

## SOUTH CAMBRIDGESHIRE DISTRICT COUNCIL

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**REPORT TO:** Planning Committee

3 June 2015

**AUTHOR/S:** Planning and New Communities Director

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<b>Application Number:</b>	S/2365/14/OL
<b>Parish(es):</b>	Barrington
<b>Proposal:</b>	Outline application for the demolition of all existing buildings and structures, and redevelopment to provide up to 220 residential units, formal and informal open space including allotments, car parking for Barrington Primary School, new pedestrian and cycle links to Barrington village and Foxton station, and associated works - details of vehicular site access arrangements are submitted for approval, with all other matters (layout, scale, appearance and landscaping) reserved for future approval.
<b>Site address:</b>	Former CEMEX Cement Works, Barrington Cement Plant, Haslingfield Road, Barrington
<b>Applicant(s):</b>	Cemex UK Properties Ltd
<b>Recommendation:</b>	Delegated approval subject to completion of S106 Agreement.
<b>Key material considerations:</b>	The main issues are whether the proposed development would provide a suitable site for housing, having regard to the principles of sustainable development and housing land supply, scale of development, impact on the village character and landscape, impact on heritage assets, level of services and facilities, access and transport, drainage and ecology.
<b>Committee Site Visit:</b>	Yes
<b>Departure Application:</b>	Yes
<b>Presenting Officer:</b>	Andrew Fillmore
<b>Application brought to Committee because:</b>	The application proposal raises considerations of wider than local interest.

**Date by which decision due:**

3 June 2015

### **Executive Summary**

1. This proposal seeks outline permission (access only for approval) for a residential development of up to 220 dwellings outside the adopted village framework on a brownfield site. The development would not normally be considered acceptable in principle as a result of its location. However two recent appeal decisions on sites in Waterbeach have shown the district does not currently have a 5 year housing land supply, and therefore the adopted LDF policies in relation to the supply of housing are not up to date. The National Planning Policy Framework (NPPF) states there is a presumption in favour of sustainable development, and where relevant policies are out of date, planning permission should be granted for development unless the adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in the NPPF taken as a whole.
2. In this case officers are of the view, that on balance, the limited range of services and facilities including employment opportunities in Barrington and surrounding villages and the impact on the character of the village does not significantly and demonstrably outweigh the benefits that include redevelopment of a derelict brownfield site which will deliver up to 220 dwellings, including 40% affordable, towards the required housing land supply.

### **Planning History**

3. The site and surroundings (quarry) have been subject to a number of planning applications, the most relevant of which is county matters consent reference S/01080/10CW. This permission relates to part of the quarry to the north of the application site and allows for:

*'Importation, by rail, of the requisite inert material, for a period of 5 years, to partially infill an existing quarry void and provide for the restoration of the western and north-western areas of Barrington Quarry to a combination of agriculture and nature conservation after-uses, and all associated works including railway refurbishment and the retention and continued use of the existing weighbridge, office and workshop'.*
4. This consent is in the process of being implemented with the upgrade to the railway line underway, and with the importation of the inert material schedule to begin in 2015. The conditions attached to this permission require the works to have finished by 31 December 2018, and any additional importation would require further planning consent from Cambridgeshire County Council.
5. The full site history is set out in Appendix A.

### **Policy**

6. **National**  
National Planning Policy Framework  
Planning Practice Guidance
7. **South Cambridgeshire LDF Core Strategy DPD, 2007**  
ST/2 Housing Provision  
ST/6 Group Villages

8. **Adopted Local Development Framework, Development Control Policies**

- DP/1 Sustainable Development
- DP/2 Design of New Development
- DP/3 Development Criteria
- DP/4 Infrastructure and new development
- HG/1 Housing Density
- 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/7 Sites of Geological Importance
- NE/9 Water and Drainage Infrastructure
- NE/10 Foul Drainage – Alternative Drainage Systems
- NE/11 Flood Risk
- NE/12 Water Conservation
- NE/14 Lighting Proposals
- NE/15 Noise Pollution
- NE/16 Emissions
- CH/2 Archaeological Sites
- CH/3 Listed Buildings
- CH/4 Development within the curtilage or setting of a Listed Building
- SF/10 – Outdoor Play Space, 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
- TR/4 Non-motorised Transport

9. **Supplementary Planning Document(s)**

- District Design Guide SPD – adopted 2010
- Public Art SPD- Adopted 2009
- Development Affecting Conservation Areas SPD – Adopted 2009
- Health Impact Assessment SPD – March 2011
- Affordable Housing SPD – March 2010
- Open Space in new Developments SPD – Adopted 2009
- Listed Buildings SPD – Adopted July 2009
- Trees and Development Sites SPD – Adopted January 2009
- Landscape in new development SPD – Adopted March 2010
- Biodiversity SPD – Adopted July 2009

10. ***South Cambridgeshire emerging Local Plan***

- S/1 Vision
- S/2 Objectives of the Local Plan
- S/3 Presumption in favour of sustainable development
- S/5 Provision of new jobs and homes
- S/7 Development Frameworks
- S/10 Group Villages
- S/12 Phasing, Delivering and Monitoring
- CC/1 Mitigation and adoption to climate change
- CC/3 Renewable and low carbon energy in new developments

CC/4 Sustainable design and construction  
CC/6 Construction methods  
CC/7 Water quality  
CC/8 S sustainable drainage systems  
CC/9 Managing flood risk  
HG/1 Design principles  
HG/2 Public art in new development  
NH/2 Protecting and enhancing landscape character  
NH/4 Biodiversity  
NH/6 Green infrastructure  
NH/11 Protected Village Amenity Areas  
NH/14 Heritage assets  
H/7 Housing density  
H/8 Housing mix  
H/9 Affordable housing  
SC/8 Open space standards  
SC/11 Noise pollution  
SC/13 air quality  
T/I Parking provision

## **Consultations by South Cambridgeshire District Council as Local Planning Authority**

### Parish Councils

11. **Barrington Parish Council** (Full comments set out in Appendix B) - Recommend refusal. Comments can be summarised as:

- Recommend refusal on the grounds of unsustainable development.
- The scale of development is disproportionate
- It proposes a 47% increase in housing in a village with one shop, one pub, one primary school, an aged village hall and an aged sports pavilion, poor transport links and no local health care
- Main effects are not mitigated in the proposed S106 despite a number of meetings to explain the villages needs to CEMEX

The cumulative impact of these environmental, social, and economic effects is that Barrington village will be significantly, adversely impacted, - permanently. The proposed development fails the test of sustainability and permission should be refused.

12. Further response received 21 April 2015 (Appendix C) opposing the application for the following reasons:

- The planning system is plan led, and it is for the local authority in consultation with the public to decide where development should go
- The Local Plan identifies the site as unsuitable for housing
- The government wants to see truly sustainable development, not development at any cost
- The correspondence from Harston Surgery makes it clear the site is unsustainable

13. **Haslingfield Parish Council** – There is nothing in this application which appears properly sustainable in the long term. In particular, although the application ticks the appropriate boxes by providing a lot of opportunities for walking and cycling connection to Barrington and Foxton, the main mode of transportation for

residents will be by car. We do not agree with the projected traffic flows, which will result in considerable increase in traffic through Haslingfield. Since there appears to be no provision for improved public transport the planning application appears unsustainable. There are existing problems with queuing of vehicles at the Haslingfield Road junction with the A603 which will be exacerbated. There is no provision for cyclists and walkers between Barrington and Haslingfield. Although the development proposed makes use of a brownfield site, what is proposed is an opportunistic proposal lacking any real merit, being an isolated development without proper infrastructure and services to sustain it creating adverse situations in the surrounding settlements. At the time of commentating of the SCDC Local Plan, we expressed support for properly developed large settlements such as Waterbeach, Northstowe, Cambourne and elsewhere, where there could be a full provision of infrastructure and public services. We remain supportive of such developments but this one does not meet any desirable criteria and Haslingfield Parish Council must therefore express its objection to the proposal.

14. **Orwell Parish Council** – Voted against the potential development of the Barrington site after a public meeting to discuss the impacts and a meeting of Parish Councillors. This led to the overall conclusion that this development is not sustainable. The key points leading to this decision can be summarised as concerns over:

- Increased traffic noise and congestion during construction
- Impacts of the railway journeys in and out of the quarry on local traffic
- Increased traffic flow through Orwell High Street/Fischers Lane and Barrington Rd
- Increased congestion on the main junctions leading out of the village
- Further overload of local services such as schools, public transport, health services which are not planned for
- No provision defined that would adequately prevent further development of the site for housing

15. **Shepreth Parish Council** – Refuse. The Council has a number of concerns, namely traffic and augmented problems with the safety of the A10 junction, increased demand at Shepreth Station and schooling. Most pertinently it is inexplicable that as a neighbouring village to Barrington, Shepreth is not even mentioned in the planning application which will undoubtedly have a tremendous impact on the village and infrastructure.

16. The principal concern is the huge increase in traffic through Shepreth and particular effect on the two A10 junctions into the village. Specifically, the Frog End West Side approach to the A10 junctions which has been on the District and County accident cluster list over many years with a long record of fatalities and injuries reinforced by further accidents in 2014. With 220 new houses locally this is potentially at least 300 additional cars driving through the village. Therefore some kind of traffic lights would be imperative at this junction as a bare minimum.

17. Secondly, the upsurge in the use of Shepreth Station and car park is undeniably bound to occur. Commuters living in the new development will not necessarily use Foxton Station, Shepreth is just as close and accessible. Train services and parking must be considered and improved to cope with the influx.

18. Thirdly, the application does not provide for adequate school places for the expansion in children living in Barrington and the likely knock on effects for Shepreth children who attend Barrington school.
19. **Foxton Parish Council** - Refuse. It is outside the SCDC Local Plan, and is ill timed because it has been submitted prior to the new Local Plan being approved and published. A development of this scale will adversely affect the beautiful historic rural village of Barrington, and will cause conflict with local infrastructure (traffic, sewage, etc), especially when considered along with other development proposed for the area. The additional traffic will have an impact on surrounding villages (particularly Haslingfield and Shepreth) and Foxton will be affected by the increase in traffic on Barrington Road and Cambridge Road. Foxton is also directly affected by the pedestrian and cycle access to Foxton station, of which there is no details in the submitted plans.
20. **Meldreth Parish Council** – No objection. The access road to the houses appears to be a shared access with the quarry so that domestic traffic and heavy commercial vehicles will be mixed together on the road, causing a potential hazard to pedestrians and vehicles, this is especially of concern with the amount of children there may be in the area.

South Cambridgeshire District Council

21. **SCDC Urban Design** – The overall mix and density of housing and open space provision appear acceptable, and the proposals for new pedestrian/cycle links to Barrington and the school encouraged. The application is in outline form and any design for new housing would be developed at a later date.
22. **SCDC Landscape** – Thought needs to be given to how the development landscape will connect with the existing and future landscapes. Both pedestrian and vehicle access, rear garden boundaries, dwellings and parking areas are all shown as connecting with the external landscape. Significant landscape treatments, particularly to the north of the development, will be required to integrate it into the landscape and to mitigate against any adverse landscape and visual effects, viewed from public rights of way to the north.
23. **SCDC Historic Buildings** – New development considered to be sufficiently screened/separated from Conservation Area and historic buildings to prevent any detrimental impact.
24. **SCDC Trees** – The site for the bulk of the development is largely devoid of any significant trees due to historic land use. The area for the proposed car parking will require some tree clearance, however the secluded location of the car parking will not have a significant impact on amenity provided by existing trees. Conditions recommended.
25. **SCDC Ecology** – No objection. The applicant has now provided a greater level of commitment to the provision of a diverse range of habitats and mitigation. The submitted Nature Conservation Management Plan (NCMP) provides some reassurance that the masterplan and the habitats that it presents can be delivered at the reserved matters stage. The submitted NCMP and the illustrative masterplan and the parameters plan should be listed as approved documents/plans should any permission be granted.

26. **Environmental Health (Noise)** – The restoration activities associated with the quarry (county planning reference S/01080/10/CW) does not afford an adequate level of protection for future residents against noise if the two were to co-exist. Recommend refusal unless a Grampian style condition or S106 is imposed preventing the commencement of any residential development until the county minerals permission for restoration activities have been completed in full or additional noise mitigation measures to address the restoration activities is agreed. These measures would indicate siting of earth bunds/acoustic fences, operational noise management plan, reduction in hours when restoration permitted and dust mitigation and management strategy.
27. **Environmental Health (Contamination)** – The Environmental Statement highlighted that mitigation measures are required to minimise the adverse effects posed by ground conditions which broadly comprise the need for further investigation/characterisation of contamination followed by remediation most likely in the form of hotspot removal and import clean soil material. I am in general agreement with these proposals, however I would recommend that further gas monitoring is required. Recommend conditions.
28. **SCDC Environmental Health (Air Quality)** – We are satisfied with the report. Recommend conditions relating to the emission levels of vehicles used in the construction of the site and a requirement that 10% of the buildings total predicted energy requirement will be from on-site renewable energy sources
29. **SCDC Housing** – The applicant has offered 40% affordable housing and has not raised the issue of viability. Given the former use of the site is brownfield we would wish to see that 40% affordable housing is deliverable on this site. The overall housing mix does not offer any 2 bedroom accommodation and is heavily weighed with 43% of the housing being 4 bedroom or more.

Cambridgeshire County Council

30. **CCC Minerals and Waste** – Cambridgeshire County Council, as the Minerals Planning Authority, are content with the applicants submission that the housing development is not in conflict with Core Strategy CS26.
31. **CCC Waste Disposal Authority** – The requirements of the RECAP Waste Management Design Guide needs to be taken into account and a contribution sought for Household Recycling Centre.
32. **CCC Libraries and lifelong learning** – Request contributions for an additional mobile library stop or equivalent provision to serve the 690 residents anticipated to arise from this development.
33. **CCC Floods and Water** - There is a need to ensure that run off from new developments is carefully managed so that surface water flood risk is not increased in surrounding areas or water quality reduced to nearby water bodies.
34. **CCC Sports** – It is important that discussions continue regarding on site provision of formal and informal open space. Whatever is chosen discussions need to be finalised before planning permission is granted on who will actually pay for the upkeep and ongoing maintenance of formal open space areas.

35. **CCC Arts** – There is potential here to provide public art, with the best approach for a group of interested parties, including local people, to assess what is required and put forward an arts provision plan.
36. **CCC Health** – No objection, subject to a condition requiring the provision of a Health Impact Assessment prior to the submission of any reserved matters application.
37. **CCC Highways** – No objection. Subject to conditions including a requirement that the proposed car park opposite the school is only provided if this is deemed necessary following a review of the schools Travel Plan.
38. **CCC Highways (Transport Assessment)** – No objection. Subject to securing the following measures: pedestrian/cycle link to Foxtton station, two bus stops near the development access on Haslingfield Road, Travel Plan and upgrade of the proposed footpath to the south of the site.
39. **CCC Education** – The development is very close to Barrington School and the county would be looking for the provision of safe walking/cycling routes from all parts of the residential development to the primary.
40. **CCC Archaeology** – No objection. Recommend a condition. We have been provided with further details of the proposals and of the current site conditions and land use. From this it is clear that the major impacts of the development will be within previously disturbed ground, with less impact in areas where archaeology is likely to survive. Although there may be some disturbance, this is likely to be less intrusive than we previously considered. In view of this I am writing to withdraw our previous objection and advise archaeological issues can be addressed through the inclusion of suitable conditions. Also advise that we consider the industrial heritage of the site to be of significance and that conditions should be included to address the recording of this important aspect of the site history.

#### Other

41. **NHS Property Services** – There is no spare capacity at Melbourn, Comberton and Harston. The NHS would therefore be seeking contributions in order to provide more capacity at these surgeries.
42. **Harston Surgery** – (Response to the LPA) We currently have 1878 patients per whole time GP, which is just above the national list. It is clear that without an extension at Harston no further significant number of patients can be registered, and it is important that planners and decision makers are aware of this and have a definite strategic plan with NHS England as to how they expect primary health care services to be provided.
43. We do have outline plans as to how we could extend the surgery to provide at least one extra consultation room and significant extra administrative space without losing car parking. We understand there may be some S106 funds available to build an extension; whilst the council have been open about their availability the allocation is to NHS England and they have given no indication that these funds will be allocated to Harston surgery.
44. (Response to the Parish Council) We are in the process of applying for S106 monies from NHS England, and if granted we will build an extension to accommodate the extra patients generated from the 200-300 houses planned for



the Hauxton site. After this we cannot expand anymore and the only option left would be to build new. NHS England have informed us they rule this possibility out completely.

45. (Further response to the LPA) If we are successful in securing the S106 monies from the Hauxton development, we can go ahead and build an extension to the surgery to accommodate the extra 500-600 patients. As we have no idea if we will be successful in our application, to say we are happy to take on more patients from Barrington and Foxton developments is premature. NHS England must have a strategic plan in place as to where these extra 1700+ patients are going to register.
46. **Natural England** – No objection. The application is in close proximity to the Barrington Chalk pit and Barrington Pit SSSI. Natural England is satisfied that the proposed development being carried out in strict accordance with the details of the application will not damage or destroy the interest features for which the site has been notified.
47. **Police Architectural liaison Officer** – No objection. Barrington sees relatively low levels of crime, and the proposed layout is in general terms acceptable.
48. **National Grid** – National grid will not be affected by this application.
49. **Sport England** – Sport England does not wish to comment on this application.
50. **NetworkRail** – A number of level crossings are located within the surrounding area of the application site. The safety of the operational railway and of these crossings is of highest importance to Network Rail. The proposed 220 dwellings is likely to have an effect on the level crossings. It is probable the use of the old rail link between Barrington and Foxton station would increase use of the Barrington road foot crossing. Networkrail is keen to discuss further the opportunities to improve safety at the crossing.
51. **English Heritage** – Express concern that residential development of the site in close proximity to the quarry may prevent the resumption of quarrying for clunch in the future, and that in turn would have implications for the long term availability of clunch and the maintenance of a number of highly graded heritage assets in the region.
52. The development will have the appearance of a suburb or urban extension but is sited away from any existing settlement, and will have an awkward relationship to Barrington and Barrington Conservation Area. While the existing redundant industrial appearance of the site may be regarded as negative impact on the wider setting of Barrington conservation area the introduction of over 200 dwellings will also have the potential for harm.
53. **Wildlife Trust** – The applicants have addressed our concerns over the scale of importance of ecological features and scale of impacts by stating they intend to mitigate any impacts regardless of scale. There is an overall net loss in habitat area so the quality of habitat created will be key to achieving biodiversity gains. No objection if the implementation of high quality habitat creation and nature conservation management plan are secured for the long term.
54. **Environment Agency** – (flood risk) No objection. The proposed discharge rates have been revised down to the equivalent greenfield conditions. Even given the

uncertainties involved with the brownfield run off rates, this proposal is significantly better over the existing situation. Pleased to see the drainage strategy includes removal of the culverts on site to open up the ordinary watercourse which will reduce flood risk and provide new habitat for wildlife. Whilst we have previously objected to this application, the revised drawings have demonstrated that the development will significantly reduce downstream flood risk, improve water quality through the introduction of SUDS and provide ecological benefits through removal of watercourses for culverts. Recommend conditions requiring the development be carried out in accordance with the Flood Risk Assessment and for the provision of a surface water drainage scheme.

55. (conservation) No conservation objections. It is important the protected species identified are protected during any construction works. Appropriate mitigation measures should be put in place and any habitats provided as mitigation should be established before habitat is lost due to construction.
56. (environment management) The development will be acceptable subject to conditions covering foul and surface water drainage and construction method statement.
57. (site specific comments) The site is located above a Principal Aquifer, Water Framework Directive (WFD) groundwater body, WFD drinking water protected area and is adjacent to a watercourse that leads to River Cam/Rhee. The site is of high sensitivity and could present potential pollutants to controlled waters. Recommend conditions relating to remediation strategy and piling/foundation design.
58. **Anglian Water** - (Wastewater Treatment) The foul drainage from this development is in the catchment of Foxton Water Recycling Centre that does not have the available capacity for these flows. However, an alternative Water Recycling Centre at Haslingfield does have the capacity and can accommodate the development. (Foul Sewerage Network) The sewerage system at present has available capacity for these flows providing the connection is made to manhole 3002 in Chapel Hill via a pumped regime at a maximum of 3.8l/s
59. **Barrington Church of England School** – Express reservations about the effects on the school.
  - The school would struggle with accommodation. In line with Government requirements for adequate 'pre' and 'after' school provision, we have established a successful after school club that utilises the 'spare' classroom which would be affected by increased number of pupils.
  - As well as additional classrooms, there will be a need to assess other facilities required such as toilets, dining areas, play-areas, heating and drainage as well as car parking.
  - The impact on road safety is a concern
  - Happy Bunnies relocating to the school will cause logistical and safe guarding issues which have not been addressed.
60. **West Cambridgeshire Hundreds Group** – The applicants should be held to account should they manage to disrupt or destroy the existing habitat, and their attempts at enhancements fail, as when 'replacing' destroyed habitat with so called 'like for like' this is all too common an occurrence, and by then it is too late, as the species are lost permanently.

61. **Campaign for the Preservation of Rural England** – Object. Number of dwellings is out of proportion to the village, increase in population would overwhelm village facilities, contrary to policy ST/6, village has poor transport which would encourage car ownership, unsustainable site for this scale of development. The site is appropriate for 10 dwellings.

### **Representations**

62. Three letters of representation has been received supporting the development stating this would be good for the village providing much needed housing, remove a decommissioned industrial presence on the doorstep of the village, and make effective use of a brownfield site.

63. 104 letters of representation have been received opposing the scheme for the following reasons;

- Non-compliance with draft Local Plan
- Not sustainable location
- Adverse impact on traffic congestion
- Lack of proper consideration of alternative sites
- Surface water drainage and flood risk implications for Barrington
- Insufficient impact on sewerage
- No capacity at primary school
- No capacity at surgery
- Result in a satellite housing only complex
- Disproportionate increase in size of village
- Insufficient infrastructure
- Lack of public transport in Barrington
- Lack of services in the village
- There is no need for the affordable units, recent developments have secured the previously unmet need
- Adverse impact on SSSI
- Only people to benefit will be CEMEX shareholders
- Cycleway to station not likely to be used

### **Planning Comments**

64. The former CEMEX cement works site comprises 9.88ha of previously developed (brownfield) land located close to but separated from, and to the north of Barrington village. The factory ceased production in 2008, with the loss of 80 jobs, and was decommissioned in 2012 and has since remained redundant. The site is served by a number of vehicular access points (only one is currently in use) off Haslingfield Road as well as a railway line which runs from Foxton station.

65. The quarry immediately to the north of the site has partly been restored to agriculture, with a further area waiting restoration. This land benefits from County Matters consent for the importation of inert material by railway, with this scheduled to begin in 2015. The conditions attached to this permission require the works to have finished by 31 December 2018

66. Part of the quarry, which is not proposed to be restored, still holds limestone 'clunch' which is used in the restoration of historic buildings, however the planning permission for extraction of this material has lapsed. Leachate (liquid that in the course of passing through matter extracts soluble or suspended solids) is

removed from the site with an average of 2 tanker movements per day between the hours of 07:00 and 18:00, with this proposed to continue.

67. The application proposal relates to the previously developed land (cement factory) where consent is sought for up to a maximum of 220 residential units. Additionally it is proposed to provide a shared pedestrian and cycle link to Foxton railway station, pedestrian/cycle connections through the woodland to Barrington and a car park to serve the primary school, along with 2.01ha of agricultural land given over to formal and informal open space including allotments.
68. 40% of the dwellings are to be affordable, on a 70/30 rented to shared ownership basis. In terms of mix at least 40% of the homes will be 1 or 2 bedroom, with circa 25% 3 and 4 bedroom respectively.
69. The application seeks outline permission (access only) with the matters of layout, scale, appearance and landscaping reserved.
70. The development represents EIA development as defined by The Town and Country Planning (Environmental Impact Assessment) Regulations and as such the application was accompanied by an Environmental Statement. The information contained within this statement has been used in assessing the proposal.

#### **Principle of development**

71. The NPPF requires Councils to boost significantly the supply of housing to identify and maintain a five-year housing land supply with an additional buffer as set out in paragraph 47.
72. On the 25 June 2014 in two appeal decisions for sites in Waterbeach the Inspectorate concluded that the council cannot currently demonstrate a five-year supply of deliverable housing sites. He identified either a 3.51 or 3.9 year supply (each appeal was judged on its own evidence and slightly different conclusions reached). This is against the Strategic Market Assessment figure for objectively assessed needs of 19 000 homes between 2011 and 2031, which he concluded had more weight than the Core Strategy figure. It is appropriate for the conclusions reached within these appeal decisions to be taken into account in the council's decision making where they are relevant. 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. These policies were listed in the decision letters and are: Core Strategy DPD policies ST/2 and ST/5 and Development Control Policies DPD policy DP/7 (relating to village frameworks and indicative limits on the scale of new development in villages). The Inspectorate did not have to consider policy ST/6 but as a logical consequence of the decision this should also be a policy 'for the supply of housing'.
73. Where this is the case, paragraph 14 of the NPPF states that there is a presumption in favour of sustainable development. It says that where relevant policies are out of date, planning permission should be granted for development unless the adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in the NPPF taken as a whole, or where specific policies in the NPPF indicate development should be restricted.

Is the site a sustainable location for 220 residential units?

74. Paragraph 17 of the NPPF sets out a number of core planning principles including:

- encouraging the effective use of land by reusing land that has been previously developed, provided that it is not of high environmental quality
- actively manage patterns of growth to make the fullest possible use of public transport, walking and cycling, and focus significant development in locations which are or can be made sustainable
- take account of and support local strategies to improve health, social and cultural wellbeing for all, and deliver sufficient community and cultural facilities to meet local needs

75. The NPPF states there are three dimensions to sustainable development: economic, social and environmental.

**Economic**

76. Paragraph 19 of the NPPF advises the Government is committed to ensuring that the planning system does everything it can to support sustainable economic growth, and significant weight should be placed on the need to support economic growth through the planning system.

77. The proposed development would give rise to a number of economic benefits. In the short term this would include the creation of jobs in the construction industry as well as the multiplier effect in the wider economy arising from increased activity. In the long term the provision of housing would help meet the needs of businesses in Cambridge and London, where there will be a realistic travel option by train for future residents. For these reasons the scheme would bring positive economic benefits thus complying with this dimension of sustainable development.

**Social**

Provision of new housing including affordable units

78. Chapter 6 of the NPPF relates to 'delivering a wide choice of high quality homes' and seeks to '*boost significantly the supply of housing*' placing importance on widening the choice of high quality homes and ensuring sufficient housing (including affordable housing) is provided to meet the needs of present and future generations.

79. The development would provide a clear benefit in meeting the current shortfall in South Cambridgeshire through delivering up to 220 residential dwellings. 40% of these will be affordable on a 70/30 rented to shared ownership basis in compliance with the development plan. In terms of mix, at least 40% of the homes will be one or two bedrooms and 25% three bedroom and four bedrooms respectively, in keeping with policy requirements. Securing both the affordable homes as well as the overall (affordable and open market) mix of houses can be achieved via S106/condition. Officers are of the view the provision of up to 220 houses at a tenure and mix in conformance with adopted policy, is of substantial

benefit and significant weight should be attributed to this in the decision making process.

80. A number of third party representations draw attention to there not being a local need for affordable housing within the village, with this need having already been met through exception sites. Developments on schemes requiring affordable housing provision on-site are not required to only meet the level of local need identified but provide accommodation for the wider need within the district.
81. The Planning Practice Guidance (PPG) advises that where a vacant building is brought back into lawful use, or is demolished to be replaced by a new building the developer should be offered a financial credit equivalent of the existing gross floorspace of relevant buildings when the local authority calculates any affordable housing contribution. Vacant building credit does not apply where a building has been abandoned. Officers are of the view, given the length of time since the last use of the site and owners intentions not to restart production, the buildings have been abandoned and no 'credit' is applicable towards reducing the level of affordable housing.

#### Housing delivery

82. The applicant suggests all of the 220 units will be delivered by 2020 (within 5 years from date of outline consent) primarily due to the very strong demand from house builders (Barrington's high values) resulting from the general attractiveness of the village and its proximity to the University, M11 and Foxtan railway station which offers access to the mainline stations at both Kings Cross and Liverpool Street.
83. Officers are of the view that whilst significant remediation of the site is necessary, given the applicants expertise in this matter and very strong demand in this village the majority, if not all, the new houses are likely to be delivered within 5 years. In order to encourage early delivery, officers are of the view 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.

#### Open space

84. The development includes the provision of formal and informal public open space, including allotments and Multi Use Games Area, covering a total of 2.01ha, immediately adjoining the residential units. The details of the type and specification of this open space is to be agreed at reserved matters stage, with the long term management of this land secured through the S106. The extent of proposed open space exceeds the guidelines set out in the adopted SPD (Open space in new developments) and will provide for the needs of future residents.
85. Barrington is already served by a large area of both formal and informal open space and whilst the extent of the new provision is welcome, the wider social benefits are limited.

#### Services and facilities

86. Paragraph 55 of the NPPF seeks to promote sustainable development in rural areas advising '*housing should be located where it will enhance or maintain the vitality of rural communities*', and recognises that where there are groups of

smaller settlements, development in one village may support services in a village nearby.

87. Barrington village is served by relatively few services and facilities but including a Primary School, Public House, Church, Village Hall, shop and some formal sporting facilities along with an extensive area of public open space. There are no further retail facilities such as a bakery, butchers, pharmacy or hairdressers and residents are required to commute outside the village to access these day-to-day services. Furthermore there are no employment opportunities within the village.
88. This lack of services is reflected in Barrington being designated a 'Group Village' on the Core Strategy settlement hierarchy. Group villages are described as '*generally less sustainable locations for new development than Rural Centres and Minor Rural Centres, having fewer services and facilities allowing only some of the basic day-to-day requirements of their residents to be met without the need to travel outside the village*', and new housing proposals are restricted to limited development which will help maintain remaining services and facilities.
89. Barrington is located in close proximity to the villages of Orwell, Shepreth, Haslingfield, Harlton and Harston, which are all small settlements categorised as either 'Group' or 'Infill' villages, and as such the collective services offered locally is limited.
90. The provision of up to 220 new houses will assist in maintaining the existing level of services offered in both Barrington and surrounding villages and some weight is given to this benefit, as per paragraph 55 of the NPPF.
91. However the scale of development (220 houses) would represent a significant increase in the size of the village (467 properties) which does not have a range of services and facilities new residents would be expected to use. Furthermore these services are not available in adjoining villages. This lack of service provision weights against the proposal, and Members will need to take this into account in reaching a decision.
92. Residents living in Barrington access primary health care services at Harston surgery and to a lesser extent Melbourn, with the NHS advising there is no spare capacity at either surgery and requesting appropriate contributions to mitigate this. Many of the representations from local residents draw attention to the difficulty in obtaining an appointment and finding parking at Harston surgery. Officers have visited the surgery and discussed potential options to expand the practice, and whilst any future development would be subject to obtaining consent it is likely this could be achieved (without losing car parking provision).
93. The extension to the surgery would provide a single new GP consultancy room along with further office space, with this additional accommodation capable of serving 1800 patients (NHS guidelines) thus meeting the primary health care needs arising from both this development and at Hauxton.
94. The consultation response from Harston surgery to SCDC advised there was capacity (subject to extending the building) to accommodate this development; however subsequent correspondence to the Parish Council stated this was not the case. When seeking clarification officers were directed to NHS England. NHS England guidelines are clear in advising a ratio of 1800 patients per GP. With the provision of an additional consultation room, this would cater for the increased

needs arising from both this development and the Hauxton scheme. Financial contributions towards extending the surgery would be secured through the S106.

95. The development proposes funding for three additional classrooms at Barrington primary school, with there being sufficient capacity on site to deliver these. The funding will be secured through a S106, with no further contributions sought by the County Council education officials. Sufficient capacity exists at Melbourn Village College to accommodate the increased number of pupils.

### Transport

96. One of the core principles of the NPPF is to *'actively manage patterns of growth to make the fullest possible use of public transport'*. Chapter 4 relates to 'Promoting sustainable transport' and advises *'the transport system needs to be balanced in favour of sustainable transport modes'*, and goes on to state *'different policies and measures will be required in different communities and opportunities to maximise sustainable transport solutions will vary from urban to rural areas'*. In summary the NPPF seeks to promote sustainable transport solutions, whilst recognising the difficulty of achieving this in rural areas.
97. Bus provision is limited to three services, Orwell-Haslingfield-Cambridge, Royston-Haslingfield and Cambridge-Royston. The closest railway stations can be found at Foxton and Shepreth both of which are circa 3km from the site. From these stations regular services are offered to Cambridge and London. With limited bus provision and with the railway stations only realistically accessible by private car the village is poorly served by public transport.
98. The application proposes to provide a pedestrian/cycleway link along the current railway line to Foxton station, with this to be installed prior to occupation of the first dwelling. Constructing this link, its long term maintenance and provision of additional cycle storage facilities at the station can be secured by S106.
99. Officers are of the view this pedestrian/cycleway will encourage use of the railway for both new and existing residents, and is likely to prove attractive for commuters working in London and Cambridge (where access will be provided to the new station serving the Science Park). As such the provision of this cycleway/footpath will limit the increase in commuting by private car arising due to this development, as well as providing opportunities for existing residents to more easily access the train station by foot/cycle.
100. However, for almost all other journeys (e.g. retail food shopping, leisure pursuits) new residents are likely to commute by private car (due to this being more convenient), resulting in an increase in movements.
101. The county council highways authority transport assessment team raise no objection subject to conditions relating to the provision of the cycle/pedestrian link, provision of bus stops, travel plan and upgrading of the footpath connection to the village. County Council Highways Development Management also do not oppose the development subject to a requirement the car park opposite the school only be installed if required by the review into the schools travel plan.
102. Many of the representation from both Barrington residents and those residing in neighbouring villages express concerns over the impact of increased traffic on already congested roads, highlighting queuing traffic at a number of pinch points.



Whilst these concerns are frustrating for local residents, the highways authority does not oppose the scheme on grounds of either safety or capacity.

## **Environmental**

### Landscape

103. The existing site comprises a number of buildings including some very large sheds/machinery along with a tower which is a distinctive feature in the wider landscape. Short views of the site are restricted by the mature woodland which runs along Haslingfield Road and limits views in to the points of access.
104. Given the site's former industrial use and limited views, the development will result in a neutral impact on the landscape character. The Council's landscape officer advises further landscaping is required, in particular to mitigate views from the north and this can be controlled by condition.

### Connections to Barrington

105. A large number of local representations draw attention to the development site being separated from Barrington village, referring to the scheme as a 'satellite' housing estate or 'Barrington North'.
106. The development site is physically separated from the village by an area of woodland and is only proposed to be connected via two footpaths, one of which is to provide access to the school. With most movements to and from the site likely to occur by private car the development does not form a natural extension to the built form or encourage new residents to integrate into the village. Officers are of the view the built form of the development is incongruous with the established pattern of the settlement, and the lack of integration detracts from the merits of the scheme. The level of this harm is offset through the removal of a derelict factory site.

### Ecology

107. The application is in close proximity to the Barrington Chalk Pit and Barrington Pit SSSI, with Natural England satisfied the proposed development will not damage or destroy the interest features for which the site has been notified and conclude these statutory nature conservation sites do not represent a constraint in determining this application.
108. The Wildlife Trust note that whilst there will be an overall reduction in habitat loss (mainly due to arable land and open mosaic brownfield land) this can be adequately compensated for through an improvement to the quality of the habitat created. These improvements will be secured by condition/S106 and provide new habitat creation and an ongoing management plan.
109. The Council's ecologist is satisfied the habitat creation and management plan results in a diverse range of habits and provides sufficient mitigation.
110. The Environment Agency request conditions relating to the disposal of foul and surface water drainage and provision of a construction method statement in the interests of environmental management. Further conditions requiring a remediation strategy as well as details of any piling/foundation design/boreholes are recommended to deal with risks associated with contamination.

### Heritage assets

111. A large part of Barrington village is designated a Conservation Area including land to either side of Haslingfield Road extending up to the boundary with Church Farm. Additionally the village contains a number of listed buildings.
112. English Heritage advice the development will have an awkward relationship to Barrington Conservation Area, neither forming an independent settlement in its own right nor forming an integrated part of the existing village. This response further advises the existing redundant industrial site may be regarded as a negative impact on the wider setting of Barrington Conservation Area but that the introduction of over 200 dwellings would also have the potential for harm.
113. The Council's conservation consultant advises the new development is considered to be sufficiently screened/separated from both the Conservation Area and historic buildings to prevent any detrimental impact.
114. Officers are of the view there is sufficient separation between the application site and village that the principle of replacing the derelict cement factory with residential development offers the opportunity to improve the setting of the Conservation Area, with the details of such a scheme considered at the reserved matters stage.
115. There are numerous listed buildings within the wider vicinity of the site (124 within 2km radius of site boundary), including eight within 100m as follows (Grade 2 unless otherwise specified): Gates and Gatepiers at Barrington Hall, Lodge at entrance to Barrington Hall, Barrington Hall, Church Farmhouse, Primary School, Barn at Rectory Farm, Rectory Farmhouse and Church of All Saints (Grade 1). All these buildings are sufficiently separated from the development by the mature woodland such that no harm to their setting would arise.
116. The construction of the car park and access could potentially harm the setting of the school and Church, however the details of the car park would be secured at reserved matters stage and officers are of the view this aspect of the scheme can be delivered without materially affecting the setting of any listed buildings or the Conservation Area.
117. The site has been in industrial use for a prolonged period of time and is part of the historical context of the village, and appending a condition requiring the industrial heritage be recorded is reasonable and necessary.
118. Cambridgeshire County Archaeology advise the site is located in an area of high archaeology potential with evidence of prehistoric, Roman and Saxon settlements, with a number of investigations in connection with the former quarry demonstrating the significance of the area for late Prehistoric and Roman period. The major impacts of the development will be within previously disturbed ground, with less impact where areas of archaeology is likely to survive, and it is considered this issue can be addressed by condition.
119. The quarry behind the site provides the only accessible source of clunch, a soft building stone used in the restoration of a significant number of highly graded listed buildings, in the county. The last consent allowing the quarrying of clunch has lapsed and any further quarrying would be subject to a new county matters planning application. English Heritage express concern this development may

prevent future quarrying of clunch, due to noise disturbance to the new residents, thus undermining the long term repair of listed buildings.

120. The reserves of clunch lie within the quarry approximately 750m from the site with any future working involving pulling away the material from the quarry face. Minimal disturbance would result from this activity and future quarrying of clunch would unlikely be prejudiced by this development.

#### Brownfield site

121. One of the core principles in the NPPF is to encourage the effective use of land by reusing land that has been previously developed (brownfield land). The whole of the site proposed for new housing comprises previously developed land thus conforming with this objective of national planning policy. Officers are of the view significant weight should be attributed to this benefit.

#### Loss of agricultural land

122. The development will result in the loss of 2.1ha of agricultural land, which is to be given over to public open space. This agricultural land is grade 3, and as such the loss is not significant.

#### Surface and Foul Water Drainage

123. The Environment Agency advise the proposed discharge rates for surface water drainage are the same as the equivalent rates of greenfield runoff, and the proposal represents a significant betterment over the existing situation. The agency go on to highlight the development will significantly reduce downstream flood risk, improve water quality through the introduction of SUDS and provide ecological benefits through the removal of watercourses from culverts.

124. Foul water is to be discharged via mains sewer with Anglian Water confirming there is sufficient capacity to cope with the development.

#### Noise and disturbance

125. The Council's environmental health officer advises that without mitigation the restoration activities associated with the quarry would result in an unacceptable impact on the living conditions of future residents. The quarry is within the control of the applicants and subject to mitigation measures such as installing earth bunds, acoustic fences, controlling hours of restoration no harm arises through noise disturbance.

126. No adverse concerns are raised with regard to air quality subject to the appending of conditions.

#### **Other considerations**

#### National Grid, Police, Sport England

127. No objections have been received from the National Grid, Police Architectural Liaison Officer or Sport England

#### Restoration of the quarry

128. The County Council have confirmed the granting of residential use on this site will not affect the ongoing restoration of the quarry or conflict with adopted minerals and waste policy.

### **Contributions**

129. The CIL Regulation 122 states that a planning obligation may only constitute a reason for granting planning permission for the development if 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

130. Under Regulation 123 of the Community Infrastructure Levy Regulations 2010 (as amended in 2014); after 6th April 2015 a planning obligation may not constitute a reason for granting planning permission if since 6th April 2010 five or more separate planning obligations, that provide for the funding or provision of that project or type of infrastructure, have been entered into. Officers can confirm that there have not been more than 5 planning obligations for the village of Barrington since 6th April 2010.

131. Following lengthy discussions with the planning authority, the Parish Council and elected members the applicant has offered the following heads of terms:

- Building 3 new classrooms at Barrington Primary School at £1,010,520
- Provision of pedestrian cycle links and improvements to Foxton Station Traffic Management within Barrington Village, Bus Service and Infrastructure Improvements at £2,040,00
- New village hall and refurbishment of existing sports pavilion at £1,465,000
- Provision of new football pitch, two tennis courts, car park serving the recreation facilities, land for allotments at £292,000
- Healthcare contribution at £185,900
- Household waste receptacles at £17,136
- Public open space maintenance at £200,000
- Transfer of land to Barrington Parish Council

132. Having regard to the development plan and the NPPF Officers are of the view that these obligations are all considered necessary to make the development acceptable in planning terms and without this level of contribution would not be confident that the development could be considered sustainable. All contributions have been scrutinised and are considered the result as a direct consequence of the development. Although the section 106 list (equivalent to £23,715 per dwelling) is higher than anything previously secured in the District, officers consider that this cost is reflective of the individual needs of the village and is therefore considered fairly and reasonably related in scale and kind.

### **Conclusions**

133. In determining planning applications for new housing development where the council does not have an up-to-date 5 year housing land supply, the balancing exercise is skewed in favour of granting permission, unless any adverse impacts of doing so would significantly and demonstrably outweigh the benefits when assessed against the policies of the NPPF taken as a whole.

134. Paragraphs 6-9 of the NPPF indicate that 'sustainability' should not be interpreted narrowly and that the three dimensions (economic, environmental, social) of sustainability should be sought jointly and simultaneously. Officers are of the view the proposal would have a clear direct and indirect economic dimension, and offers the opportunity for social benefits arising through the delivery of new homes, including affordable houses, which contribute to the council's shortfall at a mix and tenure in conformance with the development plan, along with expanding the school and maintaining other services and facilities in Barrington and surrounding villages.

135. The environmental dimension is more ambiguous. Benefits arising from the development include redeveloping a derelict brownfield site and new habitat creation. Adverse effects which arise include the development being out of keeping with the character of the village (significantly tempered by the industrial nature of the site), increase in use of the private car (tempered to a lesser degree through the provision of the cycleway/pedestrian link), and limited range of services and facilities including employment opportunities in Barrington and surrounding villages.

136. It is appreciated Members are faced with a difficult balancing exercise. Planning law requires applications be determined in accordance with the development plan unless material considerations indicate otherwise. Officers are of the view, that on balance, the harm arising from the scheme does not significantly and demonstrably outweigh the benefits that include redevelopment of a derelict brownfield site which will deliver up to 220 dwellings, including 40% affordable, and as such there are material considerations which justify approval. For the above reasons the application is recommended for delegated approval subject to completion of a S106 Agreement.

### **Recommendation**

137. Approve subject to conditions and completion of a Section 106 Agreement. Member will be updated on the list of conditions prior to the committee meeting.

### **Background Papers**

Where [the Local Authorities \(Executive Arrangements\) \(Meetings and Access to Information\) \(England\) Regulations 2012](#) require documents to be open to inspection by members of the public, they must be available for inspection: -

- (a) at all reasonable hours at the offices of South Cambridgeshire District Council;
- (b) on the Council's website; and
- (c) in the case of documents to be available for inspection pursuant to regulation 15, on payment of a reasonable fee required by the Council by the person seeking to inspect the documents at the offices of South Cambridgeshire District Council.

The following list contains links to the documents on the Council's website or elsewhere at which copies can be inspected.

- Nation Planning Policy Framework  
<https://www.gov.uk/government/publications/national-planning-policy-framework--2>
- Local Development Framework, Development Control Policies, Adopted July 2007  
<http://www.scams.gov.uk/content/local-development-framework>
- South Cambridgeshire Local Plan, Proposed Submission July 2013  
<http://www.scamplan.gov.uk/localplan>

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