

SOUTH CAMBRIDGESHIRE DISTRICT COUNCIL

REPORT TO: Planning Committee

9 August 2017

AUTHOR/S: Joint Director for Planning and Economic Development

Application Number: S/1606/16/OL

Parish(es): Cottenham

Proposal: Outline planning permission for the erection of up to 126 dwellings, formation of a new vehicular & pedestrian access onto Oakington Road and associated infrastructure and works (All matters reserved apart from access)

Site address: Land Off Oakington Road

Applicant(s): Persimmon Homes (East Midlands) Ltd.

Recommendation: Delegated Approval subject to the completion of a Section 106 agreement.

Key material considerations: Housing Land Supply
Principle of Development
Density
Housing Mix
Affordable Housing
Impact on landscape and local character
Ecology, trees and hedging
Design Considerations
Biodiversity
Highway Safety and Sustainable Travel
Flood Risk
Waste
Archaeology
Neighbour Amenity
Contamination
Renewable Energy
Heritage Assets
Impact on services and facilities-Developer Contributions

Committee Site Visit: Yes

Departure Application: Yes – Advertised 12 July 2016, Advertised Affecting the Setting of a Listed Building 1 March 2017.

Presenting Officer: Karen Pell-Coggins, Senior Planning Officer

Application brought to Committee because: The officer recommendation of approval conflicts with the recommendation of Cottenham Parish Council

Date by which decision due: 11 August 2017 (Extension of Time agreed)

Executive Summary

1. The proposal, as amended, seeks permission for a residential development outside the Cottenham village framework and in the countryside. The development would not normally be considered acceptable in principle in this location 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.
2. Given that the Council cannot demonstrate currently a five year housing land supply, its “housing supply policies” remain out of date (albeit “housing supply policies” do not now include policies ST/5, DP/1(a) or DP/7). As such, and in accordance with the decision of the Supreme Court in the *Hopkins Homes* appeal, para. 14 of the NPPF is engaged and planning permission for housing development should be granted, inter alia, “unless any adverse impact of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies of [the] Framework taken as a whole ...”.
3. A balancing exercise needs therefore to be carried out. As part of that balance, in the absence of a five year housing land supply, considerable weight and importance should be attached to the benefit which a proposal brings in terms of delivery of new homes (including affordable homes). It is only when the conflict with other development plan policies – including, where engaged, ST/5, DP/1(a) and DP/7, which seek to direct development to the most sustainable locations – is so great in the context of a particular application as to “significantly and demonstrably outweigh” the benefit of the proposal in terms of deliver of new homes, that planning permission should be refused. This approach reflects the decision of the Supreme Court.
4. The benefits from the development are set out below: -
 - i) The provision of up to 126 dwellings 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.
 - ii) The provision of 50 affordable dwellings towards the identified need across the district.
 - iii) The provision of a significant amount of public open space including children’s playspace within the development.
 - iv) Developer contributions towards traffic schemes, education, health, sport space, open space, community facilities, community transport and burial grounds.
 - v) Employment during construction to benefit the local economy.
 - vi) Greater use of local services and facilities to contribute to the local economy.
5. These benefits must be weighed against the following adverse impacts of the development: -
 - i) Location outside village framework and the objectives of policies DP/1(a) and DP/7.
 - ii) Scale of development and the objectives of policy ST/5
6. The development would have an impact upon impact upon highway safety, the landscape setting of the village and infrastructure in the village. However, these impacts are considered to be limited and can be successfully mitigated through conditions and a legal agreement subject of any planning consent.
7. The impact upon highway safety can be addressed through a mitigation scheme to include the provision of a new roundabout at the junction of Rampton Road and Oakington Road, construction of a footway on the northern side of Oakington Road between the site entrance and the existing footway, the widening of the existing

footway along the northern side of Oakington Road to provide a footway/cycleway between the site and the junction with Rampton Road, the widening of the existing footway to provide a footway/cycleway along the southern side of Rampton Road between the junction Oakington Road and the B1049, improvements to the bus stop outside No. 25 Rampton Road to include a bus stop shelter, a contribution of £7,000 towards the maintenance of the new bus stop shelter, a contribution of £6,000 towards a local highway improvement scheme at the junction of Water Lane and Oakington Road in Oakington and a travel plan.

8. The impact upon the landscape setting of the village can be addressed through a strategic landscape buffer along the south western boundary of the site.
9. The impact upon local infrastructure can be addressed through developer contributions towards open space, education, health, community facilities, community transport and burial grounds.
10. The development would also have an impact upon the listed buildings adjacent to the new roundabout at the junction of Oakington Road and Rampton Road. However, this is considered to result in less than substantial harm that would be outweighed by the benefits of the proposal as assessed in accordance with paragraph 134 of the NPPF.
11. In this case, the adverse impacts of this development in terms of the impacts upon the landscape, highway safety and heritage assets that can be mitigated are not considered to significantly and demonstrably outweigh the benefits of the provision of a significant housing scheme, when assessed against the policies in the NPPF taken as a whole. On balance, planning permission should therefore be approved.

Planning History

12. *Site*
None relevant.
13. *Adjacent Sites*
S/1411/16/OL - Outline application for the erection of up to 200 residential dwellings (including up to 40% affordable housing) and up to 70 apartments with care (C2), demolition of No. 117 Rampton Road, introduction of structural planting and landscaping, informal public open space and children's play area, surface water flood mitigation and attenuation, vehicular access points from Rampton Road and associated ancillary works. All matters reserved with the exception of the main site accesses – Committee Approval 23 March 2017
S/1818/15/OL - Outline application for the erection of up to 225 residential dwellings (including up to 40% affordable housing) and up to 70 apartments with care (C2), demolition of No. 117 Rampton Road, introduction of structural planting and landscaping, informal public open space and children's play area, surface water flood mitigation and attenuation, vehicular access points from Rampton Road and associated ancillary works. All matters reserved with the exception of the main site accesses - Refused (Appeal Submitted)
S/1816/15/E1 - Screening Opinion - EIA Not Required
S/1952/15/OL - Outline application for the demolition of existing barn and construction of up to 50 dwellings with all matters reserved except for access at Land at Oakington Road - Approved
S/2876/16/OL - Outline Planning Application for residential development comprising 154 dwellings including matters of access with all other matters reserved at Land North East of Rampton Road - Pending Decision

Environmental Impact Assessment

14. The application does not fall under Schedule 1 of the Town and Country Planning (Environmental Impact Assessment) Regulations 2017 and would not exceed the criteria in section 10b of Schedule 2 of the regulations. The application does not therefore require the submission of an Environmental Impact Assessment.

National Guidance

15. National Planning Policy Framework 2012
National Planning Practice Guidance

Development Plan Policies

16. **South Cambridgeshire Local Development Framework Core Strategy DPD 2007**
ST/2 Housing Provision
ST/5 Minor Rural Centres
17. **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/4 Landscape Character Areas
CH/2 Archaeological Sites
CH/4 Development within the curtilage or Setting of a Listed Building
NE/3 Renewable Energy Technologies in New Development
NE/6 Biodiversity
NE/11 Flood Risk
NE/12 Water Conservation
NE/17 Protecting High Quality Agricultural Land
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
18. **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
19. **South Cambridgeshire Local Plan Submission - March 2014**
S/3 Presumption in Favour of Sustainable Development
S/5 Provision of New Jobs and Homes
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
NH/14 Heritage Assets
CC/3 Renewable and Low Carbon Energy in New Developments
CC/4 Sustainable Design and Construction
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/12 Contaminated Land
TI/2 Planning for Sustainable Travel
TI/3 Parking Provision
TI/8 Infrastructure and New Developments

Consultation

20. **Cottenham Parish Council** – Strongly recommends refusal of the proposal. Please see Appendix 1 for full comments. The key concerns are as follows: -
on the following grounds:

- i) Location of development outside village framework and in the countryside.
- ii) Scale of development exceeds limit in Minor Rural Centres.
- iii) Distance of development from services and facilities in village.
- iv) Increase in traffic and highway safety.
- v) Flood risk.
- vi) Impact upon heritage assets.
- vii) Landscape and visual effects.
- viii) Loss of agricultural land.
- ix) Right of way to Rampton Road.
- x) Cumulative developments in village.
- xi) Accuracy of submitted documents.

21. **Landscape Design Officer** – Has no objections to the principle of development on the site. Comments that the site is located within the Bedfordshire and Claylands Landscape Character Area but is close to and influenced by the Fenland landscape to the north and east. Considers that the development would extend the urban form into the countryside and would be highly visible as it would be set on relatively high ground with limited existing boundary planting to the northern area of the site. The landscape effects from this development would be medium/minor adverse but that these are possible of mitigation. The existing Poplar and Leylandii trees on the site would offer some screening and filtering from the west and the LVIA offers some mitigation measures to integrate the development into the landscape and offer separation between the site and to the east. However, It would be difficult to extend the Poplar Avenue as suggested or locate the SUDS in areas of root growth. However, these details are indicative only at this stage and can be addressed through conditions and the reserved matters application. The south western, north western and north eastern boundaries would require some tree and native hedge planting. The structural landscape should be located in public or communal land and not private gardens. Space should be found within the site for some significant trees which will link to the surrounding landscape.

22. **Trees and Landscapes Officer** – Has no objections. Comments that the aboriginal impact assessment report is very cogent. Recommends a condition in relation to an updated aboriginal report and detailed tree protection plan and strategy together with its implementation prior to the commencement of the development and any site preparation and delivery of materials.
23. **Urban Design Officer** – Has no objections. Comments that the density is quite high given the site constraints and edge of village location and the illustrative layout as submitted would not be policy compliant in terms of back-to-back distances, however, this is not being considered as part of this application and is content that the amount of development could be accommodated on the site. The site is not very permeable with a single vehicular access from Oakington Road. There are pedestrian and cycle links but these are marked potential. Although the open space is centrally located, natural surveillance of the space is not as strong as it could be. Whilst an illustrative plan remains unconvincing due to design issues, it is accepted that this is an outline application therefore establishing only the principal. However, this is an application for up to 126 dwellings and further work will be required at the 'reserved matters' stage to prove that the number of units proposed can be accommodated successfully on this site without compromising the design quality of the development and the relationship to, and setting of, Cottenham village. The officer has further commented that the concerns raised could be mitigated through good design, reduced density at the edge of the development and a good landscaping strategy. Any potential for harm caused would also need to be balanced against the need for housing and policy HG/1 in the Development Control Policies DPD which seeks average net densities of at least 40 dph in more sustainable locations. Suggests a condition requiring a Design Code to be submitted and agreed prior to the submission of the reserved matters application, which contains parameter plans for density and heights.
24. **Ecology Officer** – Has no objections. Comments that the 20 metre exclusion area from the badger setts within the open space is welcomed. However, details of how this area will be retained and protected are required. The 7 metre margin alongside the north east hedgerow needs to be maintained as a satisfactory corridor for badgers and other wildlife consistent with the requirements under application reference S/1952/15/OL on the adjacent site. The mitigation measures to protect other protected and notable species are welcomed. A reptile survey or mitigation is not required for this site due to the low risk of presence. The trees with bat roost potential and potential flightlines together with areas around badger setts need to remain dark to minimise disturbance. Recommends conditions for an updated badger mitigation strategy, ecological mitigation in line with the submitted report and external lighting.
25. **Historic Buildings Officer** – Has no objections and comments that the development of this site would have a limited impact upon the conservation area and setting of listed buildings. The impact of the roundabout required to mitigate the impact of the development in relation to highway safety would have a neutral impact upon the setting and significance of the adjacent grade II Moretons Charity Almshouses (Nos. 25-41 Rampton Road) listed buildings. The Almshouses bear the dated 1853; they are two storey in two asymmetrical wings either side of a taller two storey crenelated block. The alignment of the façade 'curves' following the line of the road at the time of construction. This doesn't appear to have changed until the later half of the 20th century a number of semi-detached homes were constructed around the junction with Rampton/Oakington Road. By 1975 the junction with Oakington Road had been narrowed through the introduction of roughly triangular greens, including outside the Almshouses. Despite this the Almshouses are considered a significant local landmark of high aesthetic value. The Heritage Statement accompanying the application

provides an assessment of the Almshouses and the impact of the proposed roundabout works on their setting and significance. It is concluded that the works will not alter the 'roadside junction' character of the setting of the listed building and will therefore have a neutral impact on their significance. The proposal will retain the existing footpath and a strip of the later 20th century grass verge. The road will be brought closer to the Almshouses than at present. An 'island', potentially with a bollard, will be introduced directly in front of the listed building. The Heritage Statement additionally suggests that '*opportunities to improve the sight lines towards the Alms-houses from the road exist in the potential consolidation of existing signage*'. In principle, the proposed works are acceptable. The works principally affect the road layout dating to the later 20th century. They will have a neutral impact on the setting and significance of the listed building.

However, there appear to be a number of items to be agreed at the detailed design stage which could affect the setting of the listed building. There may be an opportunity to improve sight lines. On the other hand, the introduction of additional signage and furniture such as bollards would cause a low level of less than substantial harm, cluttering the immediate setting and views of the building. This should be avoided if possible, however if unavoidable it is likely to be outweighed by the public benefits of the improvement works under NPPF paragraph 134.

As a note of explanation, the 'neutral impact' referred to is the assessed impact on the setting of the building only, not considering impact on fabric. This is an assessment of setting *as it contributes to the significance of the listed building*. As outlined in Historic England guidance:

"Setting is not a heritage asset, nor a heritage designation... Its importance lies in what it contributes to the significance of the heritage asset."

A range of values contribute to the 'significance' of a heritage asset, including *aesthetic, evidential, historic, and communal*. The contribution of the setting to the *significance* of the listed building is what must be considered. As outlined, this is limited to a) the roadside junction location of the building, and b) views towards the building. The contribution to significance has been minimised over time through the residential and highways development within the junction area. The current proposal will alter elements of the setting which have already seen alteration. It will not affect the setting of the building *as it contributes to its significance*. Therefore 'neutral impact' is assessed to the setting as it contributes to significance. The potential harm to the listed building is to its fabric.

A) Cottenham Parish Council has commented that the Built Heritage Statement is not compliant with NPPF paragraph 128. Under NPPF paragraph 128, LPAs should require an applicant to describe the significance of any heritage assets affected, including any contribution made by their setting. The level of detail should be proportionate to the assets' importance and no more than is sufficient to understand the potential impact of the proposal on their significance. As a minimum the relevant historic environment record should have been consulted and the heritage assets assessed using appropriate expertise where necessary.

The Heritage Statement includes the list description, an assessment of the Almshouses and their setting which is very brief but sufficient, and an assessment of the impact of the works to the roundabout on the listed building, which is again very brief but sufficient (paragraphs 4.08 – 4.10, 4.13 - 4.14, 4.17 – 4.20). Although the author is not named, the Heritage Statement has been prepared by the Carter Jonas, who have the appropriate in-house expertise to carry out the assessment. It is is

cursory but adequate in meeting the requirements of paragraph 128. The Heritage Statement contains errors such as the misquoted NPPF paragraph 129/130, and could have been reorganised to more clearly follow Historic England guidelines, but this is not considered to impact its adequacy in NPPF terms, or its conclusions. The key paragraph is 4.17, wherein the setting is considered.

The Parish Council write that *'There is no evidence that the English Heritage methodology for assessing "setting and social and economic impact" has been used'*. There is no such methodology, however English Heritage have published recent guidance within Good Practice Advice in Planning Note 3 (GPA3) The Setting of Heritage Assets (March 2015). A 5-step process is set out as a recommendation, continued from 2011 guidance. The steps are essentially 1) identification, 2) assessment of setting, 3) assessment of proposed development, 4) maximising enhancement and reduction of harm, 5) final decision. This is not explicitly referred to but the steps are followed in the brief Heritage Statement, which additionally takes into account Historic England advice on the assessment of heritage value.

The Parish Council comment that the economic viability of the affected asset has not been assessed, referring to the paragraph 2.12 of SCDC's *SPD Works to or affecting the setting of Listed Buildings (2009)*. The paragraph in question quotes paragraph 2.16 of the PPG15, which was cancelled and replaced in 2010, and is no longer a consideration. PPG15 was replaced by PPS5, which was superseded by the NPPF in 2012. There is no statutory or policy requirement for such an assessment.

B

Concerns over impact on the fabric of the building relate to the impact of vibration from traffic, and the impact of standing water being splashed against the building.

The impact of water damage is an ongoing concern, and one identified within a Building Survey described by the Parish Council. SCDC has not received a copy of the survey so cannot comment further on its contents. The existing situation is clearly causing harm to the fabric of the building, and measures should be taken to reduce this harm. The proposed works will bring the road closer to part of the building, which may exacerbate an existing problem to part of the façade. There is potential here for a level of less than substantial harm to the Almshouses, however it is considered that there are opportunities for mitigation through conditions or details to be dealt with under Reserved Matters. For example, improving drainage to reduce standing water and/or construction of a low brick wall or appropriate fencing to prevent water reaching the building.

Noting that the Building Survey has not been made available, existing traffic vibration appears to be causing harm to the fabric of the building with stonework falling from the building. The building has an existing roadside location, and the problem is existing; the works will bring the road closer to only part of the building. The potential harm, although recognised, cannot be considered to be greater than less than substantial harm; there is a high bar for substantial harm. There is also potential to provide mitigation, for example through controlling the location of speed bumps. It may further be advisable to condition one or both of the following:

- 1) If the (existing, unseen) Building Survey identifies structural problems within the Almshouses which may be exacerbated by construction traffic, structural monitoring should be required during the construction phase. To include a pre-commencement Methodology, and sensors to remain in situ for the duration of construction.

- 2) Condition an assessment of possible vibration-induced damage in line with BS 7385.

The Parish Council suggest the proposed development may cause the abandonment of the building due to a decrease in quality of life for the inhabitants. It is an unfortunate fact that quality of life cannot be taken into account in assessing harm to the significance of a listed building. While the cessation of the continuous use of the Almshouses for charitable purposes may constitute less than substantial harm to the significance of the building (as this use contributes to its historical and communal value), there is no substantive evidence that this would be a direct result of the development, and it therefore cannot be taken into account in assessing the impact of the development on the significance of the listed building.

There is potential for the proposed works to cause less than substantial harm to the fabric of the building. It is considered that this potential harm can be mitigated or controlled. Any potential harm which cannot be mitigated or controlled should be weighed against the public benefits of the scheme under NPPF paragraph 134.

C

It should be noted that the Parish Council ascribe the 'village green' between the junction and the Almshouses to the setting which contributes to the significance of the building. This does not take into account the later 20th century date of the 'green', see above. The Built Heritage Statement concludes that the works will not alter the 'roadside junction' character of the setting of the listed building.

The works principally affect the road layout dating to the later 20th century, cutting back the 'green' but retaining the footpath. The works will have a neutral impact on the significance of the listed building. However, there appear to be a number of items to be agreed at the detailed design stage which may affect the setting of the listed building. This includes the location of signage and furniture such as bollards. Care should be taken to avoid cluttering the immediate setting and views of the building, which would cause less than substantial harm to setting and significance of the listed building.

In conclusion, the principle of the proposed works is acceptable. Where there is potential for harm to the significance of the listed building (water, vibration, clutter), this is more appropriately controlled or mitigated under Reserved Matters.

While we unfortunately cannot take into account impact on residents, we are aware of the harm that the proposals may cause or exacerbate to three properties within the listed building, as set out in the report. The impact of increased water and vibration damage will influence details to be determined at Reserved Matters such as drainage and speed bumps. Conservation and Highways will work together with the applicant to ensure harm is mitigated or minimised. We will also work together to ensure signage and other street furniture does not negatively impact views of the building.

As details regarding speed bumps, drainage, signage, bollards, and vibration investigation or monitoring are more appropriately resolved at Reserved Matters, there is sufficient information to enable the balancing exercise under NPPF paragraph 134 for this outline application. NPPF Paragraph 134 directs the decision takers to balance harm against public benefits. The public benefits of the scheme have significant weight and would outweigh a high level of less than substantial harm. It should be emphasised that the proposal has the potential to affect three units only, and will exacerbate existing issues rather than causing them. There is potential to mitigate the harm. Therefore it must be concluded that the less than substantial harm

is outweighed by the public benefits, and conservation grounds cannot form a reason for refusal which stands up to policy.

26. **Environmental Health Officer** – Has no objections in principle subject to conditions in relation to construction noise/vibration and dust and an artificial lighting scheme.
27. **Contaminated Land Officer** – Comments that the submitted report describes a limited amount of sampling at the site. Further investigation is required through a condition to be attached to any consent.
28. **Drainage Officer** – Has no objections subject to conditions in relation to surface water drainage and foul drainage.
29. **Affordable Housing Officer** – Comments that all developments that increase the net number of dwellings on a site by 3 or more need to provide 40% affordable housing suitable to address local housing needs. This proposed scheme is for up to 126 dwellings, therefore 50 would need to be affordable. The tenure mix for affordable housing in South Cambridgeshire District is 70% affordable rented and 30% intermediate housing. As at May 2016 there were a total of 1689 applicants registered on the housing register for South Cambridgeshire and 855 help to buy applicants. There are 70 people in need in Cottenham with a local connection. In Major Developments, Rural Centres and Minor Rural Centres the type (house, flat, bungalow) and size (bedrooms) of affordable housing will be based on the need across the district as a whole. However with 5 Year Land Supply sites such as this, there is also a requirement to address local housing need. As a starting point for discussions on the requirement for a local connection criteria on 5 year land supply sites, the first 8 affordable homes on each 5 year land supply site will be occupied by those with a local connection, the occupation of any additional affordable homes thereafter will be split 50/50 between local connection and on a Districtwide basis. If there are no households in the local community in housing need at the stage of letting or selling a property and a local connection applies, it will be made available to other households in need on a cascade basis looking next at adjoining parishes and then to need in the wider district in accordance with the normal lettings policy for affordable housing. The number of homes identified for local people within a scheme will always remain for those with a local connection when properties become available to re-let. In all cases the internal floor areas for the affordable housing should be required to meet the Nationally Described Space Standards' to ensure they meet the space standards required by a Registered Provider. Across the district there is a requirement for 5% of all affordable housing to be lifetime homes.
30. **Section 106 Officer** – Requires contributions in relation to formal sports space, formal children's playspace, indoor community space, community transport, burial ground, waste receptacles and monitoring. Formal and informal children's play space and informal open space would be provided on site.
31. **Local Highways Authority** – Has no objections as amended. The applicant has access rights over the roadway to Rampron Road. The submitted information in the conveyance clause 1 states that "Together with the full right and liberty for the purchasers and successors in title owners and occupiers for the time being of the said land coloured pink on the said plan and all other persons authorised by them in common with the owners and occupiers of other lands adjoining the said road from time to time and at all times hereafter and for all purposes to pass and re-pass with or without horses cattle carts carriages motor cars and other vehicles over and along the said road twenty feet in width coloured brown on the said plan but subject to the liability of the purchasers and the persons deriving title under them to pay a

reasonable proportion with the other owners occupiers aforesaid of the expense of keeping the said road in repair". Requires conditions that the accesses are provided prior to occupation.

32. **Cambridgeshire County Council Transport Assessment Team** – Has no objections as amended subject to a mitigation package secured through conditions or a legal agreement. The applicants have undertaken an assessment of the junction models provided with application S/1411/16/OL. This concludes that any differences in the models are not material and are considered robust. The development and the cumulative impacts of the developments subject of applications S/1411/16/OL and S/2876/16/OL have been modelled along with a second sensitivity test in 2023 that takes account of the committed and proposed developments. With or without the sensitivity test, the improvements to the roundabout proposed would mitigate the impact of the development at the Oakington Road and Rampton Road junction. The mitigation package includes the implementation of the roundabout improvements as shown on drawing number 1434/22 prior to the occupation of any dwelling in accordance with programme to be agreed; construction of a footway on the northern side of Oakington Road between the site entrance and the existing footway; the widening of the existing footway along the northern side of Oakington Road to provide a footway/cycleway between the site and the junction with Rampton Road; the widening of the existing footway to provide a footway/cycleway along the southern side of Rampton Road between the junction Oakington Road and the B1049; improvements to the bus stop outside No. 25 Rampton Road to include a bus stop shelter and a contribution of £7,000 towards the maintenance of a bus stop shelter; a contribution of £6,000 towards a local highway improvement scheme at the junction of Water Lane and Oakington Road in Oakington and a travel plan.
33. **Cambridgeshire County Council Historic Environment Team** – Has no objections to development proceeding subject to a condition to secure a written scheme of investigation. Comments that the proposed development area has been subject of a recent archaeological trench based evaluation and geophysical study. The archaeological evidence in the southern field of five demonstrated settlement remains dating from the Middle Iron Age to the Roman period. The developer needs to either avoid the remains to the north west of trenches 19 and 20 in the southern field through no development and a long term management plan or excavate the remains in advance of construction. A small excavation area would also need to be opened around the contemporary evidence found at trench 2. The remaining fields to the north west had no/low significance archaeology.
34. **Cambridgeshire County Council Flood and Water Team** – Has no objections as amended subject to conditions in relation to a detailed surface water drainage scheme based upon the sustainable drainage principles in the agreed Flood Risk Assessment and Surface Water Drainage Strategy by RSK dated May 2016 and maintenance of the surface water drainage system.
35. **Environment Agency** – Has no objections in principle subject to conditions in relation to contaminated land and groundwater and pollution control. Also requests informatives with regards to surface water drainage and foul water drainage.
36. **Anglian Water** – Has no objections. Comments that the foul drainage is in the catchment of Cambridge Water Recycling Centre which has available capacity. Requests a condition covering the foul drainage strategy to ensure no unacceptable risk of flooding downstream. The proposed methods of surface water disposal do not relate to Anglia Water operated assets. Suggests an informative as there are assets owned by Anglian Water within or close to the boundary that may affect the layout of

the site.

37. **Cambridgeshire County Council Waste Team** – Comments that the development lies within the Cambridge and Northstowe Household Recycling Centre catchment area. There is insufficient capacity to accommodate the development. However, an extension is planned that has already pooled five developer contributions. No further contributions are therefore considered necessary. Conditions should be attached to any consent in relation to a Construction Environmental Management Plan and a Detailed Waste Management and Minimisation Plan.
38. **Cambridgeshire County Council Education Team** – Comments that there is insufficient early year's provision and primary school provision in the village to accommodate the development and contributions are therefore sought to mitigate the impact. A scheme for expansion of the existing primary school through a full form of entry is has been put forward. The cost would need to be apportioned to the cumulative developments in the village. There is adequate secondary school provision.
39. **Cambridgeshire County Council Libraries Team** – Comments that the development and other developments in the area would require contributions of £18,906 towards a scheme to increase the capacity of the existing library. This would be achieved through the removal of internal walls and decreasing the size of the workroom/ staffroom to create an enlarged library area.
40. **NHS England** – Comments that the proposed development is likely to have an impact on the services of 2 main GP practices and a branch surgery operating within the vicinity of the application site. The GP practices do not have capacity for the additional growth resulting from this development. The development could generate approximately 302 residents and subsequently increase demand upon existing constrained services. It would have an impact on primary healthcare provision in the area and therefore must provide appropriate levels of mitigation. In this instance, the development would give rise to a need for improvements to capacity by way of extension, refurbishment, reconfiguration or relocation at Cottenham Surgery; a proportion of the cost of which would need to be met by the developer. A developer contribution will be required to mitigate the impacts of this proposal. The calculated level of contribution required is £41,420. This sum should be secured through a planning obligation linked to any grant of planning permission.
41. **Cambridgeshire Fire and Rescue Service** – Requires adequate provision for fire hydrants through a condition of any consent.
42. **Huntingdonshire Sustainability Team** – Has no objections and comments that the applicant recognises the relevant policies that influence energy, carbon and water reduction and will be addressed at the reserved matters stage.
43. **Crime Prevention Design Officer** – Has no comments at this stage.
44. **Cambridgeshire County Council Rights of Way Team** – Comments that there are no public rights of way across the site. States that it is imperative that the long term strategy for multi-user routes across all developments in Cottenham demonstrates how it would ensure good permeability throughout the village, to the surrounding villages and to the countryside.
45. **Cottenham Village Design Group** – Has not responded.

Representations

46. 11 letters of objection have been received from local residents that raise the following concerns: -
- i) Insufficient infrastructure to cope with the development i.e. roads, schools, doctors surgeries.
 - ii) Increase in traffic and highway safety issues for vehicles, pedestrians and cyclists.
 - iii) Encroachment into the countryside and Impact upon rural views and character of the village.
 - iv) Distance from centre of village services and facilities and bus service to city takes a long time.
 - v) Flood risk.
 - vi) Impact upon heritage assets from new roundabout.
 - vii) Neighbour amenity particularly noise and pollution.
 - viii) Status of right of way to Rampton Road.
 - ix) Lack of parking on the site and in village to accommodate new residents.
 - x) Impact upon wildlife.
 - xi) Disturbance to horses on adjacent land during construction.
 - xii) Cumulative impact of other developments in village.
 - xiii) Delivery of affordable housing within 5 years.
 - xiv) Accuracy of reports.
47. Letters have been received from Cottenham Charities on behalf of the Trustees of the John Moreton Almshouses and The Almshouse Association that have concerns in relation to the damage that would be caused to the listed buildings as a result of the additional traffic generated from the development. The buildings have minimal foundations and are showing fractured brickwork aswell as detached drip mouldings around the windows. The installation of a larger roundabout and speed cushions would move traffic closer to the listed buildings that will have a detrimental effect on through increased noise and vibration. There is also concern in relation to the social impact through safety to existing residents and ability to attract new residents.

Site and Surroundings

48. The site is located outside the Cottenham village framework and in the countryside. It is situated to the west of the village and comprises a number of arable and pastoral fields that measure approximately 4.6 hectares in area. A row of Poplar trees run along part of the southern boundary and a row of Leylandii trees run along the northern boundary of the site. Sporadic landscaping forms part of the southern boundary and western boundary. A hedge runs east to west across the site and along part of the northern boundary. Residential development is situated along Rampton Road to the north and Oakington Road to the east of the site. Open agricultural land lies to the south and west. The site lies within flood zone 1 (low risk).

Proposal

49. The proposal as amended seeks outline planning permission for a residential development of up to 126 residential dwellings. Access forms part of the application with all other matters reserved for later approval.
50. There would be one main access point to the site from Oakington Road with an emergency access from Rampton Road. The development would include 40% affordable housing (50 dwellings), public open space and children's playspace, surface water flood mitigation and attenuation and structural planting and landscaping.

Planning Assessment

51. 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.

Principle of Development

52. Cottenham is identified as a Minor Rural Centre under Policy ST/5 of the adopted LDF where there is a good range of services and facilities and residential developments of up to 30 dwellings are supported in village frameworks in policy terms. The erection of up to 126 dwellings would be of a scale not normally allowed in such locations and therefore under normal circumstances would be considered unacceptable in principle. Considerable weight can be attached to this policy given that it performs a material planning objective. However, this needs to be considered in the context of the lack of housing land supply.
53. Cottenham is identified as a Rural Centre under Policy S/8 of the emerging Local Plan where there is a good range of services and facilities and residential developments with no limit on size are supported in village frameworks in policy terms. The erection of up to 126 dwellings would not normally be allowed in such locations as it is outside the development framework and therefore under normal circumstances would be considered unacceptable in principle. Considerable weight can be attached to this policy given that it performs a material planning objective. However, this needs to be considered in the context of the lack of housing land supply.

Housing Land Supply

54. 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.
55. The Council accepts that it cannot currently demonstrate a five year housing land supply in the district as required by the NPPF, having a 4.1 year supply based on the methodology used 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 assessment of housing delivery (in the housing trajectory March 2017). 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.
56. 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. The affected policies, on the basis of the legal interpretation of "policies for the supply of housing which applied at the time of the Waterbeach decision, were 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).
57. 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 and held that the term was so 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 in the Council's development plan which have the potential to restrict or affect housing supply were to be considered out of date in respect of the NPPF. The decision of the Court of Appeal tended to confirm the approach taken by the Inspector who determined the Waterbeach appeal. As such, as a result of the decision of the Court of Appeal, policies including policy ST/5 of the Core Strategy and policies DP1(a) and DP7 of the Development Control Policies DPD fell to be considered as "relevant policies for the supply of housing" for the purposes of NPPF para.49 and therefore "out of date".

58. However, the decision of the Court of Appeal has since been overturned by the Supreme Court, in its judgement dated 10 May 2017. The principal consequence of the decision of the Supreme Court is to narrow the range of policies which fall to be considered as "relevant policies for the supply of housing" for the purposes of the NPPF. The term "relevant policies for the supply of housing" has been held by the Supreme Court to be limited to "housing supply policies" rather than more being interpreted more broadly so as to include any policies which "affect" the supply of housing, as was held in substance by the Court of Appeal.
59. The effect of the Supreme Court's judgement is that policies ST/5, DP/1(a) and DP/7 are no longer to be considered as "relevant policies for the supply of housing". They are therefore not "out of date" by reason of paragraph 49 of the NPPF. None of these adopted policies are "housing supply policies" nor are they policies by which "acceptable housing sites are to be identified". Rather, together, these policies seek to direct development to sustainable locations. The various dimensions of sustainable development are set out in the Framework at para. 7. It is considered that policies ST/5, DP/1(a) and DP/7, and their objective, individually and collectively, of securing locational sustainability, accord with and further the social and environmental dimensions of sustainable development, and accord therefore with the Framework.
60. However, given that the Council cannot demonstrate currently a five year housing land supply, its "housing supply policies" remain out of date (albeit "housing supply policies" do not now include policies ST/5, DP/1(a) or DP/7). As such, and in accordance with the decision of the Supreme Court, para. 14 of the NPPF is engaged and planning permission for housing development should be granted, inter alia, "unless an adverse impact of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies of [the] Framework taken as a whole ...".
61. This means that even if policies are considered to be up to date, the absence of a demonstrable five year housing land supply and the benefit, in terms of housing delivery of a proposed residential-let development supply cannot simply be put to one side. The NPPF places very considerable weight on the need to boost significantly the supply of housing, including affordable housing, particularly in the absence of a five year housing land supply. As such, although any conflict with adopted policies ST/5, DP/1(a) and, DP/7 is still capable, in principle, of giving rise to an adverse effect which significantly and demonstrably outweighs the benefit of the proposed development, any such conflict needs to be weighed against the importance of increasing the delivery of housing, particularly in the absence, currently, of a five year housing land supply.

62. A balancing exercise needs therefore to be carried out. As part of that balance, in the absence of a five year housing land supply, considerable weight and importance should be attached to the benefit which a proposal brings in terms of delivery of new homes (including affordable homes). It is only when the conflict with other development plan policies – including, where engaged, ST/5, DP/1(a) and DP/7, which seek to direct development to the most sustainable locations – is so great in the context of a particular application as to “significantly and demonstrably outweigh” the benefit of the proposal in terms of deliver of new homes, that planning permission should be refused. This approach reflects the decision of the Supreme Court in the *Hopkins Homes* appeal.

Sustainable Development

63. The NPPF states that there are 3 dimensions to sustainable development, economic, social and environmental.

Economic Aspects

64. The provision of up to 126 new dwellings will give rise to significant 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 in the short term.

Social Aspects

Provision of Housing

65. The development would provide a significant benefit in helping to meet the current housing shortfall in South Cambridgeshire through the delivery of up to 126 dwellings. This would include 50 affordable dwellings.

Housing Delivery

66. The applicant is a housebuilder and there will not be a need to market the site. The submission of a reserved matters application can be prepared immediately following the grant of any permission. There is no significant contamination on the site and the development would not require the provision of any significant infrastructure that may delay delivery. It is estimated that from the date of approval, it would be 1.5 years to construction of the first dwelling with a build rate of 56 units per annum and 3.9 year to completion. The scheme is therefore realistically deliverable within 5 years. Please see the timetable below in relation to the delivery of the scheme within 5 years.

Outline Submission	Resolution to Approve	S106	RM Prep and Submission	RM Approval	Technical Approval	Tender Period and Road Start	House Build Start	Build Rate
June 2016	August 2017	Oct 2017	January 2018	April 2018	July 2018	Sept 2018	Nov 2018	56 units per year
							1 year 3 months	3 years 9 months

68. Given the above and in order to encourage early delivery, it is reasonable to require the applicants to submit the last of the ‘reserved matters’ application within 2 years from the grant of outline consent, with work to commence within 12 months from such

an application being approved, thereby allowing 2 years for the properties to be built and sold.

Scale of Development, Cumulative Impact and Services

69. This proposal for up to 126 dwellings and along with the proposals under planning application references S/1952/15/OL for 50 dwellings, S/1411/16/OL for 200 dwellings and 70 apartments with care, and S/2876/16/ OL in the short term for 154 dwellings, this would result in a total of 600 new dwellings within the village of Cottenham if all schemes were approved. Given the current lack of a 5 year housing land supply and that policy ST/5 is out of date, it therefore needs to be determined 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.
70. The Services and Facilities Study 2013 states that in mid 2012 Cottenham had an estimated population of 6100 and a dwelling stock of 2,540. It is one of the larger villages in the district. An additional 600 dwellings would increase the number of dwellings by 24%. This is a significant figure but is not considered to be out of scale and character with the size of the village and its services and facilities.
71. 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 difficult to state that Cottenham is not a sustainable location for increased housing development. The status of the village is due to be upgraded and the emerging Local Plan and the Services and Facilities Study 2013 identifies a wide range of services and facilities in the village that include a secondary school, primary school, children's nurseries, two doctors surgeries, dentist, a large food store, post office, butchers, bakers, pharmacy, village store, newsagents, hairdressers, four public houses, a village hall, sports pavilion and library. There is also a bus service to and from Cambridge every 20 minutes Mondays to Saturdays until 1900 hours and hourly thereafter, and every 30 minutes on Sundays until 1800 hours. There is also a bus service to and from Ely Mondays to Saturdays with approximately 6 buses throughout the day.
72. 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 1250 metres from the High Street. However, the primary school and village hall are located closer on Lambs Lane at a distance of 600 metres and the secondary school is located on The Green at a distance of 950 metres. The nearest bus stop is on Rampton Road close to the junction with Oakington Road at a distance of 600 metres.
73. The village is ranked joint 4th in the Village Classification Report 2012 in the District in terms of access to transport, secondary education, village services and facilities and employment. It falls slightly below Sawston, Histon & Impington and Cambourne that are all Rural Centres hence it's proposed upgrading in the emerging Local Plan. It also ranks above Fulbourn that is currently a Rural Centre. 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 and the majority of their wider needs. Cottenham is therefore considered a sustainable location for a development of this scale. In contrast, it should be noted that Waterbeach has a significantly lower score and has been considered sustainable for a similar number of dwellings.

Housing Density

74. The overall site measures approximately 4.6 hectares in area. The net developable site area measures 3.9 hectares. The erection of up to 126 dwellings would equate to

a maximum density of 32 dwellings per hectare across the whole of the site. This density would not comply with the requirement of at least 40 dwellings per hectare for sustainable villages such as Cottenham set out under Policy HG1 of the LDF. However, it is considered acceptable given the sensitive location of the site on the edge of the village.

Affordable Housing

75. 50 of the 126 dwellings (40%) would be affordable to meet local needs as set out in Policy HG/3 of the LDF. No details of the affordable mix have been provided. Given that the application is currently at outline stage only, it is considered that the exact mix could be agreed at the reserved matters stage in agreement with the Council's Affordable Housing Officer. The tenure mix would 35 dwellings affordable rented (70%) and 15 shared ownership (30%) which is in accordance with the Council's policy. Given that the proposal is considered a 5 year supply site, the first 8 dwellings would be available to those that have a local connection with the remainder being split 50% to those with a local connection and 50% to those district wide.

Market Housing Mix

76. The development would provide a range of dwelling types and sizes that range from one and two bedroom homes to larger family homes to comply with Policy HG/2 of the LDF or Policy H/8 of the emerging Local Plan. No details of the market mix have been provided. 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. A condition would be attached to any consent to ensure that the mix is policy compliant.

Developer Contributions

77. 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.
78. 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.

Open Space

79. The Recreation and Open Space Study 2013, forming part of the Local Plan submission, showed that Cottenham needed 9.92 ha of sports space but had 4.66 ha, i.e. a deficit of 5.26 ha.
80. Cottenham has a single recreation ground with three senior football pitches, a mini soccer pitch, bowls green, play area and pavilion built in 2015 for approximately £700,000. There is one cricket pitch in shared use by juniors and seniors. A new pavilion was provided in 2007 at a total cost of £400,000 at Cottenham Village College, where there are currently six senior football teams, eight junior football teams, three cricket teams and a women's football team using the facilities. Two junior football teams use the primary school football pitch and four colts' cricket teams and a senior team use Cottenham Village College. To address the need for increased

pitches to meet local need the Parish Council has purchased a 99-year lease on eight acres of land adjacent to the recreation ground. The Parish Council is also seeking to buy or lease additional land adjacent to the current Recreation Ground so as to add at least one additional football pitch and provide space for a 3-court MUGA and pavilion.

81. 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. Cottenham Parish Council has said that in order to meet the needs of future residents, sports contributions are required to part fund a number of projects including a new sports pavilion, additional cricket squares, pitch drainage, floodlights and additional land. As an estimate the development would be required to pay in the region of £130,000 in accordance with the policy.
83. However, although there is a demand for improved sports facilities, there is a greater need for new indoor community space facilities in Cottenham. On that basis (and as was secured at the Endurance Estates application for 50 dwellings at Oakington Road) the Council would propose reducing the sports contribution in lieu of an increased community space contribution. The net effect is that the owner's liability remains the same but such an approach would make the delivery of the new community centre more possible (and which is needed to mitigate the impact or growth in the village). Rather than secure £130,000 sports contribution the Council seeks a contribution of £60,000 with the difference (£70,000) being added to offsite indoor community space.
84. The Recreation and Open Space Study July 2013, forming part of the Local Plan submission, showed that Cottenham needed 4.96 ha of play space whereas it had 0.26 ha, i.e. a deficit of 4.70 ha.
85. Based on a likely housing mix the development would be required to provide circa 1000 m² of formal play space (i.e. an area sufficient to contain 2 LEAPs and 1000 m² of informal play space).
86. The open space in new developments SPD states that a LEAP serves an area of 450 metres distance (i.e. a 6 minute walk). A NEAP serves an area of 1,000 metres distance (i.e. a 15 minute walk). The nearest play area to this site is around 1,700 metres away.
87. The applicant is proposing providing a LEAP which would go a small way in order to mitigate the impact of the development. In addition to the LEAP, the developer would need to make either onsite provision of play equipment focussing on an older age range (i.e. skate parks, MUGA's etc) or provide a financial contribution towards providing play equipment for 8-14 year olds. If this is satisfied by way of an offsite payment the suggested contribution is £70,000.
88. Cottenham Parish Council has a number of projects that would provide play facilities for this age. Such projects include a street snooker table, skate park extension, MUGA and land acquisition.
89. The Recreation and Open Space Study July 2013, forming part of the local plan submission, showed that Cottenham needed 2.48 ha of informal open space but had 4.00 ha, i.e. a surplus of 1.52 ha.
90. The informal open space requirement (and informal play space requirement) will be satisfied through the provision of a publically accessible green space proposed being

located within the development and secured via a s106 agreement.

91. It is the Local Planning Authority's preference that the public open space is offered to Cottenham Parish Council for adoption

Community Facilities

92. The Community Facilities Audit 2009 states that Cottenham has a need for 677 square metres of indoor meeting space but had 294 square metres, i.e. a deficit of 383 square metres.
93. Cottenham is served by Cottenham Salvation Army Hall and Cottenham Village Hall. Cottenham Salvation Army Hall is described as a fairly new church hall and also a barn style building at the rear. The barn is where most of the activities seem to take place. The barn has kitchen and toilet facilities although these are dated and may need replacing soon. The church hall also has toilet facilities and an old kitchen which is currently being used for storage. The actual structure of the Church hall seems 'sound', however the barn may need refurbishment soon. Cottenham Village Hall is described as a very small facility, little more than a meeting room, but in good condition, with adjoining kitchen, but no facilities for disabled users.
94. Off-site contributions are required towards community facilities to comply with Policy DP/4 of the LDF.
95. Cottenham Parish Council has said that in order to meet the needs of future residents a multipurpose community centre needs to be constructed.
96. Cottenham Parish Council is embarking on a plan to provide a community centre in the village. The estimated cost of this building is now at £2.5m and which would incorporate different users including possibly early years. The Parish Council have drawn up a brief for the building design and have now appointed an architect. A planning application is expected to be received shortly. The ground floor will consist of a parish office, multi-purpose space (approx. same size as existing mail hall) with integrated storage space, kitchen and toilets which can be 'locked down' whilst the rest of the building is used for other purposes, a nursery suitable for full time care consisting of 3 multi-purpose rooms, kitchen, milk kitchen, laundry room, reception area + fenced outside space and a small meeting room. The first floor will consist of a Sports & Social Club bar, multipurpose rooms which can be hired together or separately, a kitchen and balcony overlooking the playing fields.
97. The external design will mirror that of the new sports pavilion. The Parish Council will also be extending the size of the existing car park. The building footprint is slightly larger (towards the football pitch) than the existing design; this will necessitate moving the pitches towards the pavilion and tree line.
98. A financial contribution based on the approved housing mix will be required in accordance with the published charges as set out below. This would result in a contribution in the region of £60,000 being payable.

Community Transport

99. A proposal has been put forward by Cottenham Parish Council to either establish a new community transport initiative and which they would run or alternatively the Councils would work with existing operators (such as Ely & Soham Association for Community Transport) to provide:

- (1) A fixed timetable during commuter hours between the development and the destinations of Oakington Busway stop and Waterbeach train station.
- (2) A flexible demand responsive service offering journeys throughout the village but also between the site and destinations including Ely.

- 100. The cost of providing a subsidised service for 5 years is £320,000 comprising £70,000 vehicle purchase (2-3 years old) and £50,000 per annum subsidised service. A small fee over these 5 years will be charged for users of the service as the total cost is likely to be in the region of £90,000 per annum.
- 101. The Council is proposing dividing the total cost across all developments (ensuring that there is a fair and reasonable approach) such that each new dwelling will be required to contribute £666.67. This would result in a total contribution of £84,000.42 (126 dwellings x £666.67).
- 102. Any future development would contribute towards extending the length of subsidy (i.e. before a 'full' charge would be levied). Although the subsidy will run out at a future point it is hoped that residents will continue to use the service thereby reducing the impact of the developments on the highway network.

Burial Ground

- 103. Cottenham Parish Council has identified the need for a burial ground in the village. There are currently three burial grounds as follows: -
 - i) The Dissenters' Cemetery off Lambs Lane is within 3 or 4 years of being full. There are about 12 vacant plots remaining with between 3 and 6 new plots being used each year. They have contingency plans for interment of ashes but the pressing need is to bring a new strip of adjacent land into use for burials that would create capacity for around 50 additional plots. However, the charity has limited access to finance to pay for the necessary 10 metre hardened access path, a 50 metre replacement fence and ground preparation. Longer term there will be a need to consider some "recycling" of the oldest (100+ years as allowed by law) plots.
 - ii) The "Church" part of the cemetery at All Saints Church is already full with recent "new plot" burials using plots in the unconsecrated "Public Burial Ground" part. This practice may become an issue creating an immediate need for additional consecrated space in which case the most likely solution is to acquire adjacent land from Cambridgeshire County Council.
 - iii) The "Public Burial Ground" at All Saints Church has about 50 unused plots, equivalent to a maximum of 10 years supply at the recent rate of burials. The presence of a 70 unit apartment with care would likely create more pressure on burial spaces than houses meaning spare capacity is likely to be taken up quicker.
- 104. Parishioners or inhabitants of a parish have the right to be buried in the parish churchyard or burial ground where they live. You are only entitled to be buried in the parish of your choice if permission can be obtained from the minister of the parish. Given the lack of burial provision across the District this is unlikely. This demonstrates that the most likely place of burial for residents of both the dwellings and care home will be within Cottenham.
- 105. Cottenham Parish Council has articulated a method by which an offsite contribution may be calculated to acquire only the quantum of land necessary for this development and which comes to approximately £210 per house. This calculation is set out below.
 - A = Purchase price per acre of land (£250,000)
 - B = Cost of laying out each acre of land, car parking, fencing, benches, footpaths, landscaping etc (£100,000)

C = Total cost of purchasing and laying out 1 acre of burial land ($A+B$) (£350,000)
 D = Number of single burial plots than can be achieved per acre of land (1250)
 E = Cost of providing each burial plot (C / D) (£280)
 F = Burial/cremation 'demand' per house over 100 year period (2.5 per property)
 G = % of people likely to be buried rather than cremated (assume 30%) source:
 Constitutional Affairs Select Committee Eighth Report, 2006
 H = Burial plots needed per house ($F \times G$) (0.75)
 I = Cost of providing burial space on a per house basis ($E \times H$) (£210)
 The total contribution required is therefore calculated at £26,460 (126 x £210 per dwelling).

106. There is a substantial amount of uncultivated farmland owned by County Farms adjacent to the All Saints Church graveyard and Public Burial Ground which could probably be acquired and prepared in due course. The Dissenters cemetery have purchased some land as an extension but this will require investment to convert into a graveyard.

Waste Receptacles

107. 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.

Monitoring

108. To ensure the provision and usage of on-site infrastructure, a monitoring fee of £2,000 is required.

Education

109. The development is expected to generate a net increase of 38 early year's children, of which 20 are entitled to free provision. In terms of early years' provision, there are three childcare providers in Cottenham- the Ladybird pre school and two childminders. There is insufficient capacity in the area to accommodate the places being generated by this development. Therefore, a contribution of £194,400 towards early years provision is required.
110. The development is expected to generate a net increase of 45 primary aged children. The catchment school is Cottenham Primary School. The County Council's forecast indicates that the school will be operating at capacity with intakes based upon the Published Admission Number of 90. However, it is accepted that an unexpectedly low cohort admitted into reception in 2016 which means that there are a number of surplus spaces in the short-term.
111. The places are limited to a single cohort and it is not considered appropriate to simply deduct these places from the demand from the developments. This is due to the fact that by the time the development is completed, this small cohort will be in Years 5 and 6. It is considered more appropriate to plan for the medium term.
112. There is no information to assess the reasons for the small cohort but it is considered that there are a number of factors which suggest that this may not be maintained in the medium term. Specifically, a poor Ofsted report (requiring improvement) combined with surplus capacity in nearby catchments. It is anticipated that the school will rapidly return to a good rating and there will be less opportunity for pupils to attend other

schools due to infill developments.

113. In the medium term, it is reasonable to assume that there will be some limited capacity at the primary school. Given this, it is justified to adjust proportionately the identified requirements to mitigate the impact of all upcoming developments in Cottenham.
114. Taking the average of 5 surplus places per year, an additional 16 places would be required in each year group (just over 0.5 Full Entry).
115. The Council has recently completed refurbishment of the primary school in response to growing demand in the village. It is a three form of entry primary school.
116. An additional full form of entry would need to be provided to expand the existing primary school. The project is for a stand alone building on land adjacent to the existing primary school owned by the County Council. The total cost is estimated at £3.5 million and these would need to be split proportionately in relation to potential developments in the village. To mitigate the impact of this development, a contribution of £486,000 towards primary provision is required.
117. The development is expected to generate a net increase of 32 secondary school places. The catchment school is Cottenham Village College. There is sufficient capacity in the area to accommodate the places being generated by this development. Therefore no contribution for secondary education is required.

Libraries and Life Long Learning

118. The proposed increase in population from this development (126 dwellings x 2.5 average household size = 315 new residents) will put pressure on the library and lifelong learning service in the village. Cottenham library has an operational space of 128 square metres. A contribution of £18,906 (£60.02 per head x 315 residents) is required to address the increase in demand that would go towards the modification of the library to create more library space and provide more shelving and resources.

Strategic Waste

119. This development falls within the Cambridge and Northstowe Household Recycling Centre catchment area for which there is currently insufficient capacity. The development would not require a contribution towards the project to expand capacity as 5 schemes have already been pooled towards this project.

Health

120. NHS England considers there is insufficient GP capacity in the two surgeries in the village to support the development. The development could generate approximately 302 residents (126 dwellings x average household size of 2.4) and subsequently increase demand upon existing constrained services. The proposed development must therefore provide appropriate levels of mitigation. The development would give rise to a need for improvements to capacity by way of extension, refurbishment, reconfiguration or relocation at Cottenham Surgery; a proportion of the cost of which would need to be met by the developer. The level of contribution required is £41,420 (additional floor space of 40 square metres x £2,000 per square metre).

Summary

121. 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. The applicants have agreed to these contributions.

Environmental Aspects

Character and Appearance of the Area

122. The site comprises five small arable and pastoral fields that mark the transition between the open landscape and village edge. The land is relatively flat. There is a row of Poplar trees along the south western edge of the site that provide a feature at the entrance to the village from Oakington. A row of leylandii is situated beyond on the north eastern edge of the site. Existing development lies to the north along with a proposed development.
123. The site is situated within The Bedfordshire and Cambridgeshire National Landscape Character Area but is close to and influenced by the Fens Landscape Character Area to the north and east.
124. The local landscape is of regular, medium to large sized arable fields separated by ditches with some native hedgerows and shelterbelt planting.
125. The existing Poplar trees and leylandii at the entrance to the site would provide some degree of screening and filtering of the development from the west. The development would extend the urban form into the countryside and would be highly visible as it will be set on relatively high ground with limited existing planting on the northern part of the site. This would result in some medium/minor adverse landscape impacts.
126. The Landscape and Visual Impact Assessment provides some mitigation measures such as extension of planting along the south western boundary and planting on the other boundaries to integrate the development into the landscape. These measures would ensure that the proposal would not result in significant visual harm that would adversely affect the landscape setting of the village.

Design Considerations

127. The application is currently at outline stage only, with means of access included as part of the application. All other matters in terms of the layout of the site, scale, external appearance and landscaping are reserved for later approval.
128. One main vehicular access point would be provided to the site from Oakington Road. In addition, an emergency vehicular access would be provided from Rampton Road. These accesses would incorporate footways to allow pedestrian access. A new footway would be provided along Oakington Road to link with the existing footway. Potential pedestrian and cycle links are also shown to the adjacent development sites.
129. The indicative layout plan shows a single linear spine road that runs centrally through the site following its shape. A landscaped area would be provided at the entrance to the site from Oakington Road and the first dwellings would be provided at the point where the road turns northwards. A number of areas would have a shared surface that would lead to small groups of dwellings with private shared driveways.

130. A wide range of sizes and types of dwellings would be provided within the scheme. The maximum height of the dwellings would be two and a half storeys. The form, design and materials would reflect the local area. Focal buildings would be provided at key points within the development to provide legibility. Buildings would provide defined frontages, turn corners and provide surveillance along key routes and open space. The density would be lower on the edges of the site adjacent to open countryside.
131. A large area of open space would be provided centrally on the site (0.71 hectares). This would incorporate a Local Equipped Area of Play (LEAP) and informal open space.
132. Whilst the comments of the Urban Design Officer in relation to the density of the development are acknowledged, it is considered that the scale of development proposed could be accommodated on the site. The overall density is 32 dwellings per hectare. Notwithstanding the above, the application is currently at outline stage only for up to 126 dwellings and any reserved matters application would need to demonstrate that the scheme is not out of keeping with the character and appearance of the area and would comply with Policy DP/2 of the LDF.

Trees/ Landscaping

133. The proposal would not result in the loss of any trees and landscaping that make a significant contribution to the visual amenity of the area. The Poplar trees on the south western boundary that provide an important feature at the edge of the village and the Leylandii trees at the entrance to the site would be retained and protected along with the apple and plum trees along the north eastern boundary and apple and plum trees that run across the site. The trees at the western corner of the site and within the gardens of existing dwellings would also be protected.
134. The landscaping along the south western boundary would be extended to the edge of the site. This would have a width of 12 metres and provide a substantial landscape buffer on the edge of the site adjacent to the open landscape. New landscape planting would also be provided along the other boundaries and within the site. The landscaping details would be a condition of any consent along with an updated tree survey and protection strategy. The proposal is therefore considered to add to biodiversity and comply with Policy NE/6 of the LDF.

Biodiversity

135. The biodiversity survey submitted with the application states that the site comprises mainly an agricultural landscape. Habitats include dilapidated buildings, grassland, tree lines, hedgerows, scrub and dry ditches. Overall, the site is considered to be of low to moderate ecological value with potential for foraging and commuting bats, widespread reptiles, common and ground-nesting birds and hedgehogs. A large (likely main) Badger sett was also found within a wide hedgerow towards the centre of the site.
136. A large badger sett was found in the wide hedgerow that runs across the site. There were approximately 19 active holes spread over a distance of 20 metres. Badger hairs were found around a number of the holes along with a latrine and some bedding being dried outside three holes. It is therefore considered to be an active main sett. Another smaller annexe sett was found within the same hedgerow with a track between the setts. The grassland and scrub habitats throughout the site were considered suitable for foraging and commuting badgers and tracks were seen going through the site both

to the northeast and southwest of the sett. Given the size of the sett, a further survey was necessary to assess the extent that badgers use the surrounding habitats and how it interacts with other setts in the area to ensure that the development of the site would not have an unacceptable impact upon the viability of the sett.

137. The detailed badger survey included a walkover survey and baitmarking survey of the site. Four setts were found- one main sett, one annexe sett and two outlier setts. A wide variety of badger field signs were found during the walkover survey to include latrines and tracks. The bait marking survey with use of soft blocking and camera traps revealed significantly reduced activity at all setts present. It was concluded that badgers use the setts sporadically throughout the year.
138. The development would provide a 20 metre exclusion area around the badger setts. This is welcomed but further details need to be provided to demonstrate how this area would be retained and protected including long term management measures to minimise disturbance. Details of the badger vegetation corridors and the tunnel below the road are also required. The badger mitigation scheme needs to be informed by up-to-date badger surveys submitted prior to the commencement of development that would be a condition of any consent.
139. The dilapidated buildings on the site to be removed did not provide any potential roosting opportunities for bats. Two trees within the Poplar line along the south western boundary had low potential for bat roosts. These trees would be retained within the development. The Poplar trees and wide hedgerow across the site had low quality foraging opportunities and commuting routes. These habitats would be retained within the development. Any lighting on the site would have a low risk of impact to bat roost or foraging and commuting routes.
140. The tall grassland habitat on the site was not considered to provide any significant potential for reptiles. However, the small tussocky grassland and scrub provided some potential foraging and shelter. There is a record of grass snake within 2km of the site so there may be potential for this to be present on the site.
141. A number of birds were recorded on the site. The tree line, hedgerows, fruit trees and areas of dense scrub were all considered to provide potential nesting opportunities for common bird species. The tree lines and the majority of the hedgerows will be retained and the loss of the remaining habitats is unlikely to have a significant impact upon the local population. The grassland may provide potential for ground nesting birds if it is low in height along with the disused arable areas. However, the potential is unlikely to result in a significant risk.
142. The hedgerow, shrubs and dense scrub were considered to provide potential shelter and foraging habitat for hedgehogs, and the grassland habitats would provide additional foraging habitat. The majority of the hedgerow and shrubs will be retained and therefore the proposed development is unlikely to significantly impact the local population.
143. The grassland areas were considered to provide some low quality potential habitat for foraging and sheltering brown hares. Given the extent of similar habitat in the surroundings and the low quality of the habitat on site, the proposed development was considered unlikely to significantly impact any local population.
144. No water bodies are present on the site that may provide a habitat for great crested newts.

145. Given the above, the proposal would not result in the loss of any important habitats for protected species. Conditions in addition to the above badger requirements would also need to be attached to any consent to secure ecological mitigation for other species in line with the recommendations in the report, external lighting design for bats and ecological enhancements.

Heritage Assets

146. The nearest listed buildings (grade II) to the site are the Water Tower on Lambs Lane and the Almshouses at the junction of Rampton Road and Oakington Road.
147. Section 66 of the Planning (Listed Buildings and Conservation Areas) Act 1990 states that in considering whether to grant planning permission for development which affects a listed building or its setting, the Local Planning Authority 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.
148. The Water Tower is located a significant distance from the site and the development would not result in harm to its setting.
149. Whilst the works are required to the roundabout adjacent to the Almshouses do have an impact on these listed buildings in relation to water and noise this has been considered taking into account the cumulative impact of the developments which have already had the benefit of planning permission and are live, it is considered to be less than substantial harm. The acidic water can be mitigated by the regular maintenance of the gullies, and should flooding occur on very rare occasions, the frequency would not result in significant harm to the listed building. It would occur on so few occasions it would be considered as *deminimus*. In relation to the issue of noise, the level of activity associated with the improvement to the roundabout raise the possibility of damage to the listed building through vibration. It is difficult to prove, due to the level of traffic anticipated and when there is already an impact on the buildings by the proximity of the existing road and traffic that cause noise and disturbance. The alterations in the design are not significant enough to exacerbate the issue to a level where significant harm could be considered. This limited, "less than substantial harm" is considered to be outweighed by the benefits of the scheme in terms of a significant number of dwellings towards housing land supply in the District. The proposal would therefore comply with Policy CH/4 of the LDF.
150. In response to Cottenham Parish Council concerns regarding: A – Lack of adequate assessment – The Heritage Statement as submitted includes the list description, an assessment of the Almshouses and their setting and an assessment of the impact of the works to the roundabout on the listed building. It is sufficient to understand the potential impact of the proposal on their significance. English Heritage have a Good Practice Advice in Planning Note 3 which sets out guidance for the essential steps to completing an assessment but not a methodology. The Good Practice Guide has been followed. B – Concerns of Impact on the fabric – which relate to the vibration from traffic, and the impact of standing water being splashed against the building. The impact of water is an on-going concern but the level of harm is considered to be less than substantial and could be mitigated through a condition. C. Impact on the setting of the listed building- the works principally affect the road layout dating to the later 20th century cutting back the 'green' but retaining the footpath. The works will have a neutral impact on the significance of the listed building.
151. An geophysical survey and archaeological trial trench evaluation carried out at the site has revealed the presence of Middle Iron Age to Roman period remains in the

southern field. This site along with other comparable cropmarked sites of similar morphology and date, lie in between the prehistoric and Roman settlement areas at Northstowe (Longstanton) and the Bullocks Haste (Cottenham) sites in the Cottenham fen area to the south of the West Water or Great Ouse through which Car Dyke Roman canal passes to join its link point with the river. The settlement can be viewed as one of the many supply farms for the Roman towns in the area trading in home produced pots and other commodities. A condition would be attached to any consent to secure a programme of investigation for the southern field to ensure the remains are protected. The proposal would therefore accord with Policy CH/2 of the LDF.

Highway Safety and Sustainable Travel

152. Oakington Road is a busy fairly straight through road with a speed limit of 60 miles per hour. Rampton Road is a busy, fairly straight through road with a speed limit of 30 miles per hour.
153. The development would significantly increase traffic along Oakington Road and in the surrounding area. The proposal is not however considered to adversely affect the capacity and functioning of the public highway subject to mitigation measures. Whilst the Parish Council's comments in relation to the trip rates are noted, Cambridgeshire County Council as Local Highway Authority considers these to be robust.
154. The application proposes to introduce the main access on to Oakington Road. The design of this junction is acceptable and accords with Local Highway Authority standards.
155. An emergency vehicular access and pedestrian and cycle access would also be introduced between No. 83 and 85 Rampton Road. The design of this junction is also agreed.
156. In addition to the above, the Rampton Road and Oakington Road roundabout needs to be upgraded to accommodate the increase in traffic generation and mitigate the impact of the development. The design of the roundabout is satisfactory.
157. Further offsite mitigation required within the village as conditions to be attached to any consent to include the construction of a footway on the northern side of Oakington Road between the site entrance and the existing footway; the widening of the existing footway along the northern side of Oakington Road to provide a footway/cycleway between the site and the junction with Rampton Road; the widening of the existing footway to provide a footway/cycleway along the southern side of Rampton Road between the junction Oakington Road and the B1049; the implementation of the roundabout improvements as shown on drawing number 1434/22 prior to the occupation of any dwelling in accordance with programme to be agreed; and improvements to the bus stop outside No. 25 Rampton Road to include a shelter.
158. The development also requires a Section 106 agreement to secure a contribution of £7,000 to the Parish Council towards the maintenance of the bus stop outside 25 Rampton Road; and a contribution of £6,000 to the County Council towards a local highway improvement scheme at the junction of Water Lane and Oakington Road junction in Oakington.
159. Potential pedestrian and cycle links are shown to the south east and north west to link to the adjacent developments subject of planning applications S/1411/16/OL and S/1952/15/OL . This would ensure permeability throughout the development.

160. The 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. However, further details are required and a full Travel Plan would need to be agreed prior to first occupation of the dwellings. This would be a condition of any consent.
161. Vehicle parking on the site would be considered at the reserved matters stage and be subject to the maximum standards set out under Policy TR/2 of the LDF.
162. The submission of a Traffic Management Plan would be subject to a condition of any consent to control the route of construction vehicles.

Flood Risk

163. The site is situated within Flood Zone 1 (low risk) as identified by the Environment Agency. The proposed development is classed as more vulnerable in the NPPF. A more vulnerable development in Flood Zone 1 is considered appropriate.
164. There are no watercourses within or on the boundaries of the site. The main river is Cottenham Lode that is situated a distance of 1.25km away. The site is therefore at low risk of fluvial flooding.
165. However, the site may be at risk of surface water flooding from pluvial sources. These sources of flooding can however be mitigated to a low and acceptable level through the adoption of a surface water management strategy.
166. The strategy should consider sustainable urban drainage schemes first in accordance with the drainage hierarchy.
167. The Flood Risk Assessment provides details of the surface water runoff rates in order to determine the surface water options and attenuation requirements for the site. Sustainable water management measures should be used to control the surface water runoff from the proposed development such as infiltration to swales, attenuation basins, cellular storage together with permeable paving and water butts.
168. The proposed SUDS for the site would be a combination of an infiltration basin, modular storage (below ground soakaway), filter drains and permeable paving. The private drives and access roads drain into filter drains strategically placed along the roadsides which discharge into the infiltration basin located to the south west of the site adjacent to the site access. They would need to provide storage for all events up to and including the 1 in 100 year (+40% climate change) storm event. A discharge rate of 1.1 litres/second/hectare is required to ensure that the proposal would not exceed greenfield run-off rates. A condition would be attached to any consent to secure the detailed surface water management strategy. The maintenance and management of the system in perpetuity would be included in the Section 106 legal agreement. The proposal would therefore comply with Policy NE/11 of the LDF.

Neighbour Amenity

169. While the existing residents along Oakington Road and Rampton Road would experience an increase in noise and disturbance from vehicular and pedestrian traffic as a result of the proposal, this impact is likely to be negligible to low, and not give rise to material harm given the existing level of traffic in the area and level of use of the proposed emergency access.

170. Although it is noted 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.
171. 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 LDF. It is noted that the land falls southwards.
172. The proposal is not considered to result in a significant increase in air pollution.

Other Matters

173. 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.
174. There is available capacity to cope with wastewater treatment and a condition would be attached to any consent to ensure an appropriate method of foul water drainage.
175. The site is located on grade 1 (excellent) agricultural land. The development would result in the permanent loss of this agricultural land contrary to policy NE/17 and paragraph 112 of the NPPF. 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. Therefore, limited weight can be attached to this policy.
176. Legal documents have been provided that show the owners and future owners of the land have a right of way over the access between Nos. 83 and 85 Rampton Road.
177. The cumulative impacts of the other proposed developments in the village have been considered in relation to all material planning considerations.
178. The impact of construction noise upon horses on the adjacent paddock would be temporary in nature and controlled by condition.

Planning Balance

179. Given the fact that the Council cannot currently identify a five year supply of housing land, in accordance with the guidance in paragraph 14 of the NPPF, in balancing all of the material considerations, planning permission should be granted unless the harm arising from the proposal would 'significantly and demonstrably' outweigh the benefits.
180. This report sets out a number of benefits that would result from the development. These are set out below: -
- i) The provision of up to 126 dwellings 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.
 - ii) The provision of 50 affordable dwellings towards the identified need across the district.
 - iii) The provision of a significant amount of public open space including children's

playspace within the development.

iv) Developer contributions towards traffic schemes, education, health, sport space, open space, community facilities, community transport and burial grounds.

v) Employment during construction to benefit the local economy.

vi) Greater use of local services and facilities to contribute to the local economy.

181. Significant weight can be attached to the provision of 126 dwellings including 40% affordable housing to meet the lack of housing supply in the district in accordance with the guidance in the NPPF.
182. Significant weight can also be attached to the provision of open space and children's playspace within the development and contributions towards education, health, sport, open space, community facilities, community transport and burial grounds.
183. Moderate weight can be attached to the provision of employment during construction and the impact upon local services from the development.
184. This report sets out a number of adverse impacts that would result from the development. These are set out below: -
i) Location outside village framework and the objectives of policies DP/1(a) and DP/7.
ii) Scale of development and the objectives of policy ST/5
185. Limited weight can be attached to the location and scale of the development given the absence of a five year housing land supply and the need to balance this conflict against the significant need for housing identified in the NPPF.
186. A number of potential adverse impacts including landscape character harm, infrastructure needs, and highway safety can be addressed. Further, and whilst it is noted that works are required to the roundabout adjacent to the listed Almshouses, this is considered to result in less than substantial harm to these heritage assets given that it is already significantly impacted by the proximity of the existing road and traffic that cause noise and disturbance.

Conclusion

187. In summary, the adverse impacts of this development in terms of location of the development outside the village framework and scale of development are not considered to significantly and demonstrably outweigh the benefits of the provision of a significant housing scheme, when assessed against the policies in the NPPF taken as a whole. On balance, planning permission should therefore be approved.

Recommendation

188. It is recommended that the Planning Committee grants officers delegated powers to approve the application subject to the following conditions and a Section 106 legal agreement.

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: Drawing number CSA/2502/106 Revision C (location plan only), 10-01 and 1434/22.

(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 on drawing number CSA/2502/106 Revision C is specifically excluded from this consent.

(Reason - The application is in outline only.)

f) The development shall not be occupied until a full Travel Plan 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) The hard and soft landscape works 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 along the north western and south western boundaries shall be carried out prior to the commencement of construction of the dwellings. The remainder of the landscape 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 badger mitigation strategy has been submitted to and agreed in writing by the Local Planning Authority. This shall include:

- i) up-to-date details of the status of badger setts;
- ii) details showing the layout of protective fencing for the 20m exclusion zone;
- iii) a method statement for avoidance and mitigation measures;
- iv) details of measures to deter badgers from entering/burrowing into adjacent rear gardens; and
- v) a schedule of habitat management to benefit the species.

Works shall proceed in strict accordance with the agreed plan.

(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) All works must proceed in strict accordance with the recommendations detailed in Section 5.2 – Section 5.3 of the *Phase 1 Ecological Assessment report* (Adonis Ecology, August 2016). This shall include avoidance and mitigation measures for protection of features of ecological interest, nesting birds and bats.

(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.)

o) No development shall commence until a specification for external illumination at the site shall be submitted to and approved in writing by the Local Planning Authority. This shall include consideration of sensitive design to retain habitat for protected species such as bats and barn owl. 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.)

p) No development shall commence until a scheme for ecological enhancement including native planting, creation of ecologically valuable wetland habitats, wildlife corridors, invertebrate habitat and in-built features for nesting birds and roosting bats has been provided to and agreed by the Local Planning Authority. 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.)

q) No development shall take place until a written scheme of investigation (WSI) for an archaeological programme of works has been submitted to and approved by the local planning authority in writing. For land that is included within the WSI, no development shall take place other than in accordance with the agreed WSI which shall include:

- i) The statement of significance and research objectives;
- ii) The programme and methodology of site investigation and recording and the nomination of a competent person(s) or organisation to undertake the agreed works
- iii) The programme for post-excavation assessment and subsequent analysis, publication & dissemination, and deposition of resulting material.

Developers will wish to ensure that in drawing up their development programme, the timetable for the investigation is included within the details of the agreed scheme.

(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.)

r) No development shall begin until a surface water drainage scheme for the site, based on sustainable drainage principles, has been submitted to and approved in writing by the Local Planning Authority. The scheme shall subsequently be implemented in accordance with the approved details before development is completed. The scheme shall be based upon the principles within the agreed Flood Risk Assessment (FRA) and Surface Water Drainage Strategy prepared by RSK (ref: 890083-R1(03)- FRA) dated May 2016 and shall also include: -

- i) Full calculations detailing the existing surface water runoff rates for the Q_{BAR}, 3.3 % Annual Exceedance Probability (AEP) (1 in 30) and 1% AEP (1 in 100) storm events.
- ii) Full results of the proposed drainage system modelling in the above-referenced storm events (as well as 1% AEP plus climate change) , inclusive of all collection,

conveyance, storage, flow control and disposal elements and including an allowance for urban creep, together with an assessment of system performance.

iii) Detailed drawings of the entire proposed surface water drainage system, including levels, gradients, dimensions and pipe reference numbers.

iv) Full details of the proposed attenuation and flow control measures.

v) Site Investigation and test results to confirm infiltration rates.

vi) Details of overland flood flow routes in the event of system exceedance, with demonstration that such flows can be appropriately managed on site without increasing flood risk to occupants.

vii) Full details of the maintenance/adoption of the surface water drainage system.

viii) Measures taken to prevent pollution of the receiving groundwater and/or surface water.

The drainage scheme must adhere to the hierarchy of drainage options as outlined in the NPPF PPG.

(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.)

s) 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.)

t) Prior to the commencement of any development, a scheme for the provision and implementation of pollution control of the water environment, which shall include foul and surface water drainage, shall be submitted and agreed in writing with the Local Authority. The works/scheme shall be constructed and completed in accordance with the approved plans.

(Reason - To reduce the risk of pollution to the water environment in accordance with Policy DP/1 of the adopted Local Development Framework 2007.)

u) No development approved by this permission shall be commenced, unless otherwise agreed, until:

i) 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.

ii) Detailed proposals for the removal, containment or otherwise rendering harmless any contamination (a Remediation method statement) have been submitted to and approved in writing by the Local Planning Authority.

iii) 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.

iv) 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.)

v) 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.)

w) 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.)

x) 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.)

y) 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.

z) Prior to the commencement of the development, an artificial lighting scheme, to include details of any external lighting of the site such as street lighting, floodlighting, security / residential lighting and an assessment of impact on any sensitive residential premises on and off site, shall be submitted to and approved in writing by, 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 site and on the boundary of the site 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 sky glow, light intrusion / trespass, source glare / luminaire intensity and building luminance.

The approved lighting scheme shall be installed, maintained and operated in accordance with the approved details / measures unless the Local Planning Authority gives its written consent to any variation.

(Reason - To protect local residents from light pollution / nuisance and protect / safeguard the amenities of nearby residential properties in accordance with NE/14- Lighting Proposals.)

aa) Before the development / use 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.)

bb) 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.)

cc) 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.)

dd) No development shall take place until a scheme for the provision and location of fire hydrants to serve the development to a standard recommended by the Cambridgeshire Fire and Rescue Service has been submitted to and approved in writing by the Local Planning Authority. The development shall not be occupied until the approved scheme has been implemented.

(Reason - To ensure an adequate water supply is available for emergency use.)

ee) As part of any reserved matter application details of the housing mix (including both market and affordable housing) shall be provided in accordance with local planning policy or demonstration that the housing mix meets local need shall be submitted to and approved in writing by the Local Planning Authority. Development shall commence in accordance with the approved details

(Reason: To ensure an appropriate level of housing mix, both market and affordable housing in accordance with policies H/8 and H/9 of the South Cambridgeshire Local Plan Submission March 2014.)

ff) The Rampton Road and Oakington Road roundabout improvements as shown on drawing number 1434/22 approved by this application shall be completely implemented 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.)

gg) No development shall take place until details of a scheme for the provision of a footway/cycleway along the northern side of Oakington Road from the site entrance to the existing footway to be agreed with Cambridgeshire County 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 - In the interests of highway safety in accordance with Policy DP/3 of the adopted Local Development Framework 2007.)

hh) No development shall take place until details of a scheme for the widening of the existing footway to provide a footway/cycleway on the northern side of Oakington Road between the site and its junction with Rampton Road to be agreed with Cambridgeshire County 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 - In the interests of highway safety in accordance with Policy DP/3 of the adopted Local Development Framework 2007.)

ii) No development shall take place until details of a scheme for the widening of the existing footway to provide a footway/cycleway along the southern side of Rampton Road between its junction with Oakington Road and the B1049 to be agreed with Cambridgeshire County 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 - In the interests of highway safety in accordance with Policy DP/3 of the adopted Local Development Framework 2007.)

jj) No development shall take place until details of a scheme for the improvement of the bus stop outside No. 25 Rampton Road be agreed with Cambridgeshire County 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.)

kk) A Design Code and parameter plan with full landscape details shall be provided with the submission of any reserved matters application.

(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.)

II) The accesses to the site shall be completed prior to the occupation of any dwelling.
(Reason - In the interests of highway safety in accordance with Policy DP/3 of the adopted Local Development Framework 2007.)

Section 106 agreement

- a) Affordable Housing
- b) Open Space
- c) Community Facilities
- d) Waste Receptacles
- e) Education
- f) Health
- g) Transport Requirements
- h) Surface Water Scheme Maintenance
- i) Landscape and Ecological Management Plan for all areas outside private 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/1606/16/OL, S/1411/16/OL, S/1818/15/OL, S/1952/15/OL and S/2876/16/OL

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