

SOUTH CAMBRIDGESHIRE DISTRICT COUNCIL

REPORT TO: Planning Committee

6 February 2013

AUTHOR/S: Planning and New Communities Director

S/2509/12/FL - COTTENHAM

Erection of 47 dwellings, garages, public open space, landscaping, vehicular access and associated infrastructure, Land at the junction of Beach Road and Long Drove for Barrett Eastern Counties and Cedric John Abbs

Recommendation: Approval

Date for Determination: 8 March 2013

This application has been reported to the Planning Committee for determination because it is major development that raises issues of broad relevance to planning policy.

Major Development Departure Application

To be presented by Ray McMurray, Principal Planning Officer

Site and Proposal

1. The site is located on land adjoining the south eastern periphery of the village, with frontages onto Beach Road and Long Drove. The site has an area of 1.63ha, and is in agricultural use as pastureland. The site is flat. The boundaries of the site are marked with mature hedgerow and trees, and the site is fully screened from views along Beach Road.
2. The site is adjacent to residential dwellings in Beach Road, Coolidge Close, Coolidge Gardens, and Calvin Close along its north western boundary. For the most part these are semi-detached two storey properties, with a smaller number of bungalows. Calvin Close is an estate of 12 affordable houses granted planning permission as an exception site. To the south east and south west the site is bounded by roads; Long Drove and Beach Road respectively, beyond which the land is in agricultural use. The boundary with Beach Road includes a pedestrian footway which terminates at the junction with Long Drove. A detached farmhouse is located to the south west opposite the proposed entrance to the site, No.60 Beach Road. To the north east the site adjoins a horticultural nursery and dwelling, known as Arkley Nursery.
3. The full planning application, dated 7 December 2012, is a resubmission without further amendment of refused planning permission S/2317/11.
4. The proposal is for the erection of 47 dwellings laid out as a cul-de-sac served by a vehicular access to be provided centrally within the Beach Road frontage. The submitted drawings show two-storey development incorporating a central area of open space and a smaller subsidiary area of open space. The design has paid regard to principles for the historic development of the village as indicated in the Cottenham Village Design Statement, incorporating near uniform depths to most plots, and with larger dwellings framing the entrance to the site, following the examples of the farmhouses and villas in

the village. The layout includes gaps between dwellings to allow views of the mature hedgerows and trees on the borders of the site. The design of dwellings includes a variety of gables and widths of plot, and a mixture of detached, semi-detached and terraced dwellings, to provide variety to the built form. The north-western end of the site is designed as a mews, including two flats over garages and a parking court behind dwellings.

5. The range of types of external materials is limited to reflect principles set out in the Cottenham Village Design Statement. The main dwellings are to be completed in buff brick with slate roofs. Garages are in some cases to be clad in timber.
6. The scheme is to provide 61 parking and car port spaces, and 22 garage spaces, a total of 83 spaces, equivalent to 1.7 spaces per dwelling.
7. The density of the scheme is 29 dwellings per hectare. The layout shows an informal play space area of 1420 square metres with an additional 419 square metres of landscaped open space provided to the east of the site.
8. The proposal includes 19 affordable dwellings, representing 40% of the scheme housing. All affordable dwellings will be designed to lifetime homes standard. Of the market housing 21% will have two bedrooms, 50% will have three bedrooms and 29% will have four bedrooms. Overall, the housing mix will be 36% with two bedrooms, 40% with three bedrooms and 23% with four bedrooms.
9. The proposal includes landscaping of the site. This seeks to ensure that the existing hedgerow along Long Drove forms a permanent southern boundary to the village. The site lies within the Fen Edge landscape character area, and is typical of this character area. Existing hedgerow within the site adjacent to Calvin Close and along the eastern boundary of the site is to be retained. The majority of the mature hedgerow along the western boundary is to be removed. A replacement yew hedge up to 1.2m in height is proposed to either side of the access to be formed. The design includes significant tree planting in the open space areas, together with small fruit trees to a number of rear gardens.
10. The agent has conducted a traffic survey on Beach Road adjacent to the site. The submitted Transport Statement Report concludes that the development would have very low impact (less than 6%) on peak time traffic flows. However the agent is in discussions with the Local Highway Authority to fund moving of the 30mph zone further south east (out of the village) and to erect stationary gate features near the approach to Cottenham. Additionally, the applicant is willing to fund improvements to pedestrian crossing over Beach Road at the junction with Brenda Gautrey Way, and at the High Street mini-roundabout. These works would require a Traffic Regulation Order procedure outside the planning application, and would involve consultation.
11. The applicant has expressed willingness to enter into agreement with the Council for the payment of reasonable and proportionate sums in respect of education, rights of way, public art, open space (including an off-site equipped play area), community facilities, waste receptacles, waste recycling, and monitoring of obligations. These sums would total approximately £351,000 (comprising SCDC and Parish Council £186,000, and County Council £165,000). Discretionary highway works would be additional, estimated by the applicant to be in the order of £70,000. The applicant has estimated that the development would generate a payment under the New Homes Bonus of approximately £450,000, which would fall 80% to the District Council and 20% to the County Council, an allocation then being made to the Parish Council.

12. The application is supported by a Planning Statement, Overview Statement, Design and Access Statement, Transport Statement, Statement of Community Involvement, Flood Risk Assessment, Tree Survey and Report, Ecology Survey and Report, Landscape Appraisal, Archaeology Report, Foul Water and Utilities Statement, Phase 1 Contamination Desk Study, Sustainability Statement, Health Impact Assessment and an Outline Public Art Delivery Plan.

Planning History

13.

S/1346/79/O	RESIDENTIAL DEVELOPMENT 2.562 ACRES	Refused	07-09-1979
S/1954/79/O	ERECTION OF 4 HOUSES	Refused	19-12-1979
S/0389/81/O	RESIDENTIAL DEVELOPMENT	Refused	24-04-1981
S/1799/81/O	ONE DWELLING	Appeal Dismissed	11-08-1982
S/1473/82/F	ERECTION OF 6 CHICKEN HOUSES	Refused	15-11-1982
S/0364/83/F	AGRICULTURAL STORAGE BUILDING	Refused	25-04-1983
S/2317/11	ERECTION OF 47 DWELLINGS, GARAGES	Refused	08-06-2012
	Appeal submitted. Hearing due 17 February 2013		
Adjacent land	Calvin Close		
S/0052/97/F	12 DWELLINGS (for Granta Housing Society)	Approved	04-03-1997

14. Previous planning application S/2317/11 was refused for the following reasons:

1. The development proposal, by virtue of its scale and location, is incompatible with the spatial vision for the area in that it exceeds the indicative maximum of 30 dwellings in a Minor Rural Centre, being a village of reasonable but limited services and would result in unsustainable development. This harm is not balanced by any proposal to provide a high proportion of affordable dwellings to meet local housing need in order to be considered as a rural exception site. The proposal is therefore contrary to Policy ST/5 of the South Cambridgeshire Core Strategy 2007 and Policies DP/1, DP/2, DP/7, GB/3 and NE/4 of the South Cambridgeshire Local Development Framework 2007, which define the spatial strategy for sustainable development in South Cambridgeshire.

2. The siting of the development in the countryside and adjacent to the Cambridge Green Belt outside the Cottenham village development framework boundary, would result in the encroachment of the built environment into the countryside and setting of Cambridge Green Belt, resulting in an adverse impact upon the visual quality of the countryside and adjacent Green Belt. The proposal is therefore contrary to Policies DP/2, DP/3, DP/7, GB/3 and NE/4 of the South Cambridgeshire Local Development Framework 2007, which additionally safeguard the countryside and Green Belt setting from development which does not need to be located in the countryside.

Planning Policy

15. **National Planning Policy Framework** (March 2012) This sets out a presumption in favour of sustainable development (NPPF para.14). The Framework states that Local Planning Authorities should identify a supply of deliverable sites sufficient to provide five years' worth of housing against their housing requirements with an additional buffer of

5% or 20% depending upon the specific record of housing delivery. The purpose of this assessment is to provide a realistic prospect of achieving the planned supply and to ensure choice and competition in the market for land. Identification of the broad locations of sites sufficient for housing supply for up to 15 years is also required (NPPF para.47). Housing applications should be considered in the context of the presumption in favour of sustainable development. Relevant policies for the supply of housing should not be considered up-to-date if the local planning authority cannot demonstrate a 5-year supply of deliverable housing sites (NPPF para.49). Local planning authorities should in particular consider whether allowing some market housing in rural areas would facilitate the provision of significant additional affordable housing to meet local needs (NPPF para.54) To promote sustainable development in rural areas, housing should be located where it will enhance or maintain the vitality of rural communities (NPPF para.55) For twelve months from the date of publication of the NPPF (i.e. up to 27 March 2013) decision-takers may continue to give full weight to relevant policies adopted since 2004 even if there is a limited degree of conflict with the Framework (NPPF para.214).

South Cambridgeshire Local Development Framework (LDF) Core Strategy (2007)

16. **ST/e** (Strategic Vision and Objectives) - seeks to ensure that the scale and location of development in each village is in keeping with its size, character and function and that the buildings and open spaces which create their character are maintained and wherever possible enhanced.

ST/j (Strategic Vision and Objectives) To ensure that the district's built and natural heritage is protected and that new development protects and enhances cherished townscape assets of local design, cultural, and conservation importance, and character of the landscape.

ST/k (Strategic Vision and Objectives) To locate development where it will ensure maximum use of previously developed land and minimise loss of countryside and the best and most versatile agricultural land.

ST/1 (Green Belt) A Green Belt will be maintained around Cambridge which will define the extent of the urban area.

ST/2 (Housing Provision) Between 1999 and 2016 the District Council will make provision for 20,000 new homes. The supporting text states that 10,050 dwellings are likely to come from Rural Centres and other villages.

ST/3 (Re-Using Previously Developed Land and Buildings) – Between 1999 and 2016 at least 37% of new dwellings will either be located on previously developed land or utilise existing buildings.

ST/5 (Minor Rural Centres)

Residential development and redevelopment up to an indicative maximum scheme size of 30 dwellings will be permitted within the village frameworks of Minor Rural Centres, as defined on the Proposals Map. Where development of a larger scale (9 to 30 dwellings) would place a material burden on the existing village services and facilities the District Council will use its powers under Section 106 of the Town and Country Planning Act 1990 to secure financial contributions at an appropriate level towards their development or improvement.

South Cambridgeshire Development Control Policies Development Plan Document (2007)

17. **DP/1** (Sustainable Development)
DP/2 (Design of New Development)
DP/3 (Development Criteria)
DP/4 (Infrastructure and New Developments)
DP/6 (Construction Methods)
DP/7 (Development Frameworks)
GB/3 (Mitigating the Impact of Development Adjoining the Green Belt)
HG/1 (Housing Density)
HG/2 (Housing Mix)
HG/3 (Affordable Housing)
SF/6 (Public Art and New Development)
SF/10 (Outdoor Playspace, Informal Open Space, and New Developments)
SF/11 (Open Space Standards)
NE/1 (Energy Efficiency)
NE/3 (Renewable Energy Technologies in New Development)
NE/4 (Landscape Character Areas)
NE/6 (Biodiversity)
NE/8 (Groundwater)
NE/9 (Water and Drainage Infrastructure)
NE/11 (Flood Risk)
NE/12 (Water Conservation)
NE/17 (Protecting High Quality Agricultural Land)
TR/1 (Planning for More Sustainable Travel)
TR/2 (Car and Cycle Parking Standards)
TR/3 (Mitigating Travel Impact)

Supplementary Planning Documents

Cottenham Village Design Statement (2007)
Open Space in New Developments SPD (2009)
Public Art SPD (2009)
Trees & Development Sites SPD (2009)
Biodiversity SPD (2009)
District Design Guide SPD (2010)
Affordable Housing SPD (2010)
Landscape in New Developments SPD (2010)
Health Impact Assessment SPD (2011)

Strategic Housing Land Availability Assessment

18. As part of the review of the Local Plan, the Council has produced a Strategic Housing Land Availability Assessment (SHLAA) to identify site options for consideration for allocation in the new Local Plan. The appeal site was appraised as part of this review and was assessed as being a site with development potential. A copy of the assessment is attached at [Appendix 1](#).
19. **Circular 05/2005 – Planning Obligations:** States that planning obligations must be relevant to planning, necessary, directly related to the proposed development, fairly and reasonably related in scale and kind to the proposed development, and reasonable in all other respects.

Consultations

20. **Cottenham Parish Council**_ Recommendation of refusal, commenting, 'The land is outside the village framework. The site exceeds the indicative maximum of 30 dwellings in a Minor Rural Centre.'
21. **Council's Planning Policy Manager**: The Planning Policy Manager has stated:
22. The Core Strategy sets a target for housing land supply in South Cambridgeshire of 20,000 dwellings between 1999 and 2016. Despite the most recent Annual Monitoring Report recording allocations for 16,534 dwellings, it also records that only 13,045 dwellings are projected to have been completed during the plan period to 2016.
23. Housing completions were increasing during the early years of the plan period but have been impacted since 2008 by the economic downturn. Nevertheless, the NPPF requires that the Council maintains a 5 year supply of deliverable housing land measured against the Core Strategy target. The Annual Monitoring Report concludes that at end March 2012 the Council had a supply of deliverable housing land of just 2.4 years.
24. In these circumstances the NPPF advises that relevant policies for the supply of housing should not be considered up-to-date (para 49) and that planning permission for housing should be granted unless any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in the Framework taken as a whole or specific policies in the Framework indicate development should be restricted (para 14).
25. The NPPF is fundamentally concerned with the achievement of sustainable development. The delivery of sustainable development is also at the heart of the Core Strategy which replaces previous policies for development in villages which have been found to be unsustainable for the delivery of development in the Cambridge Sub-Region.
26. Cottenham is designated a Minor Rural Centre in the Core Strategy where development of up to a maximum scheme size of 30 dwellings will be permitted within the village framework. Last summer as part of the updating of the Local Development Framework, the Local Plan Issues & Options Report consulted on upgrading Cottenham to a Rural Centre where there would be no limit on housing development within the village framework.
27. In the light of the advice in the NPPF, development of 47 dwellings adjoining the village framework in what is one of South Cambridgeshire's more sustainable villages would be the sort of scheme that could be supported whilst the Local Plan is being updated.
28. The updated Local Plan will reach a stage where weight can be attached to its proposals by the end of 2013 at the latest when it will be submitted to the Secretary of State and possibly by July when the draft Local Plan is published for consultation (following two rounds of issues and options consultation).'
29. **Council's Landscape Design Officer**_ Generally satisfied with the proposals following negotiations with the developer. Discussions with the developer are ongoing to seek the retention of more hedgerow on the Beach Road frontage.
30. **Council's Trees and Landscape Officer** – No objection, subject to a robust landscaping scheme being put in place. The TLO notes that the site has an established boundary hedge, but accepts that if development is granted sections of the hedge will be

lost. Proposals for the future management of the hedge are acceptable. *(brought forward from S/2317/11)*

31. **Council's Ecology Officer** – The Ecology Officer, while not objecting in principle, would like to see full protection given to the hedge along Long Drove as it is a locally important feature. It is noted that the site has been thoroughly cleared of vegetation other than boundary features. A condition should be used to secure a scheme of nest box provision. *(brought forward from S/2317/11)*
32. **Council's Joint Urban Design Team** – The design of the scheme has been altered to take account of the concerns of the JUDT. No objection. *(brought forward from S/2317/11)*
33. **Council's Affordable Homes Manager** – The proposed site sits outside the development envelope and should therefore be considered as an exception site for the provision of affordable housing only. The Affordable Housing Supplementary Planning Document states that rural exception sites should be of a small scale, and typically range from 6-20 dwellings. With 47 dwellings proposed, this scheme is too large for a rural exception site. If the site was to be brought forward as rural exception site, and subject to planning permission being granted here, the AHO has confirmed that there is sufficient demand to meet a larger rural site of up to 20 units, as there are currently 143 households on the housing register with a local connection to Cottenham.
34. Should this application be determined not as an exception site, then the Council will seek to secure 40% or more affordable housing on developments of two or more dwellings. This application, following amendment, proposes 19 of the 47 dwellings to be affordable. This would meet the 40% planning policy requirement as contained within HG/3 of the Core Strategy Development Plan Document.
35. Following amendment, the proposed dwelling sizes and tenures remain in line with district requirements. The clustering of the affordable units into two smaller groups is more acceptable than all the affordable housing being situated in one area, as was originally proposed.
36. The units should meet the Homes and Communities Agency, Design and Quality Standards. There would be no requirement for this site to be made available for people with a local connection to Cottenham. The dwellings would be open to all applicants who are registered on the Councils Home Link system. South Cambridgeshire District Council has a legal obligation to give reasonable preference to all applicants assessed and placed in the highest housing need. *(brought forward from S/2317/11)*
37. **Council's Arts and Culture Development Officer** – The ACDO has been in discussion with the consultant company which has prepared the submitted Outline Public Art Delivery Plan to ensure that construction timetable for any permanent artwork would be integrated into the phasing of the development. *(brought forward from S/2317/11)*
38. **Council's Section 106 Officer** – The applicant has agreed in principle to financial contributions in respect of offsite and onsite public open space and maintenance, indoor community facilities, public art, section 106 monitoring, household waste receptacles. These financial contributions are compliant with the Community Infrastructure Levy (CIL) regulations to make the net impact of the development on these facilities, which have identifiable needs, acceptable in planning terms. *(brought forward from S/2317/11)*
39. **Health and Environmental Services Director** – No objection in principle. Recommended conditions to address issues of noise disturbance to future residents

from the adjacent commercial use and to limit noise disturbance during the construction period. *(brought forward from S/2317/11)*

40. **Council's Scientific Officer (Contaminated Land)** – No further investigation of the site for contaminated land is necessary. *(brought forward from S/2317/11)*
41. **Cambridgeshire Constabulary Crime Prevention Design Team** – Noted that the site is in an area of low crime risk. Detailed improvements to surveillance of car parking areas and siting of gates could be achieved.
42. **County Council Archaeology Unit** – No objection.
43. **County Council Growth and Economy Team** – The CC Growth and Economy Team has put forward a request for financial contributions for educational provision for pre-school and primary school facilities, and for improvements to the local rights of way network, and household waste disposal and recycling. In the current application adjustments have been made to educational contributions.
44. In the previous application S/2317/11 the Growth and Economy Team requested a longer period of ten years to hold any financial contribution towards primary education to take into account strategic factors of provision. The Team commented:

‘Although the County Council is not submitting a formal objection to the development proposals, officers feel it is important to highlight significant reservations about the timing of the planning application. These include:

a) The existing pressure for primary school places within Cottenham;
b) The need to conclude discussions and deliver additional primary school places in the village;
c) The fact that the application site is outside the existing planning policy framework and has been submitted ahead of the refresh of the SCDC Local Plan. This creates uncertainty over the overall number of new homes to be planned for in Cottenham; and
d) The contribution from the application site developers would likely be required, in the short-term, to pay for primary school provision at schools outside Cottenham. This could leave the County Council short of funding with which to secure additional school provision in Cottenham in the longer-term.’ *(brought forward from S/2317/11)*
45. **Local Highway Authority** – No objection in principle, subject to conditions to be attached to any consent issued. The Highway Authority would seek to adopt those areas that serve a highway function. The proposed relocation of the 30mph speed limit cannot be guaranteed.
46. **Environment Agency** – No objection in principle. Conditions to any approval to be issued are recommended.
47. **Anglian Water** – No objection. There is capacity at Cambridge sewage treatment works to accept foul drainage from the development. *(brought forward from S/2317/11)*
48. **Campaign to Protect Rural England (Cambridgeshire and Peterborough)** – Objection. The application is premature pending the review of housing allocation through the SHLAA procedure. This scale of site should be reviewed as part of the Local Plan, where alternatives could be fully tested, or through a neighbourhood plan under the Localism Act. As the site is not within the Green Belt, countryside policies which disallow this type of development should apply. *(brought forward from S/2317/11)*

49. **Executive Headteacher of Cottenham Academy** – Very pleased to hear about the proposals for safer routes to schools, for community art and for pre- and primary education in Cottenham, as part of the proposals. *(brought forward from S/2317/11)*

Representations

50. **Cottenham Village Design Group** – The CVDG has met with the developer and has confirmed that a great number of initial concerns with the proposals have been addressed. There is a concern in principle about the development of a green field site, which represents a loss of green space and wildlife habitat, although it recognises that the site is 'obvious' for infill development and the inclusion of affordable housing is a considerable advantage for the village. The CVDG recommends the incorporation of low walls or railings to front gardens facing the street, as a local tradition. The CVDG would prefer more use of native species and orchard style planting in the landscaping scheme. *(brought forward from S/2317/11)*
51. One letter of objection has been received to the current application, from 4 Paxton Close, on the grounds of:
- a) Green Belt land;
 - b) Previous applications for development of the site for one house have been refused;
 - c) Busy main road access;
 - d) The school is not big enough, not enough shops.
 - e) The village is too big already.
52. In response to the previous application letters of objection were received from nos 49 and 60 Beach Road, 2 Brenda Gautrey Way, 2 Coolidge Close, Arkley Nursery Ltd, Long Drove, and one letter with no address stated. The grounds for objection were:
- a) Too many houses for the site: 25 to 30 would be appropriate
 - b) The development does not comply with ST/5 as it exceeds the maximum development size of 30 dwellings
 - c) The development is not well served by public transport and so does not meet policy ST/6
 - d) The primary school is too far away to walk to.
 - e) Affordable houses should be laid out closer to the entrance, to be nearer village facilities.
 - f) Concern about surface water if the ditches are not properly maintained.
 - g) Potential noise disturbance from the adjacent nursery
 - h) Good security fencing is needed to prevent access to the nursery.
 - i) Existing hedges should be properly maintained to retain their density
 - j) Access from the site will be unsafe due the close proximity of Long Drove, and three accesses to land opposite, despite moving the speed limit position.
 - k) Long Drove would be used as an access route to the north (Wilburton etc). The access onto Long Drove is already dangerous.
 - l) The corner of Beach Road/ Demark Road is already dangerous at peak hours
 - m) Beach Road is congested during rush hours.
 - n) On Beach Road there should be speed humps and a giveaway to oncoming traffic, as well as relocating the 30mph signage.
 - o) There should be an emergency exit for traffic from the site.
 - p) Loss of countryside and harm to the amenity of users of Long Drove for recreation. This would be an eyesore on this very attractive and natural area.
 - q) The primary school already has temporary accommodation. Health Service and sewers in Cottenham are near breaking point. *(brought forward from S/2317/11)*

Agent's comments

53. In the submitted Planning Statement, at Section 3, the agent has set out a case for exceeding the indicative maximum scheme size of 30 dwellings contained in Policy ST/5. The site would be inefficiently developed at this density and would not relate well to the pattern of this part of Cottenham. Significant sums of money will be made available towards school improvements, community facilities and recreation, play and sports provision and others.
54. There has been a limited supply of housing within South Cambridgeshire within recent years and over the next five years the supply is limited compared to the housing needs of the District. The Council's Annual Monitoring Report (AMR) identifies a significant shortfall against the Five Year Supply requirement, and when the delivery prospects of the large strategic sites in the AMR are considered there remains a significant shortfall in housing delivery. In the NPPF paragraphs 14 and 49 where a 5year housing supply cannot be demonstrated the local policies for housing supply become out of date. In that situation permission should be granted unless any adverse impacts of the development are not outweighed by the benefits. This application is in a sustainable location and, if approved, would bring about community benefits that outweigh the position of the site outside (but directly abutting) the village framework. There is a need for countryside-located sites to come forward to address the significant housing shortfall.
55. The agent states that the proposal will not harm the openness or rural character of the Green Belt to the south west by retaining trees and hedges (wherever possible) to the southern and western boundary along with additional tree and hedge planting. The houses are set back from the site frontages, so that planting, rather than the houses, is the prominent feature when viewing the site from the Green Belt.

Planning Comments

Five-Year Housing Supply and Sustainable Location

56. The previous application S/2317/11 was considered just as the NPPF was issued. The presumption in favour of sustainable development provided in the NPPF was considered but was not assessed to outweigh concerns about the suitability of Cottenham to as a sufficiently sustainable location in the hierarchy of settlements set out in the LDF Core Strategy. The Council's Planning Policy Manager has indicated the current review of the sustainability characteristics of Cottenham to warrant the higher status of a Rural Centre where there would be no limit on housing development within the village framework.
57. Also as part of the review of the Local Plan, the Council has produced a Strategic Housing Land Availability Assessment (SHLAA) to identify site options for consideration for allocation in the new Local Plan. The appeal site was appraised as part of this review and was assessed as being a site with development potential.
58. The issuing of the Village Classification Report and the SHLAA assessment subsequent to the determination of the application have reduced the weight to be given to the sustainability concerns set out in the first reason for refusal. The possible classification of Cottenham as a Rural Centre will gain further significance if the reclassification is put forward in the Draft Submission Plan consultation in the summer of 2013.
59. The NPPF requires the delivery of sustainable development and having acknowledged that the economic downturn has caused a land supply shortfall, the issue is whether Cottenham is an appropriate location to make it up. The Local Plan review has made progress here and Cottenham was consulted on as a possible candidate for upgrading to a Rural Centre. The Council also consulted on allocating the application site. In so

far as new development sites in villages are the only option available to the Council to increase supply in the short run, the results of the issues and options consultation leads the officers to recommend that the grant of planning permission is consistent with the emerging status of the village classification and the site and the guidance in the NPPF.

60. The changing policy context would overcome the first reason for refusal of previous planning permission S/2317/11.

Landscaping

61. The loss of frontage hedgerow required to facilitate the development is a harm to the appearance of the site and was the basis of the second reason for refusal of planning permission S/2317/11. Discussions are continuing with the agent to seek additional retention and protection of the hedgerows on the boundaries of the site. This aspect could be dealt with as a condition to any planning permission issued and is not considered so harmful as to justify a refusal of planning permission in its own right.

Other issues

62. The remaining issues raised by consultees and third parties have been assessed carefully but are not considered to amount to reasonable grounds for refusal of planning permission. The applicant has provided evidence that the site is within walking distance of the main facilities and services in the village and is conveniently close to bus routes, and so is in a sustainable location. The concerns about highway impact on the road network have not been supported by the Local Highway Authority in regard of the relevant evidence supplied by the applicant. Other issues raised could be addressed by appropriate conditions to be attached to any planning permission granted.
63. The mix of market housing does not achieve the proportion of smaller units envisaged in Policy HG/2, but in the case of larger sites the policy does not set fixed requirements for housing mix. The agent has emphasised that the site is aimed at a family sector, and that the housing mix has more medium-sized dwellings and fewer larger dwellings to meet current market demands. Officers consider that the circumstances of this fringe-of-settlement site are such as to warrant acceptance of the submitted mix.
64. The density of dwellings is below the requirements of HG/1, however the scheme demonstrates that even with a lower density that attempts to take account of the fringe-of-settlement location, the impact on the countryside setting of the village is very significant.
65. The application represents a departure from the development plan but is not required to be forwarded to the Secretary of State for review in the event of the Local Planning Authority being minded to grant approval.

Recommendation

66. Approval subject to the resolution of the S106 Agreement and the following conditions:
 1. **The development hereby permitted shall be begun before the expiration of 3 years from the date of this permission.**
(Reason - To ensure that consideration of any future application for development in the area will not be prejudiced by permissions for development, which have not been acted upon.)

2. **The development hereby permitted shall be carried out in accordance with the following approved plans:**

<u>Drawing Number</u>	<u>Title</u>
10-1886-	
001	Location Plan
002 rev G	Site Layout Plan
003 rev B	Massing Plan
004 rev B	Affordable Layout
005 rev B	Street scenes
006	Refuse Plan
010 rev C	House Type A – Plans & elevations
011 rev C	House Type A – Plans & elevations -Gable Fronted
012 rev D	House Type D – Plans & elevations
014 rev C	House Type B – Plans & elevations
015 rev D	House Type C – Plans & elevations
016 rev D	House Type G – Floor Plans
017 rev D	House Type G – Elevations
018 rev B	House Type H – Floor Plans
019 rev D	House Type H – Elevations
020.1 rev C	FoG HA Plans & Elevations
020.2 rev D	FoG Private Plans & Elevations
021 rev C	HA 2B House – Floor Plans
022 rev D	HA 2B House – Elevations
023 rev D	HA 2B House – Elevations Gable Front
024 rev C	HA 3B – Floor Plans
026 rev C	HA 3B - Elevations
027 rev C	HA 4B- Floor Plans
028 rev C	HA 4B- Elevations 1
029 rev C	HA 4B- Elevations 2 (Gabled variant)
033 rev C	House Type E- Floor Plans
034 rev C	House Type E- Elevations
036	House Type J- Floor Plans
037 rev A	House Type J- Elevations
038	House Type K- Floor Plans & Elevations
047	Garage Type DG1
048	Garage Type DG2
049	Garage Type DG3
050	Garage Type SG1
051	Garage Type SG2
052	Carport Type C1
053	Carport Type C2
1334 01 rev L	Outline Landscape Proposals
43417/P/SK06 rev B	Proposed Adoptable Highway Layout

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

3. **No development shall take place until details of the materials to be used in the construction of the external surfaces of the buildings hereby permitted have been submitted to and approved in writing by the Local Planning Authority. Development shall be carried out in accordance with the approved details.**

(Reason - To ensure the appearance of the development is satisfactory in accordance with Policy DP/2 of the adopted Local Development Framework 2007.)

4. **Plots 25 and 26: Notwithstanding the provisions of the Town and Country Planning (General Permitted Development) Order 1995 (or any order revoking and re-enacting that Order with or without modification), no windows, doors or openings of any kind, other than those expressly authorised by this permission, shall be constructed in the rear elevations of the dwellings at and above first floor level unless expressly authorised by planning permission granted by the Local Planning Authority in that behalf.**
(Reason - To safeguard the privacy of adjoining occupiers in accordance with Policy DP/3 of the adopted Local Development Framework 2007.)
5. **The garages, hereby permitted, shall not be used as additional living accommodation and no trade or business shall be carried on therefrom.**
(Reason - To ensure the continued provision of off-street parking space in the interests of highway safety and to safeguard the amenities of adjoining occupiers in accordance with Policy DP/3 of the adopted Local Development Framework 2007.)
6. **No development shall take place until full details of both hard and soft landscape works have been submitted to and approved in writing by the Local Planning Authority. These details shall include indications of all existing trees and hedgerows on the land and details of any to be retained, together with measures for their protection in the course of development. The details shall also include specification of all proposed trees, hedges and shrub planting, which shall include details of species, density and size of stock.**
(Reason - To ensure the development is satisfactorily assimilated into the area and enhances biodiversity in accordance with Policies DP/2 and NE/6 of the adopted Local Development Framework 2007.)
7. **All hard and soft landscape works shall be carried out in accordance with the approved details. The works shall be carried out prior to the occupation of any part of the development or in accordance with a programme agreed in writing with the Local Planning Authority. If within a period of five years from the date of the planting, or replacement planting, any tree or plant is removed, uprooted or destroyed or dies, another tree or plant of the same species and size as that originally planted shall be planted at the same place, unless the Local Planning Authority gives its written consent to any variation.**
(Reason - To ensure the development is satisfactorily assimilated into the area and enhances biodiversity in accordance with Policies DP/2 and NE/6 of the adopted Local Development Framework 2007.)
8. **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].**
 - (a) **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.**
 - (b) **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.**

- (c) **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.)

9. **No demolition, site clearance or building operations shall commence until tree protection comprising weldmesh secured to standard scaffold poles driven into the ground to a height not less than 2.3 metres shall have been erected around trees to be retained on site at a distance agreed with the Local Planning Authority following BS 5837. Such fencing shall be maintained to the satisfaction of the Local Planning Authority during the course of development operations. Any tree(s) removed without consent or dying or being severely damaged or becoming seriously diseased during the period of development operations shall be replaced in the next planting season with tree(s) of such size and species as shall have been previously agreed in writing with 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.)

10. **The existing hedges on the site's boundaries with Beach Road and Long Drove shall be retained except where otherwise expressly shown for removal on the approved drawings; and any trees or shrubs within them which, within a period of five years from the completion of the development or the occupation of the buildings, whichever is the sooner, die, are removed or become seriously damaged or diseased shall be replaced in the next planting season with others of similar size and species.**

(Reason - To protect the hedge which is of sufficient quality to warrant its retention and to safeguard biodiversity interests and the character of the area in accordance with Policies DP/1 and NE/6 of the adopted Local Development Framework 2007.)

11. **Any removal of trees, scrub or hedgerow shall not take place in the bird breeding season between 15 February and 15 July inclusive, unless a mitigation scheme for the protection of bird-nesting habitat has been previously submitted to and approved in writing by the Local Planning Authority.**

(Reason - To avoid causing harm to nesting birds in accordance with their protection under the Wildlife and Countryside Act 1981 and in accordance with Policies DP/1, DP/3 and NE/6 of the adopted Local Development Framework 2007.)

12. **No development shall take place until a scheme of ecological enhancement has been submitted to and approved in writing by the Local Planning Authority. The scheme shall include details of the features to be enhanced, recreated and managed for species of local importance both in the course of development and in the future. The scheme shall be carried out prior to the occupation of**

any part of the development or in accordance with a programme agreed in writing with the Local Planning Authority.

(Reason - To enhance ecological interests in accordance with Policies DP/1, DP/3 and NE/6 of the adopted Local Development Framework 2007.)

- 13. No development shall take place on the application site until the implementation of a programme of archaeological work has been secured in accordance with a written scheme of investigation which has been submitted to and approved in writing by the Local Planning Authority.**

(Reason - To secure the provision of archaeological excavation and the subsequent recording of the remains in accordance with Policy CH/2 of the adopted Local Development Framework 2007.)

- 14. Prior to the commencement of the development a lighting scheme, to include details of any external lighting of the site such as street lighting, floodlighting, security lighting, shall be submitted to and approved in writing by the Local Planning Authority. This information shall include a layout plan with beam orientation, full isolux contour maps and a schedule of equipment in the design (luminaire type, mounting height, aiming angles and luminaire profiles, angle of glare and shall assess artificial light impact in accordance with the Institute of Lighting Engineers (2005) 'Guidance Notes for the Reduction of Obtrusive Light'. The approved lighting scheme shall be installed, maintained and operated in accordance with the approved details measures unless the Local Planning Authority gives its written consent to any variation.**

(Reason - To minimise the effects of light pollution on the surrounding area in accordance with Policy NE/14 of the adopted Local Development Framework 2007.)

- 15. Notwithstanding the provisions of the Town and Country Planning (General Permitted Development) Order 1995 (or any order revoking and re-enacting that Order with or without modification), except as hereby approved, no vehicular access shall be made onto Beach Road or Long Drove unless expressly authorised by planning permission granted by the Local Planning Authority in that behalf.**

(Reason - In the interests of highway safety and safeguarding of existing hedgerow in accordance with Policies DP/3 and NE/4 of the adopted Local Development Framework 2007)

- 16. The visibility splays specified on approved Richard Jackson Engineering drawing no. 43417/P/SK06 rev B at the junction of the access road with the public highway shall be provided before the commencement of the development and shall thereafter be maintained free from any obstruction over a height of 600mm. The minimum dimensions to provide the required splay lines shall be 2.4m measured along the centre line of the proposed access road from its junction with the channel line of the public highway, and 120m measured along the channel line of the public highway from the centre line of the proposed access road.**

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

- 17. If, during development, contamination not previously identified is found to be present at the site, then no further development (unless otherwise agreed in writing with the Local Planning Authority) shall be carried out until the developer has submitted, and obtained a written approval from the Local Planning Authority for, and addendum to the Remediation Strategy. This addendum must detail how this unsuspected contamination shall be dealt with**

and from the date of its approval the addendum(s) shall form part of the Remediation Strategy.

(Reason: To prevent the increased risk of contamination to the water environment in accordance with Policies DP/1 and NE/8 of the adopted Local Development Framework 2007)

- 18. Prior to the commencement of any development, a scheme for the provision and implementation of sustainable surface water drainage shall be submitted to and approved in writing by the Local Planning Authority. The scheme shall be constructed and completed in accordance with the approved plans prior to the occupation of any part of the development or in accordance with the implementation programme agreed in writing with the Local Planning Authority.**

(Reason - To 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.)

- 19. Prior to the commencement of any development, a scheme for the provision and implementation of pollution control shall be submitted to and approved in writing by the Local Planning Authority. The scheme shall be constructed and completed in accordance with the approved plans prior to the occupation of any part of the development or in accordance with the implementation programme agreed with the Local Planning Authority.**

(Reason - To reduce the risk of pollution to the water environment in accordance with Policy DP/1 and NE/8 of the adopted Local Development Framework 2007.)

- 20. No development shall commence until details of**

- a) Energy efficiency measures**
- b) Provision for renewable energy**
- c) Provision for water conservation have been submitted to and approved in writing by the Local Planning Authority; the development shall be carried out in accordance with the approved details.**

Reason - Insufficient information was submitted with the application to assure the Local Planning Authority that energy efficiency, renewable energy and water conservation measures are adequate to comply with Policies NE/1, NE/3 and NE/12 of the adopted Local Development Framework 2007.)

- 21. During the period of construction, no power operated machinery shall be operated on the site before 0800 hours and after 1800 hours on weekdays and 1300 hours on Saturdays, nor at any time on Sundays and Bank Holidays, unless otherwise previously agreed in writing with the Local Planning Authority.**

(Reason - To minimise noise disturbance for adjoining residents in accordance with Policy NE/15 of the adopted Local Development Framework 2007.)

- 22. Should driven pile foundations be proposed, then before development commences, a statement of the method for construction of these foundations shall be submitted to and agreed by the Local Planning Authority in consultation with the District Environmental Health Officer.**

(Reason: In order to safeguard the amenity of the occupiers of nearby dwellings from disturbance from noise and vibration during the construction period in accordance with Policy DP/3 of the adopted Local Development Framework 2007).

- 23. No development shall take place until details of the following have been submitted to and approved in writing by the Local Planning Authority:**

- i) **Contractors' access arrangements for vehicles, plant and personnel;**
- ii) **Contractors' site storage area(s) and compounds(s);**
- iii) **Parking for contractors' vehicles and contractors' personnel vehicles;**
- iv) **Method statement for the control of debris, mud and dust arising from the development during the construction period.**

Development shall not be carried out other than in accordance with the approved details.

(Reason - In the interests of residential amenity and highway safety in accordance with Policies DP/3 and DP/6 of the adopted Local Development Framework 2007.)

Background Papers: the following background papers were used in the preparation of this report:

National Planning Policy Framework 2012

South Cambridgeshire Local Development Framework (LDF) Core Strategy, adopted January 2007

South Cambridgeshire Development Control Policies Development Plan Document 2007 SPD

Strategic Housing Land Availability Assessment 2012

Village Classification Report 2012

Planning File ref S/2509/12/FL

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