

SOUTH CAMBRIDGESHIRE DISTRICT COUNCIL

REPORT TO: Planning Committee

11 January 2017

AUTHOR/S: Head of New Communities

Application Number:	S/2903/14/OL
Parishes:	Caxton, Cambourne and Elsworth
Proposal:	Development of up to 2,350 residential units including affordable housing; retail, use classes A1-A5 offices; business, use class B1; community and leisure facilities; two primary schools and one secondary school; three vehicular access points including the extension and modification of Sheepfold Lane, a four-arm roundabout provided on A1198/Caxton Bypass and an access point off the A1198, south of the Caxton Gibbet; associated infrastructure and open space (outline with all matters reserved apart from access)
Site address:	Land to the west of Cambourne
Applicant:	MCA Developments Ltd.
Recommendation:	Delegated approval (subject to completion of Section 106 Agreement)
Key material considerations:	Principle of development; Sustainable development; Prematurity; Five year supply of housing land; Impact upon the character of Cambourne and the surrounding villages/landscape; Ecology; Highway safety and impact upon highway infrastructure; Surface water and foul water drainage; Percentage of affordable housing; Provision of formal and informal open space; Provision of services and facilities; and Section 106 Contributions.
Committee Site Visit:	10 January 2017
Departure Application:	Yes
Presenting Officer:	Edward Durrant, Principal Planning Officer
Application brought to Committee because:	It is of strategic importance and is a departure from the policies of the adopted and emerging development plan.
Date by which decision due:	30 January 2017 (extension of time agreed)

Members will visit the site on Tuesday 10th January 2017.

Executive Summary

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

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

Planning History

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

16. National Guidance and Regulations

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

17. Development Plan Policies

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

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

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

**19. South Cambridgeshire Local Development Framework Development
Control Policies DPD 2007:**

- DP/1 Sustainable Development
- DP/2 Design of New Development **DP/3 Development Criteria**
- DP/4 Infrastructure and New Developments
- DP/6 Construction Methods
- DP/7 Development Frameworks
- HG/1 Housing Density
- HG/2 Housing Mix
- HG/3 Affordable Housing
- SF/6 Public Art and New Development
- SF/7 Underground Pipes, Wires, Fibres and Cables
- SF/10 Outdoor Play Space, Informal Open Space and New Developments
- SF/11 Open Space Standards
- NE/1 Energy Efficiency
- NE/3 Renewable Energy Technologies in New Development
- NE/4 Landscape Character Areas
- NE/6 Biodiversity
- NE/9 Water and Drainage Infrastructure
- NE/11 Flood Risk
- NE/12 Water Conservation
- NE/14 Lighting Proposals
- TR/1 Planning for more Sustainable Travel
- TR/2 Car and Cycle Parking Standards
- TR/3 Mitigating Travel Impact
- TR/4 Non-motorised Modes

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

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

21. South Cambridgeshire Local Plan Submission - March 2014

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

S/5 Provision of New Jobs and Homes
 S/6 The Development Strategy to 2031
 S/7 Development Frameworks
 S/8 Rural Centres
 HQ/1 Design Principles
 H/7 Housing Density
 H/8 Housing Mix
 H/9 Affordable Housing
 NH/2 Protecting and Enhancing Landscape Character
 NH/3 Protecting Agricultural Land
 NH/4 Biodiversity
 CC/1 Mitigation and Adaptation to Climate Change
 CC/3 Renewable and Low Carbon Energy in New Developments
 CC/4 Sustainable Design and Construction
 CC/6 Construction Methods
 CC/9 Managing Flood Risk
 SC/2 Heath Impact Assessment
 SC/6 Indoor Community Facilities
 SC/7 Outdoor Playspace, Informal Open Space, and New Developments
 SC/8 Open Space Standards
 SC/10 Lighting Proposals
 SC/11 Noise Pollution
 TI/2 Planning for Sustainable Travel
 TI/3 Parking Provision
 TI/8 Infrastructure and New Developments

Consultation - Parish Councils

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

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

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

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

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

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

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

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

Consultation - South Cambridgeshire District Council Consultees

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

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

Consultation - External Consultees

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

82. Third Party Representations

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

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

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

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

Impact upon Cambourne masterplan and surrounding area:

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

Highways

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

Impact upon facilities and services

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

Unsustainable development

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

- Unsustainable development that is not near employment and would encourage commuting and increase CO² emissions and noise; and
- Bourn Airfield and other brownfield sites should be developed first.

Housing

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

Other matters

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

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

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

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

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

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

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

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

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

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

190. Design Enabling Panel (DEP)

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

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

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

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

90. Background

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

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

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

99. The Application Site

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

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

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

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

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

105. Proposed development and Parameter Plans

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

107. Access and Circulation Parameter Plan

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

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

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

111. Landscape and Ecology Parameter Plan

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

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

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

114. Development Areas Parameter Plan

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

116. Building Heights Parameter Plan

- 117.** The majority of the residential areas to the west, northwest and south of the site are proposed to be typically 2 storey in height (8.5m to 9m to ridge) with occasional 2.5 storey (10m to 10.5m to ridge).
- 118.** Along the edges of the green spine and in the north-eastern part of the site buildings heights would have the potential to increase to up to 3 storey (11.5m to 12m to ridge). These are the areas that would accommodate the main employment areas and the higher density residential areas. The school sites have the potential to accommodate a built form up to a maximum of 15m in height, which would allow for two storey buildings if necessary.

119. Open Space Parameter Plan

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

121. Application documents

- 122.** In addition to the aforementioned parameter plans the application, as originally submitted in December 2014, contained the following plans and documents:
- Location Plan;
 - Existing Features Plan;
 - Tree Protection Plan;
 - Phasing Plan;
 - Detailed drawings showing the proposed vehicular access arrangement off Cambourne Road roundabout, the A1198 and the Caxton Bypass;
 - Design and Access Statement;
 - Planning Statement;
 - Planning Application Schedule;
 - Sustainability Statement;

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

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

124. Following ongoing discussions with the Environment Agency and the County Council further information was submitted in December 2016. This submission included further modelling and traffic mitigation measures as an addendum to the Transport Assessment, an updated Flood Risk Assessment and a statement confirming the level of retail as being at least 1,500m².

125. Community Infrastructure and Facilities

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

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

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

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

128. Planning Assessment

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

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

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

130. Principle of development

- 131.** The site lies outside the development framework of the adopted Local Development Framework (Development Control Policies DPD policy DP/7). Core Strategy Policy ST/4 identifies Cambourne as a Rural Centre, where development and redevelopment without any limit on individual scheme size will be permitted within the village frameworks of Rural Centres, provided that adequate services, facilities and infrastructure are available or can be made available as a result of the development. The proposed development would be a departure from the policies of the adopted Local Development Framework.
- 132.** The submitted Local Plan (March 2014) maintains Cambourne as a Rural Centre (Policy S/8). Policy SS/8 (Cambourne West) identifies a 49.3ha site to the west of Lower Cambourne to accommodate an additional 1,200 homes as part of an urban extension of Cambourne. The draft allocation includes roughly half of the application site but excludes much of the northern and western part of it, largely due to perceived adverse landscape impacts. It also includes the undeveloped land in the southern part of Cambourne Business Park. Draft Policy SS/8 includes a range of policy criteria addressing the form of development. The draft local plan has not yet been adopted and policy SS/8 has limited weight as it is the subject of objections. The application site is considerably larger than the draft allocation.
- 133.** The proposed development would be a departure from the policies of the adopted local plan and those of the emerging local plan. (It has been advertised as such). Considering this, the application must be considered against all material planning considerations. Of these material planning considerations, the council’s deficit in a five year supply of housing and the

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

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

135. Prematurity

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

150. Implications for five year supply

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

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

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

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

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

Core Strategy

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

Development Policies

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

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

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

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

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

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

160. Consideration through the local plan process

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

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

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

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

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

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

173. Original Cambourne Masterplan

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

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

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

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

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

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

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

189. Masterplan, design and layout

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

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

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

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

197. Land Uses - Education

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

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

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

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

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

205. Land Uses – Employment

- 205.** Draft Local Plan Policy SS/8/ requires that the 8.1ha of employment land that would be lost as a result of the development of the vacant sites on the business park is re-sited into Cambourne West. The amended proposals increased the amount of employment land to 5 to 7 ha. The proposed employment areas would deliver approximately 30,625m² GIA of employment floorspace. Any development of the vacant land on the business park would also include some employment provision. The proposed employment land on Cambourne West would be a significant contribution towards the quantity of Use Class B1 employment land that would be lost on the business park if the proposals for a mixed use residential scheme are progressed for the vacant land to the south of the business park road.
- 206.** The applicant has suggested that the land identified for employment could at a later stage be developed for residential use if the market for employment floorspace does not emerge. Any future application to change the use of the land would have to be judged in its merits. However, the changes in transport infrastructure have the ability to make Cambourne a more attractive place for businesses. The proposals to dual the A428 to the Black Cat roundabout and the rapid public transport route between Cambourne and Cambridge, and possibly Cambourne and St Neots, would make the settlement more accessible. It would also put Cambourne on an enhanced vehicular route between Cambridge and Bedford/Milton Keynes.
- 207.** Although the delivery of new employment buildings at Cambourne Business Park has stalled there are numerous instances of small scale employment taking place in Cambourne. Therefore, a strategy is needed for the employment sites on Cambourne West to ensure that the scale and use class of the units that are delivered best meet the needs of Cambourne and the surrounding villages. This strategy for the delivery of the employment sites would be secured by way of condition 13. In addition to the

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

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

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

210. Land Uses - Retail

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

212. The masterplan for Cambourne West provides for shops and other town centre uses to serve the needs of the development and adjoining business park. Given the increase in numbers of homes the retail needs have been increased from up to 500m² (A1 to A5 gross floorspace) for the draft allocation to 1,500m² (gross floorspace) for the application site. The flexibility of locations for the retail, and the increased provision being proposed, means

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

213. Condition 14 would seeks a site wide retail delivery requiring details of the size of different retail uses required across the site, minimum and maximum unit sizes and a strategy for its delivery.

214. There was some debate between officers and the applicant about the exact location of any retail units at Cambourne West. Good urban design principles dictate that for retail to be most successful it should be located in the areas of highest residential density, on well used routes through a site and near to other uses that attract people throughout the day. Therefore, the provision of retail around the secondary schools would be the most appropriate location for a local centre as there would be the greatest amount of footfall given the uses in the area, density of residential units and its proximity to any routes through to Sheepfold Lane and the business park. Moreover, the proximity of the local centre to the business park is also critical as it would allow for further trade during the day for shops, cafes etc., which would not benefit from such trade if they were located more centrally within the purely residential areas of the site.

215. The masterplan still has the flexibility to accommodate some retail more centrally within the site and a small retail store similar to the one in Lower Cambourne may be an appropriate development for the lower density areas of the site. Further details of the distribution of retail units through the site would be secured through this retail strategy condition.

216. There are third party concerns about the vacant land along the High Street in Great Cambourne and wish to see more shops so that the whole settlement becomes more self-contained. Given that the High Street is within the applicant's control, it is therefore considered reasonable that the retail strategy should include not just the Cambourne West site but also the delivery of the outstanding sites in Great Cambourne. This would then ensure that the local centre and central Cambourne retail offers were complimentary and look to complete the High Street as soon as possible.

217. Land Uses - completing Cambourne

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

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

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

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

222. Land Uses - Housing - Design and Mix

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

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

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

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

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

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

229. Car and Cycle Parking

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

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

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

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

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

234. Building Heights

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

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

237. Density

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

239. Phasing

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

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

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

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

243. Noise

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

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

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

247. Air quality and contamination

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

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

250. Access and Movement – Sheepfold Lane access

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

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

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

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

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

256. Access and Movement – Cambourne Business Park access

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

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

- 258.** Although MCA and one of the Cambourne West land owners are part owners of the business park it is managed by a company called U+I (formally Development Securities). Pre-application discussions have been held with U+I about an application for small business units and approximately 240 residential units on the vacant land to the south of the business park road. No application has yet been submitted as U+I have been reviewing the legal implications of varying the use of the business park since a number of the buildings on the park have been sold to third parties. This review has largely been completed and pre-application discussions are expected to recommence in 2017.
- 259.** The same complications delaying the submission of an application for the business park land, have also prevented the inclusion of an enhanced vehicular route through the business park to Cambourne West. Both U+I and MCA are committed to delivering an access through the business park. However, the fact that MCA could not deliver an all vehicular access without the use of land under the control of a third party is why it has not been included as part of the application site. Should the Council seek to require an access through the business park by way of a condition or S106 obligation then the applicant has stated that it would delay the delivery of the site, due to the length of time taken to get a legal agreement in place. Moreover, they also fear that such a requirement could result in a ransom situation between the landowners, potentially putting the delivery of the whole site in jeopardy. A ransom situation could also result in increased development costs that would further impact upon the viability of the scheme and the level of affordable housing that it could deliver. The timing of the delivery of the site carries weight in light of the five-year supply deficit, especially as there are no guarantees that the applicant could deliver the site if the council requires an access through the business park. This would be relevant for both the draft allocation site and the larger application site.
- 260.** Although this application has to be considered in the context of it not delivering an access through the business park the masterplan has been designed to accommodate such an access. The Council has longstanding relationships with both MCA and U+I, who both recognise the importance of this route, and officers are confident that an access is deliverable. Should this application be approved then the drafting of the S106 is likely to take several months to complete. Following that there would be the submission of detailed applications for infrastructure works and then residential, following the design code process. Therefore, it is likely to be several years before there are any significant numbers of residents on Cambourne West. Money has been identified in the viability model for further highway improvement works to bring the business park road up to an adoptable standard and this can be secured by the S106 to ensure that any dispute about who pays the cost of the works does not impede the delivery of the route. The applicant has drawn up plans for alternations to the business park road to bring it up to adoptable standards and once the outstanding legal issues have been resolved these are expected to be submitted as a stand alone application. Walking and cycling links through the business park would be delivered as part of any vehicular connection. This would mean greater permeability between Cambourne and Cambourne West for pedestrians and cyclists.

- 261.** Condition 7 requires details of the phasing of the development, which includes the accesses to the site. Should there be greater certainty over the business park access when this condition comes to be discharged then further details of the timing of its delivery could be submitted for approval in order to satisfy this condition.
- 262.** Although an enhanced route through the business park is a requirement of draft policy SS/8 the proposed level of connectivity between Cambourne and Cambourne West is considered acceptable without that route. One of the purposes of requiring the access through the business park was to integrate any development of the vacant land to the south of the business park road with the wider Cambourne West site. That opportunity would still exist with any future application for the development of the business park land. Notwithstanding this, the council would continue to encourage the delivery of an all vehicle access through the business park due to the benefits through greater connectivity that it would bring for early Cambourne West residents.

263. Access and Movement – A1198/Caxton Bypass roundabout

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

265. Transport Modelling

- 266.** As part of the application documents a Transport Assessment (TA) was submitted to identify the projected traffic flows on the surrounding transport network. The TA was informed by survey data to establish existing transport flows and the Cambridge Sub Regional Model (CSRM). The modelling showed that the highest percentages of external trips from Cambourne West at peak times would head eastwards towards Cambridge. There was also a significant percentage of traffic heading westwards towards St Neots.
- 267.** The County Council initially issued a holding objection based on the requirement for the applicant to provide additional information as part of the TA to understand the transport impact of the development and determine the most appropriate mitigation. This further information has been provided and has led to the development of a range of mitigation measures, including items included in the draft S106 and further design enhancements of the proposed accesses being agreed and the holding objection being lifted.
- 268.** The location of the new schools, employment sites, retail and community facilities within the site, and the proximity to the facilities in Cambourne, means that a large number of trips would be internalised. The outstanding issues with the TA related to the fact that these internal trips had not been captured and therefore that impacts upon the highway network were being judged greater than they would have been. In comparison to the majority of the villages in the district, that don't have secondary schools or the level of

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

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

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

271. Impact upon the A428 and the Caxton Gibbet roundabout

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

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

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

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

275. Improvements to walking and cycling routes

276. In addition to the three vehicular accesses into the site the proposals also include the extension of the existing footpath and cycle network into Cambourne West along Sheepfold Lane and through from Lower Cambourne. Areas have been identified as part of the additional work on the TA where there are 'missing links' in the wider Cambourne cycleway network, and these would be enhanced as part of the off-site works that are proposed.

277. Examples of where these improvements would be made are the formalising of routes across the Cambourne Road carriageways, potentially with some form of signalised crossing, and an extension of the cycleway network along Eastgate. These proposals have been the subject of stage one safety audits and details would be refined further as part of the continuing safety audit process.

278. As part of the relocated Caxton Bypass roundabout there is also the opportunity to extend the footway and cycleway network of Cambourne West into Caxton. This would ensure that there is a safe crossing point for pedestrians and cyclists across the bypass, enabling Caxton residents to have greater access to the Cambourne West facilities and vice versa. This would also provide Caxton residents with access to regular bus services that would serve the development.

279. The compact nature of Cambourne, which would be continued into Cambourne West, makes it ideal for walking and cycling for trips within the settlement. However, Cambourne does not benefit from good the cycling infrastructure for connections to Cambridge and the surrounding villages.

280. One of the biggest barriers to encouraging cycling outside of Cambourne is the speed of traffic along the old A428, which is the most direct route to Cambridge. No works have ever been carried out since the road was detrunked and the wide, straight carriageways result in fast vehicle speeds that can intimidate cyclists. As part of the improvement measures a cycle lane would be provided along the stretch of the old A428 between Cambourne Road and the Broadway. From the Broadway onwards a shared footway/cycleway would be provided to the south of the carriageway towards Caldecote and then through to connect up with the cycle lanes along St Neots Road in Hardwick.

281. The approval of an outline application for 215 homes at Papworth (S2647/15/OL) included a cycle link between Papworth and Brockley Road, which leads from Elsworth to Cambourne. This would provide a safe route for cyclists between Papworth, where further development is due to take place and Cambourne. The dualling of the A428 would also offer further opportunities to provide safe cycle routes through to St Neots and the villages to the west.

282. A number of the public representations wanted to see the existing circular bridleway extend into Cambourne West as the original submission plans did not show this. The amended plans now show how the circular bridleway

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

283. Broadway bus link

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

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

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

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

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

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

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

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

285. Strategic bus priority infrastructure along the A428 corridor

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

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

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

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

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

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

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

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

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

302. Travel Plan

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

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

305. Impact upon surrounding villages

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

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

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

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

310. Other highways matters

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

312. Affordable housing - Viability

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

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

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

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

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

319. Affordable housing - S106 contributions and cost review

- 320.** The range and extent of the S106 requirements have been scrutinised by officers, and prioritised in accordance with the tests set out in CIL Regulations. There have been reductions from contributions originally requested, for example public art and funding for recycling bring sites. The draft S106 contributions and obligations required are set out in appendix 2. The implications of when obligations are required have also been examined so that the impacts on the applicant's cash flow are understood. A balance has been needed for the triggers of significant payments towards secondary education and strategic highways to improve the financing costs of the applicant, and therefore the overall viability of the scheme. Discussion are on-going with relevant government bodies to understand what potential there is to forward fund some of the facilities on Cambourne West to improve the viability of the scheme as it comes forward. Whilst this is important, of equal importance is ensuring that facilities and support are provided at an appropriate time to meet the needs of residents, and this has formed a guiding principle of the negotiations.
- 321.** The council's cost consultants, Silver DCC, have been through the applicant's costs and on balance they consider them to be broadly reasonable. For some of the larger infrastructure items detailed quotes have been provided for the necessary works.
- 322.** The viability appraisal demonstrates that 40% affordable housing is not achievable and that 30% would only be achievable if the cost savings identified by the council's consultants were all accepted. However, the cost consultants recognise that a number of the quotes are likely to be out of date as they were obtained prior to the submission of the application and it is accepted that some of the strategic infrastructure costs are likely to have increased in the meantime. This has already been seen with the BCIS data for build costs that have increased over this period having a further negative impact upon the viability. In addition to changes in build costs the sales values also use the most up to date figures based on sales of properties on the 950 development. Mr Leahy has also identified that a number of items in the applicant's appraisal have been under costed and if applied at market rates the appraisal would show the development to be more unviable.
- 323.** Therefore there is the potential that the applicant could still make a valid argument that the development was not viable with 30% affordable housing. In order to close down this argument the applicant is proposing to deliver a minimum of 30% affordable housing across the development without reviewing the cost estimates. This offer is based on there being no periodic review of the viability of the scheme.

324. Affordable housing - Review mechanism

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

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

331. Although the majority of the strategic housing sites on the edge of Cambridge have secured 40% affordable housing each planning application must be considered on its own merits and sales values at Cambourne are considerably lower than those on the City fringe sites. A number of the fringe sites were also delivered at a time when there were government grants for affordable housing, and additional sources of funding such as the Housing Growth Funding, all of which improved their viability. The only fringe site that has not secured 40% affordable housing is Wing, which is also the most recent site to go through planning. This development was only considered acceptable subject to a start on site mechanism, similar to the one proposed for Cambourne West, being secured as part of the S106.

332. During the consideration of the Wing planning application (ref. S/2682/13/OL) legal advice was sought as to the reasonableness of requiring a review mechanism and the risks associated with such a mechanism. Although this advice was specific to Wing, which had significant relocation costs towards the end of the development, the advice was that the council should defer to its' viability consultants. The same viability consultants have provided comments on Cambourne West and they accept that the absence of periodic reviews against individual phases would give greater certainty to the developer and land owner which, in turn, would speed up the delivery of the site. Moreover, the periodic review of the viability as the development progressed could lead to delays in the delivery of future phases, which could have a detrimental impact on the council's ability to demonstrate an on-going five year supply of housing sites.

333. Delivery of housing sites in sustainable locations is a key consideration for the council, which based on the current five year supply deficit means that it is a material consideration. Therefore the recommendation from the council's viability consultant is that there should be a mechanism to ensure that the applicant does not delay in the delivery of the site.

334. Affordable housing - Start on site mechanism

335. As a commitment to early delivery the applicant is offering a mechanism which would trigger a full re-run of the viability assessment in the event of certain development timescales not being met. This mechanism would replicate the same mechanism that has been secured for Wing and would be triggered if the applicant failed to deliver a specific amount of development (for instance a certain number of dwellings to be constructed to floor slab level) within an agreed period (for example two years from the approval of the design code, first stage reserved matters for the relevant units and discharge of all relevant planning conditions). This development milestone would ensure the timely delivery of the site by necessitating the investment in infrastructure that would be needed to deliver the later phases of the development. This would ensure continued delivery of the site, which would strengthen the council's ability to defend its five year supply over the plan period.

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

337. Affordable housing - Conclusion

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

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

340. Community facilities

341. Sackville House – Health services

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

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

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

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

345. Sackville House – library

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

348. Community provision and indoor sport

- 349.** In order to meet the policy requirement of 719sqm of community space, based on the increase in population, the estimated cost for MCA to deliver the required facilities was £3.2m. Cambourne Parish Council has put forward a proposal whereby they would deliver all of the required floor space for community use as well as the requirements for indoor sport and a sports pavilion. This would be achieved through the conversion of the existing roof void at the Hub (195m²), providing additional performing art space as part of the secondary school extension (223m²), a new community building on the Cambourne West site (201m²), extending the sports centre and by replicating the delivery of the new sports pavilion at Upper Cambourne. The Parish Council's proposal is that all of the contributions presently in the draft S106 for community space, a sports pavilion, indoor sport and part of the public art contribution are pooled to achieve this. Taking this figure the parish council has outlined how it would meet the space requirements whilst managing to reduce the overall figure of the combined contributions by approximately £1m. To achieve the delivery of the community spaces the parish council would need to be a signatory of the S106 as they were with the 950 application. The community needs and facilities being provided in accordance with the council's policies and standards would be in accordance with the tenth criterion of draft policy SS/8.

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

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

- 351.** In order to meet the needs for changing facilities for the new sports facilities at Cambourne West there are proposals for a sports pavilion of 98m² to the north of the site. There is a contribution in the draft S106 of £598,380 to deliver the sports pavilion, which is based on the cost of a similar size building that the parish council delivered at Upper Cambourne. This facility would also include spaces that could be hired out for community activities. This sports pavilion would be in addition to the new community centre of 201m² that would also be delivered within Cambourne West.
- 352.** In addition to community space there is also a contribution in the draft S106 for a contribution of £150,000 (Community Chest) to fund community activities aimed at bringing the two communities together. This would be administered by the parish council and be paid in instalments of £10,000 a year after the first occupation.
- 353.** Caxton Parish Council has questioned whether S106 contributions could be made to community facilities in their village on the basis that the majority of the site falls within their parish. There are instances where community facilities are provided or enhanced off-site and a number of the facilities for Cambourne West would be provided in Cambourne. However, it is not considered appropriate for Cambourne West residents to look towards Caxton village to meet their community space needs due to the limited connections that would exist between the two settlements and the desire for facilities to be within easy walking and cycling distance of residents. Moreover, Cambourne Parish Council is in a better position to manage the facilities to the benefit of residents not just from Cambourne West but also the surrounding villages.
- 354.** As with the existing facilities at Cambourne that are well used by residents from the surrounding villages so too would the new community and sports facilities at Cambourne West. The parish council is offering to take on the community facilities on the basis that a boundary review is carried out to ensure that any precept from Cambourne West goes to them to meet the costs of managing the new facilities. This point is considered further in para 439 of this report.

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

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

357. Outdoor Sport

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

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

360. Children's Playspace

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

362. Neighbourhood Equipped Area of Play (NEAPs)

363. NEAPs serve children between the ages of 8-14 years and should be sited within a 15 minute walking distance of homes and have an area of 1,200m². These can include informal ball courts, wheeled sports facilities and / or more traditional equipped areas with a minimum of 8 pieces of play equipment. The masterplan shows the provision of 2 NEAPs and their provision would be secured through the S106.

364. Local Equipped Areas of Play (LEAPs)

365. LEAPs serve children between the ages of 2-8 years and should be within a 6 minute walk of houses, have an activity area of 500m², and provide a minimum of 9 pieces of play equipment.

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

367. Local Areas of Play (LAPs)

368. LAPs, which serve children aged 2-6 years, would be an integral part of the development and have been successfully delivered across Cambourne. These are unequipped areas of soft and hard landscaping that encourage imaginative play and have an area of at least 100m².

369. The Design and Access Statement notes that existing provision of LAPs has been in the order of 300m² per development parcel. A masterplan of this scale would not be expected to identify the locations of all the LAPs. Further details of LAPs would be submitted as part of the design coding and subsequent reserved matters applications with their provision being within the residential land parcels.

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

371. Informal open space

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

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

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

375. Allotments and community orchards

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

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

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

379. Children's Centre

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

381. Nursery

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

383. Youth

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

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

386. Burial ground

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

388. Community development

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

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

390. Welcome Packs

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

401. Public art

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

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

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

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

405 Sustainable methods/renewables

- 406.** In a similar way to a number of the Lifetime Homes standards being incorporated into part L of the building regulations so are a number of the criteria of the Code for Sustainable Homes (CfSH). Therefore it is not reasonable to attach a condition requiring dwellings to be built to CfSH standards as was attached to the 950 development.
- 407.** Although the Sustainability Statement is considered acceptable further information is needed to understand how the development would meet the requirements of policies NE/1 and NE/3 for the provision of 10% energy from on-site renewables. This would be secured by way of a sustainable energy strategy as required by condition 12. The development is considered to accord with the aims of policy DP/1 and those of emerging policies S/3 and CC/1.
- 408.** With the 950 development money was secured towards a sustainable energy fund that the parish council has used to install photo voltaic on most of the public buildings in Cambourne. Although this scheme has been successful in promoting sustainable energy including it for the Cambourne West development would have limited success. This is due to the fact that most of the public buildings' roofs already accommodate large amounts of photo voltaic panels and it is questionable where additional panels could be accommodated.

409. Flood risk and drainage

- 410.** As with Cambourne most of the Cambourne West site drains southwards into the Bourn Brook. Policies NE/9 and NE/11 require that adequate drainage infrastructure is in place to meet the needs arising from new development and that the risk of flooding is not increased and a Flood Risk Assessment (FRA) has been submitted to demonstrate this.
- 411.** The FRA was amended following consultation with the Environment Agency. The site falls within flood zone one, an area of low risk of flooding. Given the elevated position of Cambourne above the villages of Bourn, Toft, etc. that fall within the Bourn Brook catchment the FRA needed to demonstrate that the development could deliver sufficient mitigation to ensure that flooding does not occur downstream.
- 412.** The central valley would form part of the Sustainable Urban Drainage infrastructure comprising open watercourses and attenuation features that would accommodate flows from the development. The attenuation features would provides storm water storage capacity for 1 in 100 year events, plus an allowance of 30% increased rainfall as a result of climate change, so that surface water would be held within the site. The outfall of the southernmost attenuation lake would release water into the Bourn Brook a rate equivalent

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

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

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

415. Foul sewerage

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

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

418. Biodiversity and landscape

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

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

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

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

422. Health Impact Assessment (HIA)

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

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

424. Fibre optic to the home

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

426. Waste

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

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

429. Archaeology

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

431. Construction matters

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

433. Other matters

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

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

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

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

438. Boundary review and loss of land within Caxton parish

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

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

441. Conclusion

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

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

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

Core Strategy

ST/2: Housing Provision

ST/4: Rural Centres

Development Policies

DP/1: Sustainable Development

DP/7: Village Frameworks

HG/1: Housing Density

HG/2: Housing Mix

NE/4 Landscape Character Areas

NE/6: Biodiversity

NE/17: Protecting High Quality Agricultural Land

CH/2: Archaeological Sites

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

S/5 Provision of new Jobs and Homes

S/6 Development Strategy to 2031

S/7 Development Frameworks

S/8 Rural Centres

SS/8 Cambourne West

NH/2 Protecting and Enhancing Landscape Character

NH/3 Protecting Agricultural Land

NH/4 Biodiversity

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

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

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

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

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

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

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

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

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

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

458. Recommendation

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

430. Conditions:

Explanatory notes and terms:

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

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

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

A Development in accordance with plans

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

855-6OQ Parameters Plan (received with covering letter dated 24th November 2015)

85 S-74K Open Space (received with covering letter dated 24th November 2015)

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

Drawing 9Y1873-AA-01 Rev P1

Drawing 9Y1873-AA-02 Rev P3

Drawing 9Y1873-AA-03 Rev P1

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

B Time limits

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

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

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

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

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

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

C Reserved matters

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

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

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

Use class / type of use – Quantum

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

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

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

D Phasing

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

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

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

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

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

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

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

Design Code

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

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

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

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

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

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

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

Landscape Management and Maintenance Plan

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

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

Site-wide Strategies

Site-wide Green Infrastructure and Biodiversity Management Plan

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

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

Site-wide surface water drainage strategy

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

Evidence based details of existing and proposed drainage routes.

Details of existing infiltration rates where appropriate.

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

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

a risk to groundwater quality.

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

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

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

Site-wide Sustainability Strategy

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

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

Site-wide Employment Land Delivery Strategy

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

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

Site-wide retail land delivery strategy

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

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

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

E Details required with reserved matters submissions

Landscape details

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

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

Soft Landscape

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

Hard Landscape

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

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

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

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

Tree protection

16. Any reserved matters application for a Development Parcel or Strategic Engineering and Landscape Element shall include details of the trees to be removed and retained within that Development Parcel or Strategic Engineering and Landscape Element; and the tree protection measures to be put in place in respect of those trees to be retained within that Development Parcel or Strategic Engineering and Landscape Element, in accordance with BS5837:2012. The development of a Development Parcel or Strategic Engineering or Landscape Element shall be carried out in accordance with the tree protection measures approved for that Development Parcel or Strategic Engineering and Landscape Element.

REASON: To protect trees which are to be retained in order to enhance the development, biodiversity and the visual amenities of the area in accordance with policies DP/1 and NE/6 of the adopted Local Development Framework 2007.

Local areas of play

17. Any reserved matters application for a Development Parcel containing residential development shall include details of any LAP(s) (Local Area of Play) to be provided within that Development Parcel together with details of the dwellings served by each LAP and the timetable for laying out the LAP(s) for approval. The LAP(s) shall be laid out in accordance with the details and timetable approved by the Local Planning Authority.

REASON: To ensure that appropriate facilities for youth and children's play provision are provided in relation to the development of the site, in accordance with policies SF/10 and SF/11 of the adopted Local Development Framework 2007.

Youth facilities and children's play provision

18. Prior to or concurrently with the submission of the first of the reserved matters application(s) for residential development, a Strategy for Youth Facilities and Children's Play provision, in accordance with the principles set out in the Design and Access Statement and Planning Statement, shall be submitted to the Local Planning Authority for approval. The strategy shall include sufficient details to demonstrate the implementation of that strategy including specifications, location and phasing. Development shall take place in accordance with the approved strategy.

REASON To ensure that appropriate facilities for youth facility and children's play provision are provided in relation to the development of the site in accordance with policies SF/10 and SF/11 of the adopted Local Development Framework 2007.

Allotments

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

appropriate include the following details:

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

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

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

Biodiversity measures

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

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

Lighting

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

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

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

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

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

Walking and cycling provision

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

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

Parking

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

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

Highways adoption strategy

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

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

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

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

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

Noise

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

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

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

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

Extraction equipment

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

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

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

Waste

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

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

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

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

Affordable housing

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

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

Market housing mix

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

the approved market mix for that Development Parcel.

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

Sustainable design and construction

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

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

Cycle storage

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

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

Detailed surface water proposals

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

The proposals for a Development Parcel or Strategic Engineering and Landscape Element shall include in respect of that Development Parcel or Strategic Engineering and Landscape Element where appropriate:

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

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

been fully completed in accordance with the approved details.

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

F Prior to commencement of development

Site-wide Construction Environmental Management Plan (CEMP)

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

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

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

Development shall be carried out in accordance with approved details.

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

Site-wide Construction Waste Management Plan (SWMP)

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

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

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

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

Air quality

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

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

Foul drainage

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

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

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

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

Noise impact assessment

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

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

Management of pillbox

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

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

G Prior to commencement on a specified part of the site

Detailed Construction Waste Management and Minimisation Plan

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

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

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

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

Ground conditions and remediation works (EA)

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

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

Construction Method Statement (CMS)

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

Archaeology

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

Playing fields

43. The playing pitches shall not be laid out unless and until:

- a) A detailed assessment of ground conditions of the land proposed for the new playing pitches has been undertaken (including drainage and topography) to identify constraints which could affect playing field quality; and
- b) Based on the results of this assessment to be carried out pursuant to (a) above of this condition, a detailed scheme to ensure that the playing fields will be provided to an acceptable quality (including appropriate drainage where necessary) has been submitted to and approved in writing by the Local Planning Authority after consultation with Sport England. The works shall be carried out in accordance with the approved scheme.

REASON: To ensure that site surveys are undertaken for new or replacement playing fields and that any ground condition constraints can be and are mitigated to ensure provision of an adequate quality playing field in accordance with policies DP/1, DP/2 and SF/10 of the South Cambridgeshire Development Control Policies Document, Local Development Framework.

H Prior to occupation

Fire hydrants

44. No building within any Development Parcel shall be occupied until a scheme for the provision and location of fire hydrants to serve that Development Parcel to a standard recommended by the Cambridgeshire Fire and Rescue Service has been submitted to and approved in writing by the Local Planning Authority. The approved scheme shall thereafter be implemented in accordance with the phasing and delivery programme contained therein. REASON: To ensure an adequate water supply is available for emergency use.

Access

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

I Other requirements

Planting

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

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

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

Piling

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

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

Playing fields

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

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

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

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

Informatives

1. To satisfy the noise insulation scheme condition for the residential building envelope and traffic noise, the applicant / developer must ensure that the residential units at are acoustically protected by a noise insulation scheme, to ensure the internal noise level within the habitable rooms, and especially bedrooms comply with British Standard 8233:2014 "Sound Insulation and noise reduction for buildings-Code of Practice" derived from the World Health Organisation Guidelines for Community Noise: 2000. The code recommends that a scheme of sound insulation should provide internal design noise levels of 30 LAeq (Good) and 40 LAeq (Reasonable) for living rooms and 30 LAeq (Good) and 35 LAeq (Reasonable) for bedrooms. Where sound insulation requirements preclude the opening of windows for rapid ventilation and thermal comfort / summer cooling, acoustically treated mechanical ventilation may also need to be considered within the context of this internal design noise criteria. Compliance with Building Regulations Approved Document F 2006: Ventilation will also need consideration.
2. S23 Land Drainage Act consent will be required for all connections to the award drain. The relevant consenting authority in this case is Cambridgeshire County Council – Flood and Water Management section.
3. The Food & Health & Safety Team, South Cambridgeshire District Council, for advice concerning the proposed premises design/layout, Food and Occupational Safety/Welfare Regulations/requirements and Food Premises Registration, Tel No: 01954 713111.
4. Anglia Water, Tel No: 0800 145145 regarding the installation of a grease trap for the foul water. If drains are to be altered the foul water from the kitchen should be passed through fat/oil/grease interceptor facilities (prior to entering any shared private drain and/or the public sewer), designed and constructed to the satisfaction of the Local Planning Authority (LPA).
5. It is suggested that documentary evidence including receipts, invoices and copies of any service contracts in connection with the maintenance of the extraction equipment, is kept, preferably at the premises and is available for inspection by officers of the Local Planning Authority, to facilitate monitoring of compliance with the above extraction equipment condition.

Appendices

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