive residual value of approximately +£390,000 for the following units: -

Type	No. of units	Tenure
R1	2	Affordable rent plots 22-23
R1	6	Affordable rent plots 19-21; 24-26
R2	4	Affordable rent plots 44-46; 51
R2	6	Shared Ownership plots 8-12, 50
Rs3	2	Shared Ownership plots 28-29
R3	3	Shared Ownership plots 47-49
R4	1	Shared Ownership plot 27

Please see Appendix 1 for a plan of the proposed affordable housing (yellow = affordable rented and green = intermediate/shared ownership)

17. The information provided demonstrates that the policy compliant scheme is not viable. However, 40% affordable housing can still be provided on the site if the tenure split is amended as proposed. This is considered to be acceptable and is supported by the

Affordable Housing Officer.

18. Having regard to applicable national and local planning policies, and having taken all relevant material considerations into account, it is therefore considered that the planning obligation should be modified in this instance.

### **RECOMMENDATION**

19. It is recommended that the Planning Committee grants officers delegated powers to approve the application subject to a modification to the planning obligation dated 13 November 2015 to 40% affordable housing with a tenure mix of 50% affordable rented and 50% intermediate/shared ownership.

### **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/3401/16/PO and S/0296/15/FL

**Report Author:**

Karen Pell-Coggins  
Telephone Number:

Principal Planning Officer  
01954 713230



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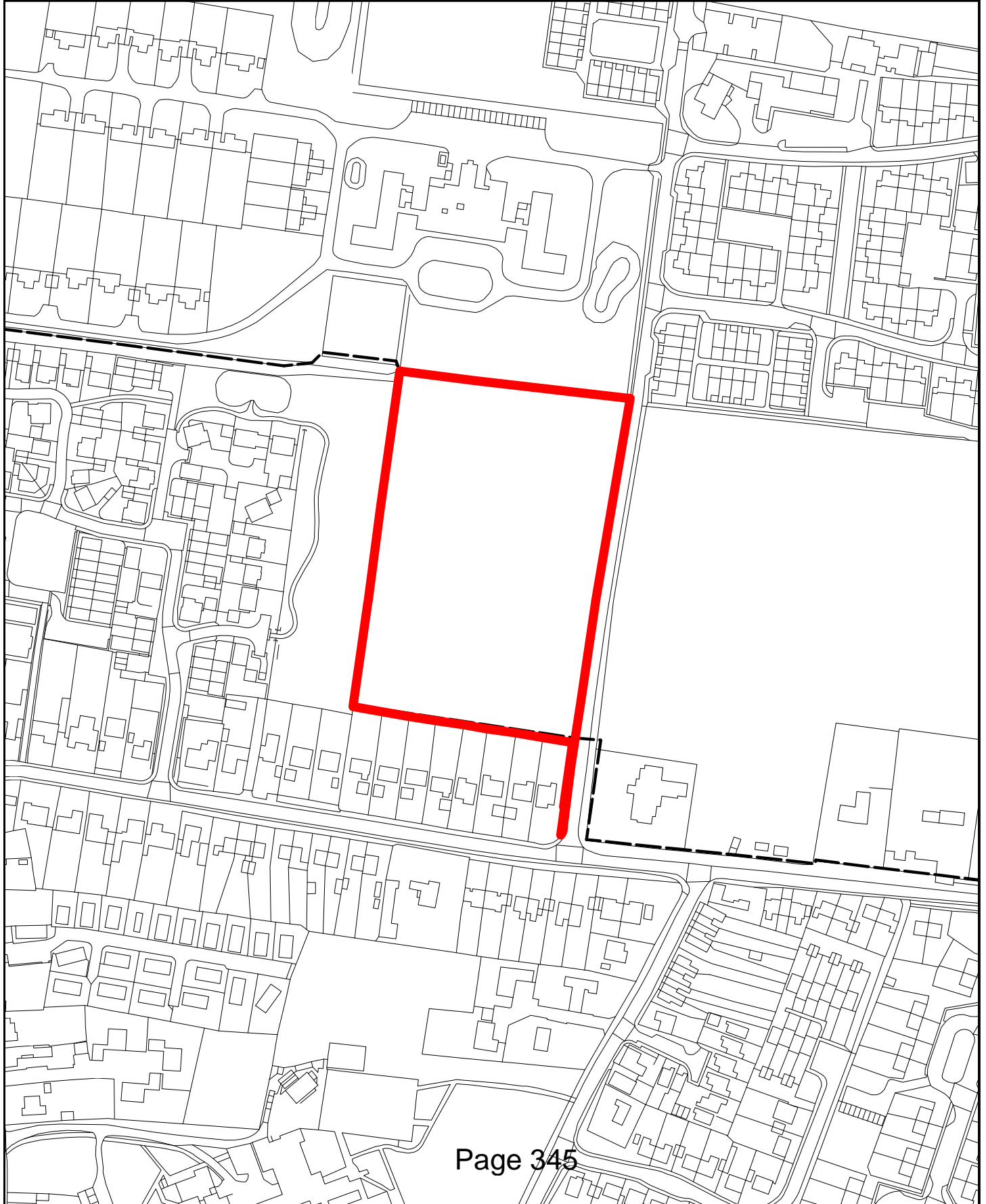
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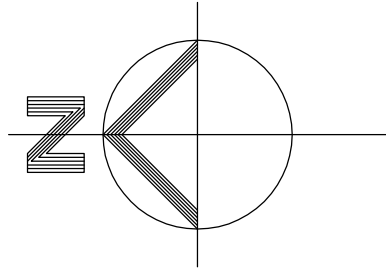
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**LEGEND**

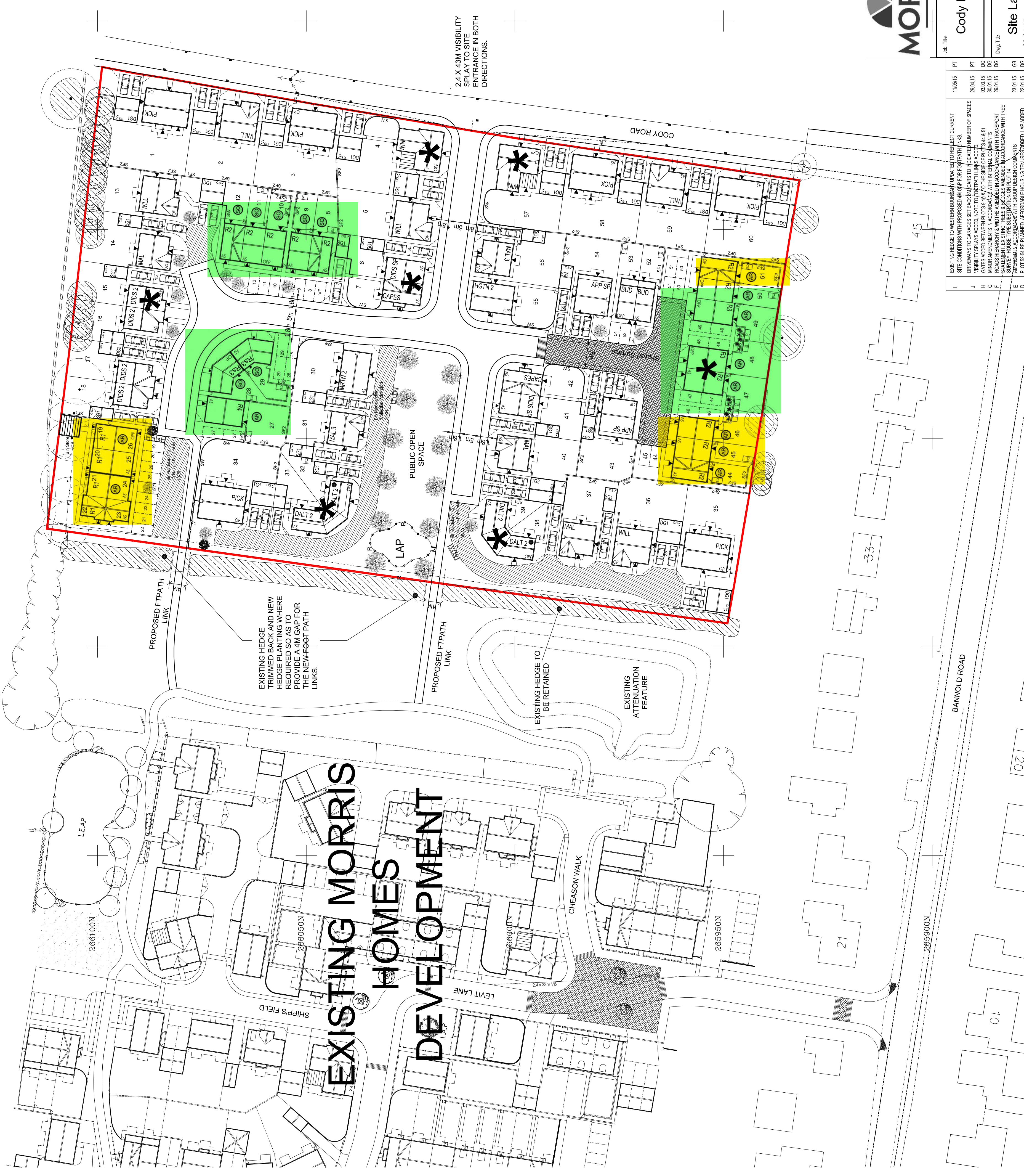
- Proposed dwelling
- Proposed dwelling to be built opposite hand
- Proposed brick built garage
- Proposed parking space
- Common areas of shared drives in contrasting material or kerb edgings to delineate shared drive area
- Proposed 1.8m high feather edge boarded timber screen fence
- Proposed 1.8m high leather edge boarded timber screen fence with P.C.C. posts & gravel boards
- Proposed 1.8m high brick wall
- Proposed 0.45m high timber post & rail divisional fence
- Proposed 1.8m high close boarded timber privacy panel with 1.2m high panel divisional fencing, to HA Plots only
- Proposed 0.9m high dwarf wall with 1.2m high piers
- Proposed 1.2m high vertical ball top railings
- Proposed 0.45m high timber knee rail fence
- Existing hedge to be retained & protection root zone
- Existing tree to be removed
- Existing tree to be retained & root protection zone
- Existing tree to be removed
- 2 x 2m pedestrian visibility splay lines. No structure or planting over 600mm in height with the exception of estate railings
- Landmark Buildings
- Affordable Housing - Rent
- Affordable Housing - Shared Ownership
- Personnel gates with self closing device
- Cycle rack provided in garages. 1 in single garage 2 in double garage.
- Where cycle storage cannot be located within garage space, cycle sheds to be provided.

**SCHEDULE OF ACCOMMODATION**

PRIVATE	Stores	Sq Ft	No
2 bed house	2	87	2%
2 bed house	2	94	2
3 bed house	2	94	4
3 bed house	2	95	4
3 bed house	2	114	3%
3 bed house	2	117	5
4 bed house	2	135	1
4 bed house	2	136	1
4 bed house	2	144	5
4 bed house	2	179	2
4 bed house	2	178	6
<b>Total</b>			<b>36</b>
<b>AFFORDABLE</b>			
1 bed maisonette	2	50	2
1 bed maisonette	2	85	6
2 bed house	2	93	3
3 bed house	2	92	3
3 bed house	2	97	3
4 bed house	2	102	1
<b>Total</b>			<b>24</b>
<b>Overall Total</b>			<b>60</b>

**DEVELOPMENT DATA**

acres	ha
Site Area (gross)	1.58
Public Open Space	0.17
Landscaped Buffer	0.09
Other developable areas	0.09
Site Area (net)	1.17
Total Sq Ft	65,605
Total Sq Ft per Net Acre	56,124
Density	13.80
	13.17



2.4 X 4.3M VISIBILITY  
SPRAY TO SITE  
ENTRANCE IN BOTH  
DIRECTIONS.

EXISTING HEDGE  
TRAINED BACK AND NEW  
HEDGE PLANTING WHERE  
REQUIRED SO AS TO  
PROVIDE A 4M GAP FOR  
THE NEW FOOT PATH  
LINKS.

EXISTING HEDGE TO  
BE RETAINED

EXISTING  
ATTENUATION  
FEATURE

# EXISTING MORRIS HOMES DEVELOPMENT

**MORRIS**  
Morris Homes (Midlands) Limited  
Morland House  
15 Davy Court  
Castle Mound Way  
Rugby  
CV23 0UZ  
Tel: 01788 567900  
Fax: 01788 567985

Cody Road, Waterbeach

Site Layout  
29-04-14

REV	DESCRIPTION	DATE	INT	SCALE	BY	CHECKED	DATE
1	EXISTING HEDGE TO WESTERN BOUNDARY UPDATED TO REFLECT CURRENT SITE CONDITIONS WITH PROPOSED 4M GAP FOR FOOTPATH LINKS.	11/08/15	PT				
2	DRIVWAYS TO GARAGES SET BACK 100MM TO INDICATE NUMBER OF SPACES.	20/04/15	PT				
3	REVISIONS TO THE PLAN TO REFLECT COMMENTS FROM THE LOCAL AUTHORITY.	03/03/15	PT				
4	MINOR AMENDMENTS TO THE PLAN TO REFLECT COMMENTS FROM THE LOCAL AUTHORITY.	30/01/15	DG				
5	MINOR AMENDMENTS TO THE PLAN TO REFLECT COMMENTS FROM THE LOCAL AUTHORITY.	28/01/15	DG				
6	MINOR AMENDMENTS TO THE PLAN TO REFLECT COMMENTS FROM THE LOCAL AUTHORITY.	23/01/15	DG				
7	MINOR AMENDMENTS TO THE PLAN TO REFLECT COMMENTS FROM THE LOCAL AUTHORITY.	23/01/15	DG				
8	MINOR AMENDMENTS TO THE PLAN TO REFLECT COMMENTS FROM THE LOCAL AUTHORITY.	16/01/15	DG				
9	MINOR AMENDMENTS TO THE PLAN TO REFLECT COMMENTS FROM THE LOCAL AUTHORITY.	16/01/15	DG				
10	MINOR AMENDMENTS TO THE PLAN TO REFLECT COMMENTS FROM THE LOCAL AUTHORITY.	16/01/15	DG				

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 Project: E1006/P/PL01  
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# Agenda Item 13

## 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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<b>Application Number:</b>	S/2593/16/OL
<b>Parish:</b>	Weston Colville
<b>Proposal:</b>	Outline Planning Application for demolition of garages and erection of a single dwelling
<b>Site address:</b>	Garage site North of 14 Horseshoes Lane, Weston Colville
<b>Applicant:</b>	South Cambridgeshire District Council (SCDC)
<b>Recommendation:</b>	Approval
<b>Key material considerations:</b>	Principle Impact on visual amenity and setting of listed building Parking and highway safety Public footpath Residential amenity Trees and Ecology Flood risk and drainage
<b>Committee Site Visit:</b>	10 January 2017
<b>Departure Application:</b>	No
<b>Presenting Officer:</b>	Dan Smith, Case Officer
<b>Application brought to Committee because:</b>	Application made by SCDC and has received objection from the Parish Council
<b>Date by which decision due:</b>	13 January 2017

### Executive Summary

1. The application, made by SCDC, seeks outline permission for a single dwelling on a Council owned site previously occupied by 7 garages within the Development Framework of the village. The primary constraints on the site are the trees around the boundary of the site, the presence of a public right of way across the site, the neighbouring dwelling to the South West and the location of a listed building opposite the site. District and County Council consultees are supportive of the application, however the Parish Council has objected to the proposed development. The principle of a single market dwelling on the site is considered to be acceptable, subject to the application of conditions and the approval of layout, detailed design and landscaping which would be determined at reserved matters stage. The recommendation is

therefore that outline permission be granted, subject to conditions.

### **Planning History**

2. SC/1282/72/F – Planning permission granted for the erection of seven garages.

### **Planning Policies**

3. *National Planning Policy Framework (NPPF)*  
*National Planning Policy Guidance (NPPG)*
4. *Local Development Framework Core Strategy 2007*  
ST/2 Housing Provision  
ST/7 Infill Villages
5. *Local Development Framework Development Control Policies 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  
NE/1 Energy Efficiency  
NE/6 Biodiversity  
NE/9 Water and Drainage Infrastructure  
NE/11 Flood Risk  
CH/4 Development within the Curtilage or Setting of a Listed Building  
TR/2 Car and Cycle Parking Standards
6. *Local Development Framework Supplementary Planning Documents (SPD):*  
District Design Guide SPD – adopted March 2010  
Trees & Development Sites – adopted 15 January 2009  
Biodiversity – adopted 2 July 2009
7. *Draft Local Plan*  
S/2 Objectives of the Local Plan  
S/3 Presumption in Favour of Sustainable Development  
S/7 Development Frameworks  
S/11 Infill Villages  
CC/1 Mitigation and Adaption to Climate Change  
CC/8 Sustainable Drainage Systems  
CC/9 Managing Flood Risk  
HQ/1 Design Principles  
NH/14 Heritage Assets  
H/7 Housing Density  
H/11 Residential Space Standards for Market Housing  
TI/2 Planning for Sustainable Travel  
TI/3 Parking Provision  
TI/8 Infrastructure and New Developments

### **Consultation**

8. **Weston Colville Parish Council** – objects to the proposed development on the grounds of susceptibility to flooding and flood risk and because the dwelling is not proposed to be an affordable dwelling.



9. **Local Highways Authority** – does not object to the proposed development. It requests conditions relating to the provision of pedestrian visibility splays and the surfacing and drainage of the driveway.
10. **Trees Officer** – does not object to the proposed development. Tree Preservation Orders are due to be served on three trees to the front of the site but which are not within the application boundary. He requests conditions requiring the submission of an updated arboricultural impact assessment prior to development and the implementation of an approved tree protection strategy during construction.
11. **Ecology Officer** – does not object to the proposed development. She notes that the adjacent ditch is an important ecological feature that should be protected during works and that the ash tree to the north-east has moderate potential for bat roosting. She states that tree protection will ensure that both the tree and the ditch are protected. She requests a condition be applied to ensure works are carried out in accordance with the submitted ecological appraisal and that a scheme of ecological enhancement including habitat for bird nesting and bat roosting be implemented.
12. **Scientific Officer (Contaminated Land)** – notes the potential for the previous use of the site as garaging to have resulted in some ground contamination, so requests a standard condition requiring investigation and, where necessary, remediation of the ground.
13. **Environmental Health Officer** – does not object to the proposed development and requests conditions relating to construction practices.
14. **County Footpaths Officer** – initially raised concern regarding the inaccuracy of the existing public footpath shown on the drawings and the inadequate width proposed for the diverted footpath. He has since been consulted on the amended drawings and is now content that the application is acceptable in terms of its provision for a revised line of the public footpath, however such a diversion would need to be the subject of a formal application to divert the public right of way. He requests a condition relating to the submission of an access scheme for the diversion, design, surfacing, width and landscaping of the public right of way.

### **Representations**

15. Concern was expressed by one resident regarding an increase in traffic on the lane and additional on street parking leading to congestion and difficulty accessing land and property including with agricultural vehicles.

### **Planning Assessment**

16. The application site is located at the North Eastern end of Horseshoes Lane and has an existing vehicle access off the lane. The front and Eastern side boundaries of the site are well treed and the Eastern side boundary is also the boundary of the Development Framework within which the site sits. The boundary between the site and No. 14, a semi-detached dwelling, is enclosed by hedging and fencing. Until recently two garage blocks occupied the site, however these have been removed and at the time of the Planning Officer's site visit only the foundation slabs remained. A public right of way runs up from the South behind existing houses on Horseshoes Lane and across the site. Three Horseshoes Farmhouse which sits opposite the site to the North is a grade II listed building.

17. The application seeks outline permission with all matters reserved for the erection of a single dwelling on the site.
18. **Principle** – The site is located within the Development Framework of the village of Weston Colville. Policy ST/7 of the Core Strategy identifies the village as an Infill Village, where development and redevelopment up to an indicative maximum scheme size of 2 dwellings will be permitted within the village framework.
19. Policy HG/1 of the Development Control Policies document relates to Housing Density. The policy requires housing development in more sustainable locations to provide net densities of 30 dwellings per hectare unless there are exceptional circumstances that require a different treatment. The proposed site measures approximately 430 square metres in area, on this basis the scheme would represent a net density of 23 dwellings per hectare. However, the constrained nature of the site due to its shape and the presence of trees and the public right of way, means the site would be unsuitable for more than a single dwelling and this is considered to be an exceptional circumstance justifying the lower.
20. For the above reasons the principle of a single dwelling on the proposed site is considered to be acceptable, subject to the material planning considerations discussed below.
21. **Impact on visual amenity and setting of listed building** – The proposed site has been previously developed for garaging and it is considered that the redevelopment of the site for a single dwelling would be in character with the previous use and with the character of Horseshoes Lane with its linear development on the Eastern side. The site is well screened by existing trees which would be protected from the impact of the development and would continue to soften the site within the streetscene and wider views.
22. Section 66(1) of the Listed Buildings and Conservation Areas Act 1990 states: “In considering whether to grant planning permission for development which affects a listed building or its setting, the local planning authority or, as the case may be, the Secretary of State shall have special regard to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses.
23. The site is opposite the grade II listed dwelling to the North, however it is considered that an appropriate design could be achieved for the dwelling which would result in an acceptable impact on the setting of that designated heritage asset. Subject to appropriate scale, appearance and layout which would be determined as reserved matters, the principle of a dwelling on site is considered to be acceptable in terms of the visual amenity of the area and the setting of the nearby listed building and therefore accords with policies DP/2, DP/3 and CH/4.
24. **Parking and highway safety** – The impact of the loss of garage site on parking provision in the area has been considered. The application states that many of the garages (which have since been demolished) were unused and the impact on parking provision in the area is therefore considered to be limited. Several houses in the immediate area have driveway parking and for those that do not, parking is possible outside dwellings on Horseshoes Lane itself. These arrangements are considered to be acceptable provision of parking for dwellings in the area and this is supported by the low use of the garages previously on site. The impact of the loss of the garages on parking provision in the local area is therefore considered to be acceptable.

25. The proposed development would make use of the existing access which has provided vehicle access to the seven garages which previously occupied the site. It is not considered that the use of the access for a single dwelling would significantly intensify the vehicle movements in the area and off street parking would be provided for two domestic vehicles, meaning that additional on street parking would be limited and would not result in any significant additional parking problems on the street. Due to the lack of any turning facilities provided on site, vehicles would have to reverse out of the driveway, but due to the quiet, end of street location, it is not considered that this would result in any harm to highway safety. Subject to conditions relating to the provision of pedestrian visibility splays and the surfacing and drainage of the driveway the principle of a dwelling on site is considered to be acceptable in terms of its impact on parking and highway safety and therefore accords with policy DP/3.
26. **Public footpath** – The existing public footpath currently runs on a different route on the ground to that shown on the legal records. The proposed development would result in its route changing again to run relatively tight to the boundary with No. 14. The application drawings have been revised to show an increased width to the side of the proposed footpath which was requested by the County Footpaths Officer and with which he is now content. The proposed development would therefore appear able to provide adequate on going public access to the public right of way, however prior to any development which would obstruct the footpath on its current route, an application for a diversion of the public right of way would need to be made and approved. The proposed development is therefore considered to be acceptable in terms of the public right of way.
27. **Residential amenity** – The proposed dwelling would be relatively well separated from the existing dwelling at No. 14 and would be located to the North East of the neighbour. While the scale, design and layout would be reserved for future consideration, it is considered that a dwelling could be designed which would have an acceptable impact on the residential amenity of the neighbouring property. The principle of a dwelling on site is therefore considered to be acceptable in terms of its impact on residential amenity and the application therefore accords with policy DP/3.
28. **Trees** – The site contains several trees along its Eastern boundary a hedge along the boundary with No. 14 and mature trees on land to the front of the site which currently overhang the application site. During the course of the application, the Council's Trees Officer has identified the three trees on the land to the front of the site as being at risk from potential development and is in the process of serving a Tree Preservation Order in order to provide statutory protection. An informative would be added to any permission granted drawing attention to the likely TPO. While the indicative location for the dwelling on the submitted plans shows it slightly within the root protection zones of two of the trees, it is considered that a single dwelling could be accommodated on site without requiring the loss of significant trees or harm to their roots. The layout and scale of the dwelling would be considered as part of any future reserved matters application. On that basis the principle of a dwelling on site is considered to be acceptable in terms of its impact on trees.
29. **Ecology** – The trees provide potential habitat for birds and bats and the adjacent ditch is an important ecological feature. The application is supported by an ecological survey and the Council Ecologist is content that the of tree protection measures during construction would protect both the trees and the ditch, including a 5 metre buffer. On the basis that the work is carried out in accordance with the submitted Ecology Appraisal and that bird nesting and bat roosting opportunities are enhanced, both of which could be controlled by condition, the principle of a dwelling on site is

considered to be acceptable in terms of its impact on ecology and the application therefore accords with policy NE/6.

30. **Flood risk and drainage** – The site is not within Floodzone 2 or 3. It is set at a higher level than the street and has a drainage ditch running to the Eastern side. The site is located within a 1 in 1000 year surface water drainage event, but there is therefore not considered to be a significant level of flood risk to the residential development of the site. Given the existing slab foundations on the site, the dwelling would not occupy a significantly larger area than is currently impermeable and it is considered that the additional impact of the dwelling in terms of surface water runoff would be very limited. Nonetheless, given the precise scale and layout of the dwelling are not known at this stage, it is considered necessary to apply a condition requiring a surface water drainage scheme to be submitted to and approved in writing by the Local Planning Authority. On that basis, the principle of a dwelling on site is considered to be acceptable in terms of flood risk and surface water drainage and accords with policies NE/9 and NE/11.

### **Recommendation**

31. Officers recommend that the Committee grants planning permission, subject to the following:

### **Conditions**

- (a) Approval of the details of the layout of the site, the scale and appearance of buildings, the means of access and landscaping (hereinafter called "the reserved matters") shall be obtained from the Local Planning Authority in writing before any development is commenced.  
(Reason - The application is in outline only.)
- (b) Application for the approval of the reserved matters shall be made to the Local Planning Authority before the expiration of three years from the date of this permission.  
(Reason - The application is in outline only.)
- (c) The development hereby permitted shall begin not later than the expiration of two years from the date of approval of the last of the reserved matters to be approved.  
(Reason - The application is in outline only.)
- (d) Prior to the commencement of any development, site preparation or delivery of materials to the site, an updated arboricultural impact assessment and tree protection strategy which accords with British Standard BS5837 shall be submitted to and approved in writing by the Local Planning Authority. The approved tree protection strategy, including tree protection measures, shall be fully implemented on site prior to the commencement of any development, site preparation or delivery of materials to site and remain in place until practical completion of the development.  
(Reason - To protect trees which are to be retained in order to enhance the development, biodiversity and the visual amenities of the area in accordance with Policies DP/1 and NE/6 of the adopted Local Development Framework 2007.)
- (e) No development shall take place until a scheme of ecological enhancement, including habitat for nesting birds and roosting bats, 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.)

- (f) All works shall be carried out in strict accordance with the recommendations detailed within section 7 (Table 7) of the Preliminary Ecological Appraisal - Greenwillow Associates February 2016. This shall include avoidance of and mitigation measures for birds, bats, hedgehogs and badgers. Should any amendments to the recommendations of that appraisal be required, these shall be submitted to and approved in writing prior to the commencement of development.  
(Reason - To protect ecological interests in accordance with Policies DP/1, DP/3 and NE/6 of the adopted Local Development Framework 2007.)
- (g) The proposed driveway shall be constructed using a bound material and so that its falls and levels are such that no private water from the site drains across or onto the adopted public highway.  
(Reason - In the interest of highway safety in accordance with Policy DP/3 of the adopted Local Development Framework 2007.)
- (h) Visibility splays shall be provided on both sides of the access and shall be maintained free from any obstruction over a height of 600mm within an area of 2m x 2m measured from and along respectively the:  
(a) highway boundary  
(b) back of the footway  
(c) edge of the carriageway  
(Reason - In the interest of highway safety in accordance with Policy DP/3 of the adopted Local Development Framework 2007.)
- (i) No construction site machinery or plant shall be operated and no construction related deliveries taken at or despatched from the site except between the hours of 0800-1800 Monday to Friday, 0800-1300 Saturday and not at any time on Sundays or Bank or Public holidays.  
(Reason: To protect the amenity of the locality, especially for people living and/or working nearby, in accordance with Policy NE/15 of the adopted Local Development Framework 2007.)
- (j) Should driven pile foundations be proposed, then before works commence, a statement of the method for construction of these foundations shall be submitted and agreed by the District Environmental Health Officer so that noise and vibration can be controlled.  
(Reason - To minimise noise disturbance for adjoining residents in accordance with Policy NE/15 of the adopted Local Development Framework 2007.)
- (k) No development approved by this permission shall be commenced until:  
a) The application site has been subject to a detailed scheme for the investigation and recording of contamination and remediation objectives have been determined through risk assessment and agreed in writing by the Local Planning Authority.  
b) Detailed proposals for the removal, containment or otherwise rendering harmless any contamination (the Remediation method statement) have been submitted to and approved in writing by the Local Planning Authority.  
c) The works specified in the remediation method statement have been completed, and a Verification report submitted to and approved in writing by the Local Planning Authority, in accordance with the approved scheme.

d) If, during remediation works, any contamination is identified that has not been considered in the remediation method statement, then remediation proposals for this material should be agreed in writing by the Local Planning Authority.

(Reason – To ensure that risks from land contamination to the future users of the land and neighbouring land are minimised, together with those to controlled waters, property and ecological systems, and to ensure that the development can be carried out safely without unacceptable risks to workers, neighbours and other offsite receptors in accordance with Policy DP/1 of the adopted Local Development Framework 2007)

- (l) Prior to the commencement of any development, a detailed scheme for the provision and implementation of surface water drainage, incorporating sustainable drainage system principles, 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 ensure a satisfactory method of surface water drainage and to prevent the increased risk of flooding in accordance with Policies DP/1, NE/9 and NE/11 of the adopted Local Development Framework 2007)

- (m) Prior to the commencement of development, a Public Rights of Way access scheme shall be submitted to and approved in writing by the Local Planning Authority. The scheme shall include provision for the design of the Public Right of Way route and its surfacing, width, landscaping and structures and any proposals for diversion and/or closure of the Public Right of Way and the provision of alternative routes.

(Reason – The implementation of the proposed scheme would impact on accessibility of the current route of the Public Right of Way on the site and an access scheme for alterations to the Public Right of Way is therefore required in accordance with policies DP/2 and TR/4 of the adopted Local Development Framework 2007).

### **Informatives**

1. Public Footpath No. 15 Weston Colville must remain open and unobstructed at all times. Building materials must not be stored on Public Rights of Way and contractors' vehicles must not be parked on it (it is an offence under s 137 of the Highways Act 1980 to obstruct a public Highway).
2. No alteration to the Footpath's surface is permitted without the consent of the County Council (it is an offence to damage the surface of a public footpath under s 1 of the Criminal Damage Act 1971).
3. Landowners are reminded that it is their responsibility to maintain boundaries, including trees, hedges and fences adjacent to Public Rights of way, and that any transfer of land should account for any such boundaries (s154 Highways Act 1980).
4. The granting of planning permission does not entitle a developer to obstruct a Public Right of Way (Circular 1/09 para 7.1).
5. The applicant should take all relevant precautions to minimise the potential for disturbance to neighbouring residents in terms of noise and dust during the

construction phases of development. This should include the use of water suppression for any stone or brick cutting and advising neighbours in advance of any particularly noisy works. The granting of this planning permission does not indemnify against statutory nuisance action being taken should substantiated noise or dust complaints be received. For further information please contact the Environmental Health Service.

6. No burning of any waste or other materials on the site should be undertaken without the prior permission of the Environmental Health team of the District Council.
7. The granting of planning permission does not constitute a permission or licence to a developer to carry out any works within, or disturbance of, or interference with, the Public Highway. A separate permission for such works must be sought from the Local Highways Authority at Cambridgeshire County Council prior to that work being carried out.

**Background Papers:**

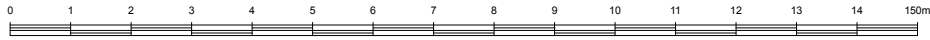
32. The following list contains links to the documents on the Council's website and / or an indication as to where hard copies can be inspected.
  - South Cambridgeshire Local Development Framework Core Strategy (adopted January 2007)
  - South Cambridgeshire Local Development Framework Development Control Policies (adopted July 2007)
  - South Cambridgeshire Local Development Framework Supplementary Planning Documents
  - Planning files reference: SC/1282/72/F and S/2593/16/OL

**Report Author:** Dan Smith Senior Planning Officer (Consultant)

Telephone Number: 01954 713181

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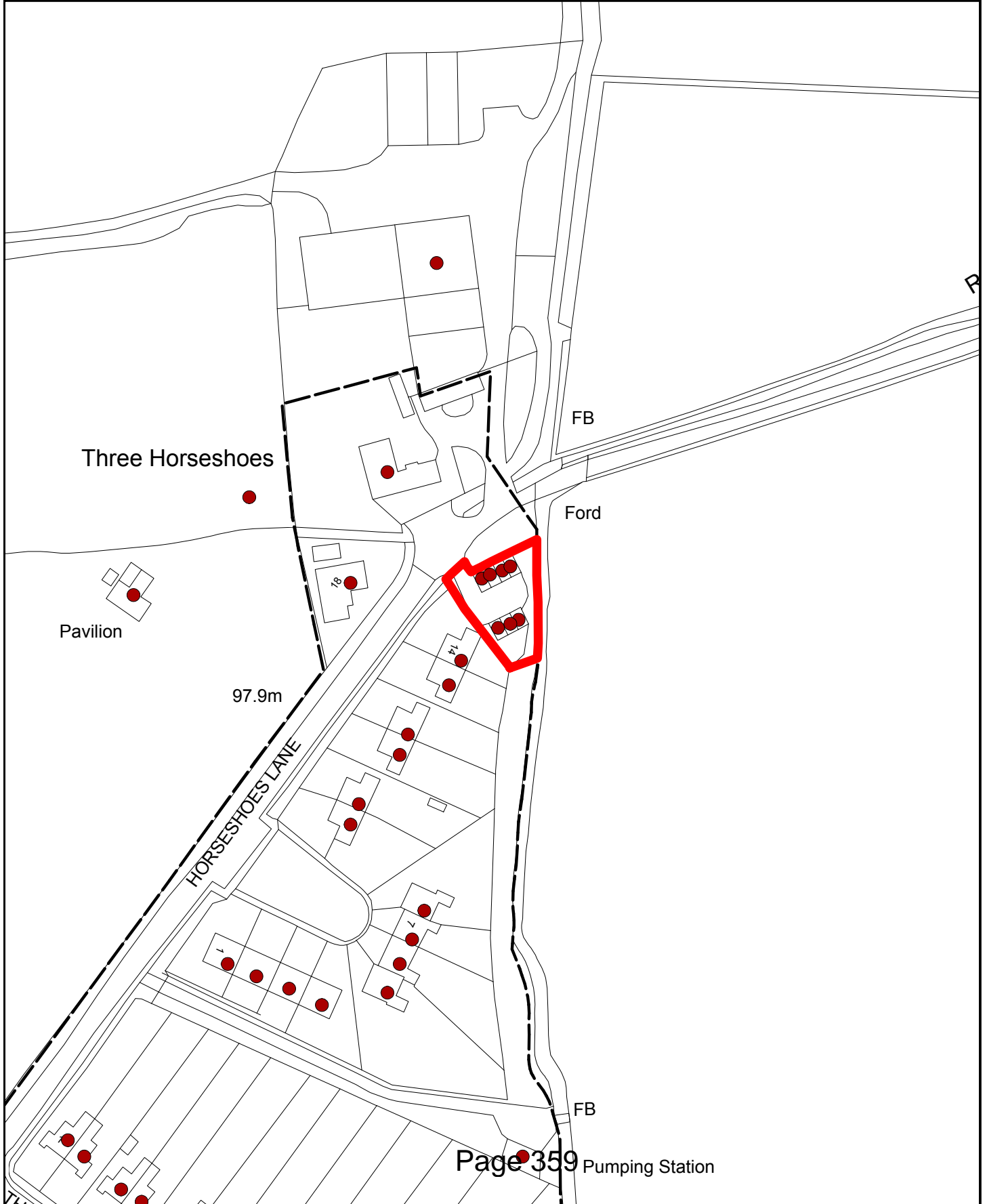
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District Council

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# Agenda Item 14



**REPORT TO:** Planning Committee  
**LEAD OFFICER:** Head of Development Management

11 January 2017

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## Enforcement Report

### Purpose

1. To inform Members about planning enforcement cases, as at 20 November 2016. Summaries of recent enforcement notices are also reported, for information.

### Executive Summary

2. There are currently 90 active cases (Target is maximum 150 open cases, Stretch target 100 open cases).
3. Details of all enforcement investigations are sent electronically to members on a weekly basis identifying opened and closed cases in their respective areas along with case reference numbers, location, case officer and nature of problem reported.
4. Statistical data is contained in Appendices 1, and 2 to this report.

### Updates to significant cases

5. (a) **Stapleford:**  
Breach of Enforcement Notice on Land adjacent to Hill Trees, Babraham Road. Following continuing breaches of planning at this location an Injunction was approved by the High Court 17<sup>th</sup> November 2015, The compliance period to remove unauthorised vehicles and to cease unauthorised development represented by the commercial storage, car sales and non-consented operational works that have occurred there was by January 26<sup>th</sup> 2016. An inspection of the land on the 26<sup>th</sup> January 2016 revealed that the unauthorised motor vehicles, trailers, caravans etc. had along with the unauthorised track been removed from the land as required by the Injunction. The displaced vehicles have now been moved onto land at Little Abington owned by the occupier of Hill Trees and onto land adjacent to Hill Trees that belongs to Gonville and Caius College, Cambridge. Both parcels of land are the subject of extant enforcement notices. Currently advice has been sought through Counsel on the most effect route in dealing with this displacement and on balance it is felt that a High Court injunction, particularly given the recent successful outcome at Hill Trees and related planning history, including various unsuccessful challenges, is made to remedy the identified breaches. Case file currently in preparation.

File prepared and instruction given to apply for a High Court Injunction.

Preparation work including further detailed inspections of the lands in question, personal service etc. is currently being carried out.

(b) **Cottenham - Smithy Fen:**

Application received for the change of use of plot 11 Orchard Drive to provide a residential pitch involving the siting of 1 mobile home and one touring caravan, an amenity building for a temporary period until 2 May 2018. The application has in accordance with section 70C of the Town & Country Planning Act 1990 been declined. The applicants have applied for permission for a Judicial Review.

Permission granted by the Honourable Mrs Justice Patterson DBE, Grounds to resist being filed both by the Council and by the Secretary of State for Communities and Local Government as second defendant. The Judicial review which was set for 29th October 2015 has taken place at the High Court of Justice, Queens Bench division, Planning Courts before The Honourable Mr Justice Lewis. The judgement was handed down on the 22nd January 2016 in favour of the Council. The judicial review claim was accordingly ordered to be dismissed.

The Claimant had lodged an application for permission to appeal but this was refused 25th January 2016. Notwithstanding the refusal of permission to appeal by the Planning Court at first instance, the claimant has now applied to the Court of Appeal for permission to appeal the Judicial Review outcome from January.

The Court of Appeal, Civil Division has considered the application by the applicant and the application for permission to appeal is refused. A case review has been carried out and next steps agreed

(c) **Sawston – Football Club**

Failure to comply with pre-commencement conditions relating to planning reference S/2239/13 – Current site clearance suspended whilst application to discharge conditions submitted by planning agent. Application to discharge pre-commencement conditions received and subsequently approved for conditions 3, 4 and Boundary Treatment – Conditions, 6,7,14,22,23,25,26,27,28,29,30,31,32 and 33 have now also been discharged. Following an application for a Judicial Review regarding the stadium, the Judicial review has taken place at the High Court of Justice, Queens Bench division, Planning Courts. The judgement was handed down and reported on the 15th January 2016 in favour of the Council. The judicial review claim was accordingly ordered to be dismissed. The Claimant in this JR has now applied to the Court of Appeal for permission to appeal the decision of Mr Justice Jay. Counsel has been made aware.

Permission to appeal allowed – Appeal Listed for a 1 day hearing floating over the 18<sup>th</sup> and 19<sup>th</sup> January 2017.

(d) **Abington – 45 North Road**

Following the unauthorised development at the above premises and subsequent issue of a planning enforcement notice, an appeal was made that was later dismissed by the planning inspectorate. The compliance period was increased to 9 months to demolish the unauthorised structure. During the compliance period a further planning application was submitted under planning reference S/1103/15/FL on the 27<sup>th</sup> April 2015 – The application was refused on the 19<sup>th</sup> November 2015 and again was appealed. The planning inspector dismissed the appeal on the 14<sup>th</sup> April 2016

A report was to be submitted to the July Planning Committee to approve direct action by the council in relation to demolition of the unauthorised extension however a further three applications were received from the land owner prior to committee and therefore this item has been withdrawn from the agenda in order to allow officers the opportunity to review the information.

Two LDC's (Lawful Development Certificate) under planning references S/1739/16 and S/1655/16 that were submitted have since been refused The final application under planning reference S/1615/16 has not yet been determined.

- (e) **Fulbourn - St Martin's Cottage, 36 Apthorpe Street,**  
Erection of a wooden building in rear paddock of No.36 Apthorpe Street, Fulbourn, intended for commercial use as a carpentry workshop. The building is, in the absence of a planning permission in breach of planning control and has a detrimental impact upon the Green Belt and open countryside.

A retrospective planning application has not been submitted in order to try and regularise the breach of planning control identified therefore an application to issue an enforcement notice for the removal of the building was made. Enforcement Notice issued 9<sup>th</sup> September 2016 effective date 21 October 2016 Compliance period – Three months - Appeal received by the Planning Inspectorate, awaiting further information.

- (f) **Papworth Everard – Land at the Old Estates Office Ermine Street South**  
Erection of a Two (2) metre high close boarded fence around the property including a section adjacent to the highway. An enforcement notice reference SCD-ENF- 009873 was issued 18<sup>th</sup> April 2016. The owner of the property has failed to comply with the notice therefore a prosecution file has been raised. Court date was set for Thursday 15<sup>th</sup> December 2016, at Cambridge Magistrates Court where two defendants appeared and entered a plea of guilty. Each defendant was fined £200 and ordered to pay £350 towards investigation and legal costs plus victim surcharge of £30. Totalling £580 each

- (g) **Histon – Land at Moor Drove**  
Unauthorised development within the Green Belt of agricultural land and occupation of a section of the land, including stationing of five (5) touring caravans. Immediate application of a High Court Injunction made to prevent further development and occupation of the land. Application successful. Enforcement Notice to be issued requiring removal of the five (5) unauthorised touring caravans. Retrospective planning application received, awaiting validation. Planning reference S/2896/16 refers. Since application a planning agent has been engaged to provide outstanding information in order to allow original application to be validated.

- (h) **Horseheath - Thistledown Cardinals Green**  
Erection of a wooden lodge sited in the rear garden for the purpose of an annexe for independent living accommodation, without the benefit of a planning consent. Application submitted, subsequently refused. Planning reference S/1075/16/FL refers. Enforcement notice issued wooden lodge to be removed within three months (7 May 2017) unless an appeal is received in the

meantime.

### **Investigation summary**

- 6 Enforcement Investigations for November 2016 reflect a 51.4% increase when compared to the same period in 2015. The Year to date total for investigations shows an increase of 6.3% when compared to the same period in 2015

### **Effect on Strategic Aims**

- 7.. South Cambridgeshire District Council delivers value for money by engaging with residents, parishes and businesses. By providing an effective Enforcement service, the Council continues to provide its residents with an excellent quality of life.

### **Background Papers:**

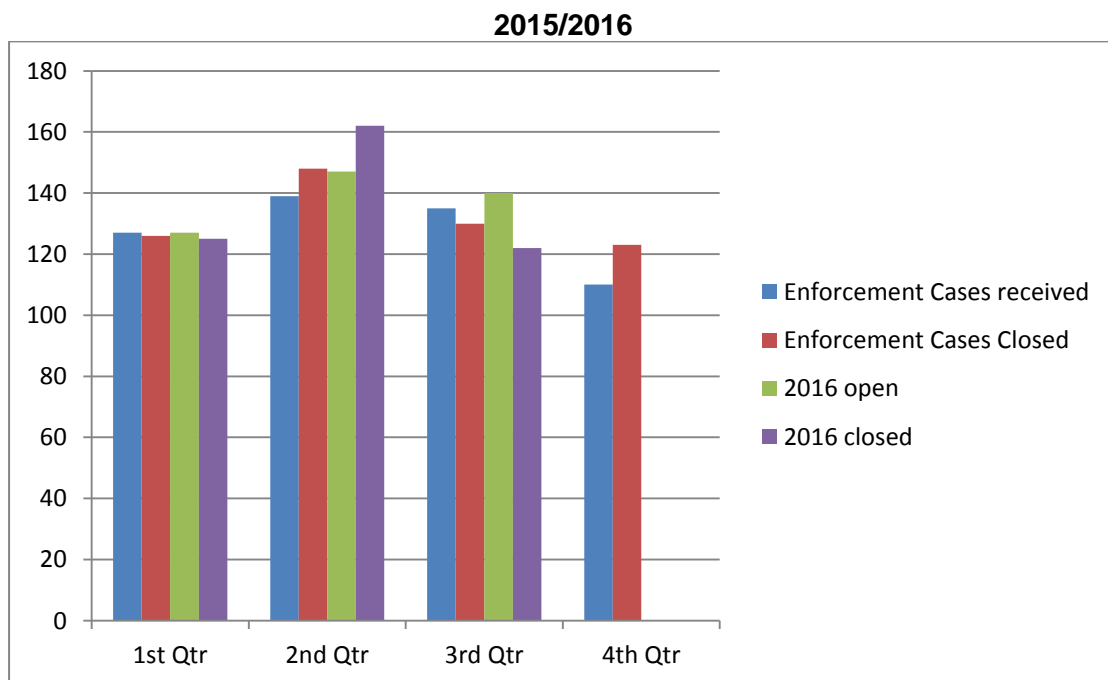
The following background papers were used in the preparation of this report:

- **Appendices 1 and 2**

**Report Author:** Charles Swain Principal Planning Enforcement Officer  
Telephone: (01954 ) 713206

Enforcement Cases Received and Closed

Month – 2016	Received	Closed
1 <sup>st</sup> Qtr. 2016	127	125
2 <sup>nd</sup> Qtr. 2016	147	162
3 <sup>rd</sup> Qtr. 2016	140	122
October 2016	42	43
November 2016	53	53
2016 - YTD	509	505
1 <sup>st</sup> Qtr. 2015	127	126
2 <sup>nd</sup> Qtr. 2015	139	148
3 <sup>rd</sup> Qtr. 2015	135	130
4 <sup>th</sup> Qtr. 2015	110	123
2015 YTD	511	527
2014 YTD	504	476



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**Notices Served and Issued**

**1. Notices Served**

Type of Notice	Period	Calendar Year to date
	November 2016	2016
Enforcement	1	14
Stop Notice	0	0
Temporary Stop Notice	0	2
Breach of Condition	0	5
S215 – Amenity Notice	0	0
Planning Contravention Notice	0	7
Injunctions	0	1
High Hedge Remedial Notice	0	3

**2. Notices served since the previous report**

Ref. no.	Village	Address	Notice issued
SCD-ENF-30916	Horseheath	Thistledown Cardinals Green	Enforcement Notice

**3. Case Information**

Thirty one of the fifty three cases opened during November were closed within the same period which represents a 58.5% closure rate.

## Appendix 2

A breakdown of the cases investigated during November is as follows

**Low priority** -Development that may cause some harm but could be made acceptable by way of conditions e.g. Control on hours of use, parking etc.  
Five (5) cases were investigated

**Medium Priority** -Activities that cause harm (e.g. adverse affects on residential amenity and conservation areas, breaches of conditions)  
Forty four (44) cases were investigated

**High Priority** (works which are irreversible or irreplaceable (e.g. damage to, or loss of, listed buildings and protected trees, where highways issues could endanger life)  
Four (4) cases were investigated

**The enquiries received by enforcement during the November period are broken down by case category as follows.**

Adverts	x 01
Amenity	x 00
Breach of Condition	x 09
Breach of Planning Control	x 09
Built in Accordance	x 05
Change of Use	x 04
Conservation	x 01
Listed Building	x 02
Other	x 04
Unauthorised Development	x 14
Permitted Development	x 03
<u>Total Cases reported</u>	<u>53</u>

# Agenda Item 15



**REPORT TO:** Planning Committee  
**LEAD OFFICER:** Head of Development Management

11 January 2017

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## Appeals against Planning Decisions and Enforcement Action

### Purpose

1. To inform Members about appeals against planning decisions and enforcement action, and proposed hearing and inquiry dates, as of 30<sup>th</sup> December 2016. Summaries of recent decisions of importance are also reported, for information.

### Statistical data

2. Attached to this report are the following Appendices:
  - Appendix 1 - Decisions Notified by the Secretary of State
  - Appendix 2 – Appeals received
  - Appendix 3 - Local Inquiry and Informal Hearing dates scheduled

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## Appendix 1

### Decisions Notified By The Secretary of State

Reference	Address	Details	Decision	Date	Planning Decision
S/0977/16/FL	6 Meadow Walk, Great Abington	First floor extension over existing dwelling and part single, part two-storey extension	Dismissed	28/11/16	Delegated refusal
ENF/0422/15	Land At 6 Maltings Lane, Great Chishill, Royston	Erection of a close boarded wooden fence on the boundary with 8 Maltings lane	Allowed/ Enforcement Notice Quashed	01/12/16	
S/0962/15/OL	Land opposite 41 Main Rd, Lt Gransden	Outline application for the erection of two detached dwellings (considering Access) all other matters reserved	Dismissed	07/12/16	Delegated refusal

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Appeals Received

Reference	Address	Details	Date Appeal lodged
S/0582/16/FL	The Annexe, 11A, Church Close, Cottenham	Creation of independent dwelling.	06/12/2016
S/0838/16/FL	14, Maltings Lane, Great Chishill	Proposed change of use of existing garage and workshop to provide single dwelling	08/12/2016
S/1969/15/OL	Horseheath Road, Linton	Outline planning application for up to 50 houses and 30 allotments	03/10/2016
S/0981/16/FL	Land adj to Orchard House, Highfield Road, Cambridge	Erection of Single Storey Dwelling and a Two Storey Dwelling and Demolition of Office	27/09/16
S/1754/16/FL	43 London Road, Stapleford	Proposed New Dwelling	04/11/16

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## Appendix 3

### Local Inquiry and Informal Hearing dates scheduled

- **Local Inquiries**

<b>Reference</b>	<b>Name</b>	<b>Address</b>	<b>Planning decision or Enforcement?</b>	<b>Date confirmed/ proposed</b>
S/1818/15/OL	Gladman Developments Ltd	Cottenham Land off Rampton Rd	Planning Decision	24/05/17 – 01/06/17
S/2510/15/OL	Gladman Developments Ltd	Land east of Highfields Road Caldecote	Non-Determination	14/03/17
S/1338/15/OL	Endurance Estates Strategic Land Ltd	Land south of West Road Gamlingay	Planning Decision	28/03/2017 Confirmed
ENF/422/009663	Mr John Wise, Monkfield Nutrition	Shingay-Cum-Wendy, The Barn/The Flat, Church Farm Barn	Enforcement Notice	17/04/2017

- **Informal Hearings**

<b>Reference</b>	<b>Name</b>	<b>Address</b>	<b>Planning decision or Enforcement?</b>	<b>Date confirmed/ proposed</b>
S/1969/15/OL	Mr Jon Green	Horseheath Road, Linton	Planning Decision	07/02/2017 (To be confirmed)

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