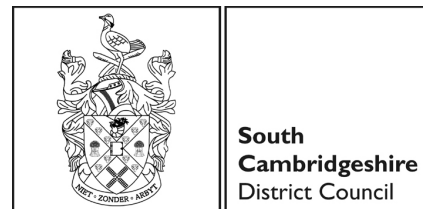


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30 May 2006

To: All Members of the Development and Conservation Control Committee

Dear Councillor

You are invited to attend the next meeting of **DEVELOPMENT AND CONSERVATION CONTROL COMMITTEE**, which will be held in the **COUNCIL CHAMBER** at South Cambridgeshire Hall on **WEDNESDAY, 7 JUNE 2006** at **10.00 a.m.**

Yours faithfully
GJ HARLOCK
Finance and Resources Director

AGENDA

Members should declare any interests immediately prior to the relevant item on the agenda. Should Members wish to declare an interest in an item discussed after they have left the meeting, and wish also that that declaration be recorded in the Minutes, they should make their declarations clear to the Committee. (Members need only declare an interest in circumstances where there is an item on the agenda that may cause a conflict of interest.)

	PAGES
PROCEDURAL ITEMS	
1. ELECTION OF CHAIRMAN	
2. APPOINTMENT OF VICE-CHAIRMAN	
3. APOLOGIES	
4. MINUTES OF PREVIOUS MEETING To authorise the Chairman to sign the Minutes of the meeting held on 10 May 2006 as a correct record.	1 - 10
5. TO RE-APPOINT THE DEVELOPMENT AND CONSERVATION CONTROL (ADVISORY) COMMITTEE In 2005-06, the Advisory Committee consisted of the Chairman and Vice-Chairman of the Development and Conservation Control Committee, and Councillors Dr DR Bard, SGM Kindersley, Mrs DP Roberts and Mrs DSK Spink. The proportionality rules will apply. Please note that, at the Advisory Committee's meeting on 26 May 2006, it was suggested that it should be given executive powers to authorise enforcement action (see Item 6 below).	

TRAVELLER ISSUE

**6. TO CONSIDER RECOMMENDATIONS MADE BY THE
DEVELOPMENT AND CONSERVATION CONTROL (ADVISORY)
COMMITTEE**

To consider the following recommendation, made by the
Development and Conservation Control (Advisory) Committee at its
meeting on 26 May 2006.

“... that the Development and Conservation Control
Committee

1. Resolves not to pursue the option of a district-wide
Injunction;
2. instructs officers to compile a prioritised list of site-
specific locations for enforcement action, with clear
reasons for determining their position within the list;
and
3. Delegates to the Development and Conservation
Control Advisory Committee (suitably re-established
and re-named), or an alternative, small Sub-
Committee, the authority to take all action deemed
necessary with regard to enforcement action on
Travellers' sites.”

The Draft Minutes will be made available electronically prior to the
meeting on 7th June 2006.

PLANNING APPLICATIONS AND RELATED ITEMS

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INFORMATION ITEMS

The following items are [for information only](#). In the interests of sustainability, they are available only in electronic format (on the Council's website, in the Weekly Bulletin dated 31 May 2006 and via e-mail).

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EXCLUSION OF PRESS AND PUBLIC

The following statement must be proposed, seconded and voted upon. The officer presenting to report will provide the paragraph number(s).

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

PLEASE NOTE!

Some development control matters in this Agenda where the periods of consultation and representation may not have quite expired are reported to Committee to save time in the decision making process. Decisions on these applications will only be made at the end of the consultation periods after taking into account all material representations made within the full consultation period. The final decisions may be delegated to the Planning Director.

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SOUTH CAMBRIDGESHIRE DISTRICT COUNCIL

REPORT TO: Development and Conservation Control Committee7th June 2006**AUTHOR/S:** Director of Development Services

S/0390/06/F - Fulbourn**Change of Use for a Car Valeting Operation Including Siting of Office and Canopy at Tesco Store, Yarrow Road, for Car Park Valeting Ltd****Recommendation: Approval**
Date for Determination: 1st May 2006**Site and Proposal**

1. The application site is contained within the existing car park serving the Tesco store. The entire Tesco site is located within the Green Belt and outside of the village framework for Fulbourn.
2. The application dated 23rd February 2006 seeks planning permission for the change of use of part of the existing car park to enable its use as a car valeting operation.
3. The proposed car valeting operation will require a cabin for the storage of equipment and other materials, the location of which within the car park means the permanent loss of one car parking space, and a canopy on two stanchions above four car parking spaces.
4. It is proposed that the valeting operation be sited on the northern boundary of the car park, to the rear of the store when approaching through the main vehicular entrance. Adjoining the site to the north is the Cambridge-Ipswich railway line, beyond which is a group of houses.
5. The application has been subject to an additional period of consultation, in order that properties to the north of the railway had the opportunity to comment.

Planning History

6. **S/2200/05/F** – Planning permission was refused for the change of use from car parking to car valeting operation including siting of office and canopy. The principle of the proposal was considered acceptable however the siting inappropriate, as it was an area intensely used by shoppers.

Planning Policy*The South Cambridgeshire Local Plan 2004:*

7. **Policy GB2** presumes against inappropriate development in the Green Belt. Development is inappropriate unless it comprises, amongst others, development of major developed sites in accordance with Policy GB4.
8. **Policy GB4** – Explains that within the boundary of major-developed sites in the Green Belt, limited infill or re-development may be permitted. It is further explained that infilling is defined as the filling of small gaps between built development. Such

infilling should have no greater impact upon the open nature of the Green Belt and should not lead to a major increase in the developed proportion of the site. The development should be considered in light of the cumulative impact of infilling proposals.

9. **Policy SH7** – States proposals involving the sale, hire, modification or repair of motor vehicles will not be permitted in villages where they would create environmental problems by virtue of traffic generation, noise, smell or vehicle parking.

Cambridgeshire and Peterborough Structure Plan 2003:

10. **Policy P9/2a** – states that the Green Belt surrounding Cambridge will be maintained to define the extent of urban growth. Within the Green Belt, new development, including change of use, will be limited to that required for agriculture and forestry, outdoor sport, cemeteries or other uses appropriate to a rural location.

Consultation

11. **Fulbourn Parish Council:** recommends refusal, objecting to the change of use for this site which involves sub letting and would set a precedent. Also stating the proposed site is the location of the mother and toddler and staff parking area.
12. **Environment Agency:** no objection to the proposal
13. **Chief Environmental Health Officer:** no objection to the proposal, but suggest conditions are attached to any consent in order to minimise the effects of the development to nearby residents and occupiers, including a limitation on hours of operation.
14. **Anglian Water:** comments not received at the time of writing the report. The consultation period has expired.

Representations

15. None received

Planning Comments – Key Issues

Previous application

16. In December 2005 the previous application for the change of use of part of the car park for use as a car valeting operation was refused (LPA reference S/2200/05/F).
17. The siting proposed in the previous application was in a prominent position close to the vehicle entrance to the car park from Yarrow Road.
18. The single reason for refusal on the previous application was as follows;

“ The proposed office, canopy and intensification of use in this particular location within the customer car park will provide an additional distraction to pedestrians and motorists that will bring unreasonable highway danger to both the aforementioned groups. In addition the impact from the activity will reduce visibility and the openness of the car park where openness is important given the high level of conflict between pedestrians and vehicles in the environment.”

Current application

19. Following the refusal of the previous application, the applicant entered into pre-application discussion with the Council in order that a suitable location could be negotiated. The proposed location is one that received informal officer support. It is adjacent to the store, and would not be prominent on entering the store car park.
20. The Parish Council stated that the proposed location is currently mother and toddler parking and staff parking. This is not the case and the spaces involved with the change of use are not allocated for a particular use.
21. The Parish Council also suggest that the change of use would involve the sub-letting of part of the car park and this would set a precedent. This is not a material planning consideration.
22. The only space to be lost through this development is that consumed by the office cabin.
23. It is considered that the valeting facility will not attract large numbers of addition vehicles to the site, as the majority of customers will be visiting the store in order to use the facilities provided by Tesco.
24. Given that the retail store and its car park is located within a major developed site within the Green Belt and the impact of this small development will have very little impact upon the open nature of the Green Belt, I consider that the proposal is not inappropriate and therefore complies with Green Belt policies of the Structure Plan and Local Plan.

Recommendation

25. Approve, subject to conditions
 1. Standard Condition A – Time limited permission (Reason A);
 2. Details of the location and type of any power driven plant or equipment, including equipment for heating ventilation and for the control or extraction of any odour, dust or fumes from the building but excluding office equipment and vehicles and the location of outlet from the buildings of such plant or equipment, shall be submitted to and approved, in writing, by the Local Planning Authority before such plant or equipment is installed; the said plant or equipment shall be installed in accordance with the approved details and with any agreed noise restrictions.
(Rc - To protect residents to the north of the site from odour, dust, fumes or noise.)
 3. No power-operated machinery shall be operated on the premises before 08.00 hours on weekdays and 08.00 hours on Saturdays nor after 18.00 hours on weekends and 13.00 on Saturdays (nor at any time in Sundays or Bank Holidays) unless otherwise previously agreed in writing with the Local Planning Authority in accordance with any agreed noise restrictions.
(Rc - To protect residents to the north of the site from noise outside normal working hours.)

4. No external lighting including flood lighting shall be installed other than in accordance with a scheme which has been submitted to and approved in writing by the Local Planning Authority before construction commences.

Reasons for Approval

1. The development is considered generally to accord with the Development Plan and particularly the following policies:
 - **Cambridgeshire and Peterborough Structure Plan 2003:**
P9/2a (Green Belt)
 - **South Cambridgeshire Local Plan 2004:**
GB2 (Green Belt); **GB4** (Major Developed Sites within the Green Belt),
SH7 (Vehicles Sales and Maintenance, and Plant Hire)
2. The development is not considered to be significantly detrimental to the following material planning considerations which have been raised during the consultation exercise:
 - Residential amenity including noise disturbance
 - Highway safety
 - Loss of car parking

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

- South Cambridgeshire Local Plan 2004
- Cambridgeshire and Peterborough Structure Plan 2003
- Planning Files Ref: S/0390/06/F and S/2200/05/F

Contact Officer: Area Team 2

SOUTH CAMBRIDGESHIRE DISTRICT COUNCIL

REPORT TO: Development and Conservation Control Committee 7th June 2006
AUTHOR/S: Director of Development Services

**S/0636/06/F - Fulbourn
Clubhouse, Football Pitch, Grandstand, Car Park, Access Road, Floodlights and
Landscaping at Land off Balsham Road
for Fulbourn Institute Football Club**

**Recommendation: Refusal
Date for Determination: 28th June 2006 (Major Development)**

Departure

Members will visit the site on 5th June 2006.

Site and Proposal

1. The site measures 2.8 hectares and comprises two agricultural fields which have been left to fallow. The land is relatively flat. Both fields have hedges to the boundaries, although the boundary between the two fields also contains a number of large trees and the western boundary of the northern field is relatively open to the recreation ground. Adjacent properties to the north, on Stonebridge Lane comprise a mix of hedges, post and rail fences, panel fence. Three properties have no boundary treatment at all. It is within the Green Belt and outside of the village framework.
2. This full planning application, registered on 29th March 2006, seeks permission for a football ground for Fulbourn Institute Football Club. The club has been promoted to the Ridgeons league, which requires improved facilities. The proposals are comprehensive and include access off Balsham Road through the southern-most field; a car park with 83 spaces, including 6 disabled parking spaces; a football pitch with 6no. 15m high floodlight columns (these can be demountable); 3m high wire mesh security fences with a green powder coated finish to the perimeter of the ground on the north (where not adjacent bordering residential properties), western and south boundaries; a club house measuring 9.25m by 19.3m and 5m to the ridge that will provide changing facilities and a modest area for meetings, refreshments and visitors (total floor area of 178m²); and a stand measuring 22.5m long by 2.97m wide and 2.76m high.
3. The application is accompanied by supporting information explaining:
 - a) Fencing is required and meets the Ridgeons League requirements, a field hedge to the northeast means that a fence to this boundary is not required.
 - b) Changing room dimensions are as required by the League, which requires a separate room for directors/ committee members in which refreshments can be served. This should be able to accommodate a minimum of 16 people but on occasions 25 people.
 - c) The ground will only be used for Ridgeons League matches.
 - d) The number of home games each season would be 20, plus any possible cup games. It is anticipated that 10 would be Saturday afternoon games, kicking off

at 3.00pm needing floodlights. Up to 7 could be evening games, kicking off at 7.45pm.

- e) Average attendance figures at present at 154 for home games. The highest anticipated is between 250 and 300.
- f) All training would be carried out on the MUGA located on the recreation ground.
- g) To integrate the facilities with the recreation ground a new pedestrian link is proposed.

Planning History

- 4. There is no relevant planning history for this site.

Planning Policy

- 5. **Policy GB2** of the South Cambridgeshire Local Plan (Local Plan) adopted 2004, and **Policy P9/2a** of the Cambridgeshire and Peterborough Structure Plan (Structure Plan) 2003 seek to restrict inappropriate forms of development within the Green Belt. Appropriate development can include 'buildings providing essential facilities for outdoor sports and recreation or other uses of land which preserve the openness of the Green Belt and do not conflict with Green belt purposes.' **Policy GB3** of the Local Plan states that where development is 'not inappropriate' it will be located within or adjoining existing complexes or entail the re-development of redundant buildings to protect the rural nature and openness of the Green Belt'.
- 6. **Policy GB5** of the Local Plan states that the 'Council will not support proposals for outdoor sport and outdoor recreation in the Green belt which require substantial buildings, car parks, floodlights or which frequently attract large numbers of participants or spectators or which would result in the loss of the best and most versatile grades of agricultural land'.
- 7. **Policy RT1** of the Local Plan states that, in considering applications for the development of recreational and tourist facilities, the District Council will have regard to the need for such facilities and the benefits which might accrue. Therefore the District Council will resist any proposals which would:
 - a) Not be in close proximity to and not be well related with an established settlement and its built up area;
 - b) By reason of its scale, form, design and materials of the proposal, together with any associated development such as other buildings and structures would create an intrusive feature in the landscape or surrounding area;
 - c) Generate significant motorised traffic movements;
 - d) Have inadequate provision for parking and manoeuvring of cars and service vehicles to the District Councils standards;
 - e) Not provide appropriate provision for screening and to minimise the visual intrusion into neighbouring development and the countryside.
- 8. **Policy P4/1** of the Structure Plan states that new or improved recreation development should:
 - a) Maintain or increase employment opportunities;
 - b) Meet the needs of local communities as well as visitors;
 - c) Be accessible by a choice of sustainable transport modes;
 - d) Protect or improve the local environment, landscape and residential amenity;
 - e) Strengthen and diversify the local economy, particularly in Peterborough and North Cambridgeshire.

9. **Policy TP1** of the Local Plan states that the Council will seek, through its decisions on planning applications, to promote more sustainable transport choices, to improve access to major trip generators by non-car modes, and to reduce the need to travel, especially by car. To give effect to these aims, planning permission will not be granted for developments likely to give rise to more than a small-scale increase in travel demands unless the site has (or will attain) a sufficient standard of accessibility to offer an appropriate choice of travel by public transport or other non-car travel modes.
10. **Policy P8/1** of the Structure Plan relates to Sustainable Development and the links between Land Use and Transport. This states that new development should provide for the need of pedestrians, cyclists and public transport uses as well as an appropriate access from the highway network that does not compromise safety.
11. **Policy EN9** of the Local Plan seeks to safeguard identified sites of nature conservation. Similarly, policy **P7/2** of the Structure Plan seeks to conserve and enhance biodiversity.
12. **EN28** of the Local Plan limits development that will affect the setting of Listed Buildings. It includes a requirement to submit illustrative and technical material to allow the impact of proposals affecting a Listed Building, its curtilage and wider setting.
13. Policy **ES6** of the Local Plan seeks to apply appropriate planning conditions to minimise the impact of noise and pollution on noise-sensitive development arising from any new recreational activities.
14. Policy **P1/2** of the Structure Plan sets out environmental restrictions on development. In particular, 'Development will be restricted in the countryside unless the proposals can be demonstrated to be essential in a particular rural location'.
15. Policy **P1/3** of the Structure Plan requires a high standard of design and sustainability for all new development including:
 - a) minimising the need to travel and reducing car dependency;
 - b) providing a sense of place; and
 - c) making efficient use of energy and resources.

Consultations

16. **Fulbourn Parish Council** recommends refusal. It comments:
 - a) The proposals contravene policies GB2, GB3 and RT1 of the Local Plan;
 - b) It has taken into account the comments from residents of Stonebridge lane, Impett's Lane, Balsham Road, Barnsfield and Jeeves Acre.
 - c) The Parish Council has received letters of support from other areas of the village (95 letters are enclosed).
 - d) The proposed access road from Balsham Road to the site and associated car parking would lead to increased traffic flow. There is an improved car park for the recreation ground at Home End.
 - e) Questions have been raised about what would happen to the site if the Football Club is relegated. Any such application should be limited to the use for the Ridgeons League matches and the land restored to its current state should this not be the case in the future.

- f) The proposal for around 7 matches of the matches having 7.45pm kick off would lead to severe loss of amenity to the neighbouring properties due to noise and light pollution.
17. The **Environment Agency** advises that the site is a low area of flood risk and that the Local Planning Authority is to assess drainage details, however a surface water condition should suffice.
18. **Sport England** comments:
- a. Sport England has a longstanding commitment to the land-use and spatial planning system and has published 'Planning for Sport and Active Recreation: Objectives and Opportunities' (Interim Statement 2005) which sets out our policy framework in responding to planning consultations. Planning Policy Objective 7 of that document supports the development of new facilities or the enhancement of existing facilities that will secure opportunities to take part in sport.
 - b. The proposal relates to the construction of a new clubhouse, football pitch, grandstand, car park, floodlighting and access road for Fulbourn Institute Football Club, who currently play on the adjacent Fulbourn Recreation Ground.
 - c. The upgraded facilities are necessary to allow the club to progress through the football "pyramid" system and satisfy the requirements of the National Ground Grading System.
 - d. I have consulted with the local and regional FA development officers. They have confirmed that the applicants are a thriving club who make provision for players from U6 level to senior status. However, there is a "bottleneck" in terms of progression for the more talented senior players, given the lack of a permanent ground that satisfies the requirements of the Eastern Counties Football League. The proposals are therefore crucial for the long-term development of the club in maintaining high levels of participation amongst the young people of the village and surrounding area.
 - e. It is also worth noting that the development will have no adverse impact on the existing adjacent playing fields at Fulbourn Recreation Ground, which will remain in community use. This site is a high quality multi-sport environment, catering not only for football but also cricket, tennis and bowls in the local area. The multi-use games area on the site has been publicly funded by the Football Foundation, an indication of the excellent work the football club has put in to develop participation in junior and senior football in the area.
 - f. The proposal has been developed with the help of the FA and has therefore been designed to meet technical requirements within the football pyramid system with regard to enclosure, spectator provision, floodlighting etc.
 - g. Sport England remains committed to raising opportunities for all sectors of the population to start, stay and succeed in sport at every level, and the development of these facilities is a clear example of where a club is delivering against these objectives, but requires to develop its facilities if it is to continue to attract new players to the sport.
 - h. For the above reasons, Sport England is very much in support of this application, which conforms to the Sport England policy referred to above. We hope that

South Cambridgeshire District Council is able to support the application accordingly.

19. The **Local Highways Authority** comment that:
 - a) The geometry of the proposed junction and access road is suitable to accommodate cars and vans only. If however, it is proposed that coaches would visit the site then the access arrangement is not acceptable. The applicant/agent should confirm if this is the case.
 - b) A 2.0m wide footway must be provided from the existing to the north up to and including the new access within the layby. Such footway to be completed prior to the use of the new facilities commencing.
 - c) The layby should be resurfaced from the junction with Balsham Road up to and including the new access road junction. The specification to be agreed with the Divisional Maintenance Engineer. Such work to be completed prior to the use of the facilities commencing.
 - d) It is strongly recommended that the layout plan be amended to include notes relating to the provision of the footway detailed above together with the improvement to the surfacing of the layby.
20. The **Countryside Access Team** at Cambridgeshire County Council has no objection to the proposed development but draws the applicant's attention to a number of points relating to points of law that should be added as informatives if approved.
21. The **Ecology Officer** comments that the site is less than 400m from the Fulbourn Fen SSSI, furthermore the Wildlife Trust manages nearby woodland as a nature reserve. The applicant must demonstrate how the proposals will not cause disturbance to the SSSI and nature reserve. Policy EN9 of the Local Plan applies. Furthermore, the application should assess the current biodiversity value of the site and present opportunities for biodiversity gain e.g. green roofs could be provided upon the stands, deeper lengths of boundary planting are required, nest box provision. He questions how the grass paddock will be managed.
22. The **Sports Development Officer** comments:
 - a. I understand that you have consulted both with Cambridgeshire Football Association and with Sport England. Both bodies have replied to you positively and in favour of the Fulbourn development off Balsham Road. I echo all their comments and fully support the project for the benefit of Sports Development within the district.
 - b. After looking at the plans provided by yourself, I believe that the club has met the minimum criteria set out for them to remain in the higher league and to develop in to the future.
 - c. After achieving third place this season, they will become local heroes which will help bring the community together and encourage young local players to play. South Cambs. already has one of the highest team generation rates in the Country but has not been good when it comes to providing exit routes for the more talented players. To enable talented players to stay within their local club helps with retention of both club players and coaches at all levels.
 - d. If Fulbourn can provide football for all ages and levels they will not only help get people active but will help to reduce anti-social behaviour, reduce obesity levels and mental health problems amongst teenagers within their community.

23. **Cambridgeshire Football Association** supports the proposals as the National Governing Body of all football in Cambridgeshire:

- a. Fulbourn Football Club is a leader in the successful development of the local community, adding real value to the community feel good factor, community safety and health for men, women, boys and girls, whatever ability. But, the sustainability of their current leadership and position in the community is dependent upon upgrading their facilities along the lines of this planning application.
- b. Our position of support is based on our national Long Term Development Pathway. Fulbourn is a massive success in terms of creating and sustaining participation amongst young people and we through the Football Foundation have supported a number of grant applications in partnership with the Parish Council and South Cambridgeshire District Council.
- c. South Cambridgeshire has a very high level of football participation but very few clubs at the non league pyramid level in comparison to say Hunts DC, Mid Beds DC or Mid Suffolk DC and the effect of this is that a progression bottleneck has been created and this will probably be exasperated through the planned population increase in the Regional Plan.
- d. In Fulbourn we have seen the development of sport, adding positive value to community safety and health, and the football club have been a major component of this development. The football club are very well organised and have achieved the Football Association's Charter Standard for quality at both adult and youth level, for men and women, boys and girls, whatever ability.
- e. They have a number of players coming through the system from U6 to U18 and into adult and this has generated a most successful team that has been the top team in the Cambridgeshire League in recent times. The club then last season took the enormous step to move into the Eastern Counties League which requires a number of ground facilities including floodlights as part of the National Ground Grading System for non league football. The Eastern Counties League allowed the club some flexibility in meeting the ground grading conditions but need to see progress towards compliance within a short timescale. The club managed to enclose the ground etc. and satisfy the league that they are progressing using temporary arrangements, but this project enables them to sustain their status in the Eastern Counties League where in this their first season they finished third in their division.
- f. To retain their position in the Eastern Counties League the club need to develop a facility that meets the ground grading criteria and having considered all alternatives this application represents the most appropriate proposition and we would hope that it will realise the support of the Parish Council to the benefit of the community as a whole.
- g. As an example of best practice that the Parish Council and South Cambridgeshire District Council could consider is that at Histon whereby the community facilities sit alongside a non league club as an outstanding example of how the two can work together in partnership to the advantage of the whole community.

24. The comments of the **Trees and Landscape Officer, Conservation Officer, Environmental Health Officer** and **Cultural Services Manager** are awaited and will be reported verbally.
25. The **Campaign to Protect Rural England** has written objecting to the proposals on grounds that the site is in the Green Belt. It recognises that the Green Belt has a recreation function, based on outdoor activities and formal playing fields/pitches and that essential small-scale buildings which are necessary to the activity such as changing rooms, are acceptable. However, playing fields and small scale buildings do alter the rural character of the area. It is concerned that spectator stand could 'grow' into a fully fledged stadium and this would be unacceptable. It is also unhappy about the floodlighting columns which would be obtrusive in this rural landscape even when turned off. It urges the application be refused, unless there are exceptional over-riding grounds, as the proposal would have an adverse impact on the openness and rural character of the Green Belt.
26. **The Wildlife Trust** is concerned that due to the proximity of the development to Fulbourn Fen Wildlife Trust Nature Reserve and Fulbourn Fen SSSI, insufficient consideration has been given to potential wildlife impacts. Its main concerns are the effect of lighting on these wildlife areas, as artificial lighting is known to have an effect on invertebrates and birds. As a minimum it would expect:
- a) Analysis to determine the levels of light reaching wildlife sites including cumulative impacts of the floodlights and any other lighting associated with the development.
 - b) Directional lighting should be used to reduce the amount of light reaching the wildlife sites.
 - c) Consideration should be given to the lighting levels. The League Regulations state that the minimum level should be 120 lux, yet the proposals are for a total luminance of 228 lux. Is such a level of lighting necessary? Reduction could reduce the effects on wildlife.
27. As the proposals stand, with the ground in use for around 20 – 25 matches a season, the wildlife impacts are potentially not that significant. However, if usage were to increase, the effects on wildlife would be a major concern as it would increase the lighting levels, number of spectators and noise pollution with associated increase in noise to the Nature Reserve. Future usage should be limited. An assessment of wildlife impacts is required prior to planning permission being granted. If it is found that greater level of use would have negative environmental impacts, an upper limit on the level of usage should be agreed at this stage to prevent damaging expansion in the future.

It is also concerned about the potential hydrological impacts on Fulbourn Fen Nature Reserve. Prior to a decision being made an assessment should be undertaken of hydrological impacts on nearby wildlife sites.

Representations

28. Fulbourn Institute Football Club has provided additional information in support of the application. This confirms:
- a) The club has looked at four alternative sites in the area including land off Wilbraham Road, Station Road, Babraham Road and Fulbourn Hospital. All four sites are either in the Green Belt or unavailable in the timescale set by the Ridgeons League.

- b) The recreation ground would have been ideal for the club, however the site was deemed too cramped and too close to housing after consultation between Fulbourn Parish Council and South Cambridgeshire District Council.
 - c) The Ridgeons League informed the club that the car park at Home End is too far away from the site, therefore a separate access would be needed with a car park on site.
 - d) There is no existing floodlighting that needs to be removed. The proposed floodlights can be demountable but requires extra equipment for this purpose costing £2,500 approximately.
 - e) Matches on Saturdays start at 3.00pm, therefore between November and the end of February floodlights are needed. Evening matches start at 7.45pm and finish at approximately 9.30pm and there would be around seven matches starting at this time.
 - f) All aspects of the development were discussed with Officers prior to submission.
 - g) This location is suitable for the club and subject to agreeing a lease is available.
 - h) The club decided to make a step up into the Ridgeons League after winning two successive Cambs. Kershaw League titles. The players are the key to our success plus good management. The Manager has brought these players through from Colts level and the majority of them are from Fulbourn and the surrounding area. They finished third place in their first season in the Ridgeons League which would have given an automatic promotion to the Premier Division. This is why we need a ground, otherwise players will have to move elsewhere to realise their ambitions and they want to stay together.
 - i) The existing way the team play has created a lot of interest in the village and we regularly get around 120 spectators attending home games. The opportunity to play at this level has put Fulbourn on the map and raised the profile of the village.
29. Six letters of support from local residents living at 4 Wrights Close, 5 Balsham Road, 2 The Croft, 10 The Croft, 13 the Maples and a member of the football club who lives in Newmarket have been received. Comments relevant to the planning application include:
- a. The new ground would benefit a large number of villagers including players, supporters and youngsters coming through the Colts teams.
 - b. The club has been playing on the recreation ground with very little inconvenience to uninterested people and has attracted good levels of support.
 - c. The Club is well known throughout East Anglia and is constantly being asked about its plans for a new ground.
 - d. Most of the players have local ties and younger players aspire to join the first team.
 - e. This provides an outlet for people, who otherwise might be hanging around taking drugs and committing acts of vandalism as some do at present.
 - f. The facilities proposed would set a foundation for the future of football in the village for years to come.
 - g. It would be a real shame if they miss out on promotion having done so well.
 - h. People who buy houses near to recreation grounds should expect some level of noise.
 - i. Football and cricket have been played at the recreation ground for many years.
 - j. There are already floodlights at the recreation ground, which are in regular use. The floodlights would only be used during evening matches and during darker months. The Parish has applied to extend the hours of the floodlights, is this light pollution not the same as that now proposed?
 - k. The majority of traffic has come from the A11 this season and nobody has commented that there has been a significant increase. Many of the clubs in the league travel by coach so increase in traffic is not a real issue.

- l. People choose what activities within the village to support and therefore that it will not benefit all villagers is not a consideration.
 - m. The club has generated a fell good factor in the village with 130 plus attending the recreation grounds on Saturdays.
- 30. James Paice MP has written enclosing a letter of objection from the occupants of 2 Barnsfield, Fulbourn; but does not express a view on the proposals stating that this a matter for the Council.
- 31. Twenty-three representations objecting to the proposals have been received from residents at 1, 3 and 4 Barnsfield; 1 – 4 Jeeves Acre; 16 –17 Balsham Road; High Field Farmhouse, 2, 4, 6, 8, 10, 12, 14, 16, 18 and 20 Stonebridge Lane; 14 and 24 Impetts Lane; and a resident of Cherry Hinton. These raise the following issues:
- 32. **Green Belt**
 - a. Impact upon the Green Belt's open nature, rural character and visual amenity.
 - b. Contrary to Green Belt policies.
 - c. It is not essential to the location as other facilities are available in the Cambridge area.
- 33. **Historic Buildings and Conservation**
 - a) Adjacent to a Conservation Area.
 - b) Loss of historic views of Stonebridge Lane.
 - c) Impact on an important historic area, as acknowledged by a recent English Heritage project with Fulbourn Village History Society which recorded properties in Stonebridge Lane for exhibit.
 - d) An incongruous sports facility that makes a mockery of Conservation measures.
- 34. **Wildlife**
 - a) The site is adjacent to a nature reserve and SSSI – harm to ecology and natural habitat through noise, fumes and light pollution.
 - b) Lack of any Environmental Study to address bio-diversity issues.
 - c) No suggestion of how hedges will be managed.
 - d) Lack of Environmental Statement setting out the impacts and mitigation measures.
 - e) Small impact on carbon emissions and subsequent impact on climate change.
 - f) Loss of grassland and hedgerow habitats.
- 35. **Highways and car parking**
 - a) Access off Balsham Road is dangerous due to the national speed limit and poor visibility.
 - b) Frequent accidents including two recent fatalities.
 - c) Conflicts with the access point to Jeeves Acre and Barnsfield.
 - d) Loss of amenity to Jeeves Acre and Barnsfield due to the noise and disturbance resulting from the use of the access.
 - e) Width of access is insufficient for emergency service vehicles to access Jeeves Acre and Barnsfield if the road is also being used for the ground.
 - f) Potential overspill parking in the layby adding to loss of residential amenity and hazards, especially in the area of the public footpath.
 - g) Lack of detail for the access.
 - h) Existing parking is available at the recreation ground.

- i) Inadequate consideration given to pedestrian safety, as many children use the public footpath to access the recreation ground safely.
- j) Inadequate parking provision if it is proposed to have 300 spectators at some games.
- k) Two footpaths are required to the frontage with Balsham Road.
- l) Alternative access to Balsham Road could be achieved by widening the footpath to the nature reserve. This is on a straight stretch of road.

36. Flood Lights

- a) Major visual intrusion into the countryside and to residential properties of 6 floodlights.
- b) Introduces light to a poorly lit fringe area to the village.
- c) Loss of residential amenity due to light spillage and would enable evening games with increased noise and disturbance.
- d) Contrary to PPS8.

37. Stands

- a) These will not look like agricultural buildings.
- b) They are out of keeping with the area.
- c) They are obtrusive and therefore contrary to PPG2.

38. Club House

- a) It is not Fulbourn Institute Football Club's intention to transfer its headquarters to the new pitch, as it is to be located at the new club house on the recreation ground.
- b) A committee room is not required as these facilities are already available at the recreation ground.
- c) Design is utilitarian and characterless and appears to be isolated urbanising development in the countryside and as such is harmful to the character of the area.
- d) Townley Hall is a two-minute walk away.
- e) These proposals will take business away from existing facilities at the village hall.
- f) It will duplicate existing facilities.

39. Security Fence

- a) Inappropriate to an open area and detracts from the Green Belt.
- b) Impact on movements of foxes, badgers, Munkjack Deer.

40. Alternative Sites

- a) There are other stadiums in Cambridgeshire area that could be shared, which are already in the Ridgesons League.
- b) The transitory life in football leagues means that the future of the site if the club is relegated would be in question.
- c) Adequate facilities already exist at the football club.
- d) Other sites are available which would have less serious impacts on residential amenity and the setting of the village.

41. **Residential amenity**

- a) Proximity to houses on Barnsfield, Jeeves Acre, Stonebridge Lane and Balsham Road mean that amenity will be harmed due to noise from traffic and crowds.
- b) Houses on Stonebridge Lane about the site.
- c) Planting to Stonebridge Lane would not sufficiently mitigate harm caused.
- d) Light pollution.

42. **Other**

- a) It will introduce what is essentially commercial development into the Green Belt.
- b) It will only benefit a small proportion of the population.
- c) It will harm community cohesion due to disagreement about the benefits.
- d) Insufficient benefit to justify the harm to Green Belt.
- e) Loss of agricultural land.
- f) Proposals do not include communal sports resources and other than members of the club will not benefit the community at large.
- g) Development of the site will make it easier for the land owner to get planning permission for residential development in the future.
- h) Access has only been proposed off Balsham Road to make it easier for the land to be re-developed in the future, as has been discussed publicly by the land owner at Parish Council meetings and is "common knowledge."
- i) The proposals exceed FA and League requirements for sports provision within the village.
- j) The facilities should not be sub-let out of season and permission should be personal to the Club.
- k) If promoted it is likely that they will require additional development.

Planning Comments – Key Issues

43. There are a number of issues to be considered and interests to be balanced in considering this application. These include weighing the requirement for improved sports facilities in order for the club to progress against the impact upon neighbouring residential properties, the surrounding countryside, Green Belt, sites of wildlife importance and the public highway.

Green Belt

44. National, County Structure Plan and Local Plan Policy GB2 do provide scope of sporting development within the Green Belt, where it is 'essential for outdoor sports' and it 'preserves the openness of the Green Belt'. This is expanded upon in Policy GB5 which sets out limitations that the Council will apply to such developments. In this application the proposals do include some buildings. Although these are not considered to be 'substantial' the applicants have not fully identified why existing facilities upon the recreation ground could not meet the facilities required for committee members. I do not consider there to be any particular issue in terms of the Green Belt with the proposed stands or changing facilities. These are modest structures and will not significantly impact upon the openness of the Green Belt.
45. Policy GB5 does seek to limit development that will result in substantial car parks and floodlighting. Car parking does impact upon the openness of the Green Belt. While the car park proposed will be landscaped the siting and size of the area is considered to be harmful to the openness of the Green Belt in this area.

46. There is considerable concern about the floodlights, which it has been confirmed are to be demountable. The issue of lighting levels needs to be more carefully considered, as insufficient consideration has been given to visual harm to the Green Belt when illuminated. This is a relatively open landscape in which lighting will have a significant visual impact.
47. Consequently I do not consider that the proposal does preserve the openness of the Green Belt. It is for the applicant to demonstrate why inappropriate development should be allowed in the Green Belt. Although Fulbourn is surrounded by the Green Belt and therefore alternative locations outside the Green Belt are limited, I do not consider that very special circumstances have so far been demonstrated, particularly in regard to sharing existing facilities on the Recreation Ground, to enable me to support the application as a Departure from the Development Plan.

Conservation

48. There are a number of Listed Buildings in proximity to the site, including properties on Stonebridge Lane, which directly abut the site. There clearly is a negative impact upon the setting of these properties, particularly due to the fencing and floodlights when in use. The comments of the Conservation Manager are awaited and this issue will be discussed with members at the meeting.

Wildlife

49. Insufficient regard has been paid to the neighbouring wildlife sites and the loss of habitat resulting from these proposals. Additional information is required to ensure that harm to the nature conservation sites and local biodiversity is minimised and appropriately mitigated.

Residential amenities

50. The site is in close proximity to a significant number of residential properties and properties on Stonebridge Lane will directly adjoin the site. The club already plays its games from the neighbouring recreation ground and as such the level of activity generally in the area may not increase significantly. I am however very concerned about the impact upon the properties which directly adjoin the site as these will suffer considerable disturbance due to the noise of games, vehicle movements, and light from the floodlights. Several properties will also suffer a loss of privacy. In particular, properties at Stonebridge Lane, three of which are sited a few metres away from the site boundary and do not have boundary treatments.

Highways

51. The access arrangements as proposed are not entirely adequate, as noted in the comments of the Local Highways Authority. The access is not sufficient to accommodate coaches, which are expected to bring teams and supporters to the site. The Local Highways Authority is not clear as to whether access for coaches could be achieved at this location and clarification will be sought prior to the meeting. The introduction of a footway to the Balsham Road layby will have a significant visual impact on this semi-rural location and is likely to result in loss of hedge in this location, further increasing the visual intrusion of the development. If such provision were to be included I would wish to be assured that this hedge would be protected and retained.

52. Car parking has been addressed above in considering the impact upon the Green Belt. The proposals include 83 car parking spaces, six of which are for disabled users. Given the capacity of the stadium to hold 235 spectators and the likely numbers of officials, players etc. this level of car parking provision will not be adequate. 235 spectators requires one space per four seats, resulting in a parking requirement of 59 spaces. In addition, I consider it appropriate for additional provision of spaces in relation to the club house to be required, which at a standard of 1 space per 8m² results in a need for 32 additional spaces, totalling 91 spaces. Therefore the level of parking proposed is not adequate for the development and potentially could result in increased on-street parking. I am not entirely convinced however, that it is necessary for the development to include its own parking, as this is not referred to in the requirements of the Ridgeons League supplied with the application. Given the relationship with the recreation ground scope to utilise existing parking should be explored first.
53. There has been no provision for cycle parking within the scheme.

Need

54. While this is a 'commercial' enterprise the proposals will clearly provide a much needed sporting facility not only for Fulbourn village but for the wider area. It is clear from comments received that this facility is needed. I remain concerned however that while seemingly an ideal location, being close to existing facilities, insufficient regard has been paid to the harm that will result to neighbouring residential properties and the surrounding area. The applicants have identified four other sites that have been considered. While all of these are in the Green Belt they do not have the same issues regarding neighbouring amenity or potential harm to important site of wildlife interest. These alternative options should be reconsidered. Sharing existing facilities within the Cambridge Area is an alternative option but is one which would remove a valued local service from the Village.

Future development of the site

55. While generally not a material consideration in determining this particular application, it is worth noting that the applicants have been offered a twenty-five year lease of the land. Future use of the land for other forms of development would have to be considered on their planning merits. The loss of a sporting facility however would be resisted under current policies. As the site is in the Green Belt and outside of the village framework, commercial development would be inappropriate and residential development would have to be on an 'exception' basis i.e. 100% affordable housing to meet local housing need. In my opinion at this time, an exception site in this location would not be appropriate, as it is not well related to the built area and would damage the character of the village and the rural landscape.

Recommendation

56. In light of the above comments and having balanced the various issues that arise from the proposals the recommendation is one of **REFUSAL** on the following grounds:
1. The proposed football ground, associated car parking and access are within the Cambridge Green Belt. While National Policies, Structure Plan Policy P9/2a and Policy GB2 of the South Cambridgeshire Local Plan do allow essential facilities for outdoor sports it is required that these preserve the openness of the Green Belt. This development, as a result of the proposed

car parking, floodlights and three metre high fencing will be visually harmful to the openness of the Green Belt and as such is 'inappropriate' development in the Green Belt contrary to policies GB2 and GB5 of the South Cambridgeshire Local Plan, 2004 and P9/2a of the Cambridgeshire and Peterborough Structure Plan, 2003.

2. The proposed football ground will, as a result of the proposed car parking, floodlights and boundary enclosures, create a visually intrusive feature into the landscape and surrounding area and, is not appropriately screened to minimise the visual intrusion. The development will result in significant harm to neighbouring residential amenities due to noise disturbance from cars and during games, and visual intrusion from the floodlights. In addition the relationship with residential properties on Stonebridge Lane is such that loss of privacy will result. The proposals are therefore contrary to policies RT1 of the South Cambridgeshire Local Plan, 2003 and P4/1 of the Cambridgeshire and Peterborough Structure Plan, 2003 which limit such development where they fail to protect the local environment, landscape or residential amenity.
3. The application fails to consider the impact upon identified wildlife sites including the Fulbourn Fen Site of Special Scientific Interest (SSSI) and Nature Reserve. The proposals are therefore insufficiently detailed and fail to safeguard these important sites as required by policies RT1 and EN9 of the South Cambridgeshire Local Plan, 2004 and P1/2 and P7/2 of the Cambridgeshire and Peterborough Structure Plan, 2003 which seek to protect biodiversity and wildlife from unmitigated harm.
4. The proposed access arrangement fails to meet the needs of pedestrians and will not be suitable for access by coaches. In addition, inadequate provision for car parking and no provision has been made for cycle parking within the development. The access therefore, fails to provide an appropriate means of access to the public highway and will compromise highway safety, particularly for pedestrians, contrary to Policies TP1 of the South Cambridgeshire Local Plan, 2003 and P8/1 of the Cambridgeshire and Peterborough Structure Plan, 2003.

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

- South Cambridgeshire Local Plan 2004
- Cambridgeshire and Peterborough Structure Plan 2003
- Planning file Ref. S/0636/06/F

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SOUTH CAMBRIDGESHIRE DISTRICT COUNCIL

REPORT TO: Development and Conservation Control Committee7th June 2006**AUTHOR/S:** Director of Development Services

**S/0430/06/F - Girton
Erection of Six Dwellings Following Demolition of Existing Dwelling
(No. 2 High Street) at 2 High Street and Land Rear of 4 & 6 High Street
for Hogger Homes Ltd.**

**Recommendation: Delegated Approval
Date for Determination: 28th April 2006**

Site and Proposal

1. This site, measuring 0.26 hectares is formed from land that currently comprises the plot at 2 High Street, which has a detached bungalow on it, and parts of rear gardens to 4 and 6 High Street. The land rises approximately 2.5 metres eastwards from the road towards the rear of the site. It contains a number of trees and currently a hedge marks the frontage of no. 2. To the front of the site there is a grassed verge. There is no footpath on this side of the road. The site is adjoined by residential property at 20 Duck End and 50 High Street to the south and 5 Lawrence Close to the south-east; and gardens serving 8 High Street to the north and 66 – 68 Church Lane to the east. Mature hedges mark the southern and eastern boundaries.
2. This full planning application proposes to demolish the existing 1920s bungalow on the site and to build six dwellings in the form of: a pair of semi-detached, three-bedroom houses to the frontage with garages to the rear; one two-bedroom bungalow with detached garage; and three chalet bungalows with ridge heights of 6.5 metres and integral garages. The proposals will result in development at a density of 23 dwellings per hectare (dph). The application was amended on 24th May 2006 following receipt of a revised layout plan to address Highways' comments relating to the access.

Planning History

3. Planning application ref. **S/0616/64/O** for a bungalow to the rear of 4 High Street was refused. A subsequent appeal was dismissed.

Planning Policy

4. Policy **SE3** 'Limited Rural Growth Settlements' of the South Cambridgeshire Local Plan 2004 ('Local Plan') defines Girton as a Limited Rural Growth Settlement in which residential development will be permitted on unallocated land providing the development meets with the criteria of this and other policies included within the Local Plan, including a mix of dwellings and a minimum density of 30 dwellings per hectare, unless there are strong design grounds for not doing so.
5. Policy **HG10** 'Housing Mix and Design' of the Local Plan requires developments to include a mix of housing types and sizes, with the design and layout being informed by the wider area.

6. Policy **HG11** 'Backland Development' of the Local Plan states that development to the rear of existing properties will only be permitted where the development would not:
 - a) Result in overbearing, overlooking or overshadowing of existing residential properties;
 - b) Result in noise and disturbance to existing residential properties through the use of its access;
 - c) Result in highway dangers through the use of its access; or
 - d) Be out of character with the pattern of development in the vicinity.
7. Policy **CS1** 'Planning Obligations' – The Council will seek to secure through section 106 agreements or Grampian conditions infrastructure or other forms of development that are necessary as a result of the development proposed.
8. Local Plan policy **CS5** 'Flood Protection' restricts development where flood risk will be increased.
9. Policy **CS10** 'Education' of the Local Plan seeks financial contributions towards the provision of education where the development of 4 or more dwellings would cause the capacity of local schools to be exceeded.
10. Policy **TP1** 'Planning for More Sustainable Travel' of the Local Plan seeks to promote sustainable travel and as such planning permission will only be granted where small-scale increases in travel demands will result, unless satisfactory measures to increase accessibility are included. Standards for maximum car parking levels and requirements for cycle storage are found in Appendices 7/1 and 7/2.
11. Policy **EN5** 'The Landscaping of New Development' of the Local Plan requires trees, hedges and woodland wherever possible to be retained within proposals for new development and landscaping schemes will be secured through appropriate conditions.
12. Local Plan policy **EN12** 'Nature Conservation: Unidentified Sites' seeks wherever possible to retain features and habitat types of nature conservation value where they occur. Where the need for development outweighs the need to retain such features appropriate mitigation measures will be required.
13. **Policy P1/3 'Sustainable Design in Built Development'** of the Cambridgeshire and Peterborough Structure Plan 2003 ('Structure Plan') states that a high standard of design and sustainability should be adopted for all new forms of development.
14. **Policy P5/3 'Density'** of the Structure Plan requires developments to achieve a density appropriate to the area, with a minimum requirement of 30 dwellings per hectare.
15. **Policy P5/5** (Homes in Rural Areas) - small housing developments will be permitted in villages only where appropriate, taking into account the need for affordable rural housing, the character of the village and of its setting, and the level of jobs, services, infrastructure and passenger transport provision in the immediate area.
16. Structure Plan **Policy P6/1** 'Development-related Provision' restricts development unless additional infrastructure and community requirements generated by the proposals can be secured.

17. Structure Plan **Policy P6/3** 'Flood Defence' requires measures and design features to be included to give sufficient protection against flooding on site or elsewhere locally.
18. **Policy P6/4** 'Drainage' of the Structure Plan states that all new development should avoid exacerbating flood risk locally by utilising water retention systems.
19. Structure Plan **Policy P7/2** 'Biodiversity' seeks to conserve and enhance biodiversity.
20. Structure Plan Policies **P8/1** 'Sustainable Development – Links Between Land Use and Transport', **P8/8** 'Encouraging Walking and Cycling' and **P8/9** 'Provision of Public Rights of Way' seek to ensure that new developments are located where they are highly accessible by public transport, cycle and on foot; reduce travel by car; cater for all users and; provide opportunities for travel choice; and do not compromise safety.
21. **Policy P8/5** 'Provision of Parking' of the Structure Plan requires car parking standards to be maximums, in accordance with Planning Policy Guidance 13, Transport.

Consultations

22. **Girton Parish Council** recommends refusal on grounds of: over-development of the site; significant change in the nature of this quiet, sensitive part of the village; the site is next to a junction of three roads and this multi-use access will create a difficult junction with the existing roads.
23. **The Local Highways Authority** requests conditions relating to the siting and width of the access, tuning, parking and visibility splays of 2.4m by 70.0m to the north and 2.4m x 66.0m to the southwest. It is essential that the access road be sited adjacent to the northern boundary so that vehicles exiting the site do so without encroaching the Duck End/ High Street junction. An amended layout has been received. This is confirmed to be acceptable from a highway point of view.
24. **The Local Highways Authority** has also stated that the Local Planning Authority should consider the implications of approving a development of this nature where there is no footway provision within High Street to accommodate pedestrian traffic. It remains concerned about pedestrian provision, particularly as pedestrian traffic associated with plots 1 and 2 ingresses and egresses via the carriageway off the Duck End / High Street junction. It strongly suggests that a footway be provided at least along the entire frontage of the site. If this were agreed it should be a minimum of 1.8m wide and provided prior to the occupation of any of the dwellings.
25. **Cambridgeshire Fire and Rescue Service** does not require additional water supplies for firefighting but requests that access and facilities for the Fire Service be provided in accordance with the Building Regulations.
26. **The Chief Environmental Health Officer** suggests informatives relating to demolition and the requirement for a demolition notice.
27. **Cambridgeshire County Council** requires a financial contribution from the developer of £17,000 for the cost of additional places at the local primary and secondary school.
28. The **Environment Agency** notes that the sites falls within flood zone 1 (low risk of flooding) and that flood risk in relation to operational development on sites of less than 1 hectare should be considered by the Local Planning Authority. In light of known localised flooding

problems and the absence of a flood risk assessment it recommends an objection.

29. **Building Control** advises that fire engine access is necessary and confirmation is required that the hammerhead and radii at the road are suitable, as they appear inadequate. It was noted that drainage issues are being resolved.
30. **The Recycling and Waste Minimisation Officer** comments that it is possible for a Refuse Collection Vehicle (RVC) to reverse down the access, however turning radii of 6m are required off the High Street in order for it to make a turn. The road will have to be constructed to adoptable standards to take 26 tonne gvw 6x 4 collection vehicles.
31. Comments are awaited from the **Trees and Landscape Officer and Ecology Officer**. These comments will be reported verbally.

Representations

32. Representations have been received from the occupiers of 20 and 50 Duck End, 5 Lawrence Close, 66 and 68 Church Lane, 4, and 8 High Street. A further representation has been made by a former resident of Cambridge Road, Girton on behalf of the occupier of 5 Lawrence Close. These representations object to the proposals on the following grounds:
 - a) Failure to show neighbouring dwelling on the site plan;
 - b) Drainage problems – history of flooding in this part of the village due to the soil being a heavy clay, high water table and local springs which drain to Duck End. Any drainage scheme will need to take into account neighbouring dwellings and should be properly maintained;
 - c) Overlooking of 5 Lawrence Close and its garden;
 - d) Impact upon ancient hedge and trees between the site and 5 Lawrence Close, 66 - 68 Church Lane and 2 - 6 High Street and subsequent loss of wildlife habitat;
 - e) Traffic generation on Church Lane and Duck End, which are narrow roads, not suited to increased use. Duck End has no pavement on either side;
 - f) Boundary treatments to neighbouring properties at 66 Church Lane and 8 High Street;
 - g) Bungalows would be more appropriate to the area;
 - h) Impact upon wildlife such as black squirrels;
 - i) The front pair of houses will dominate the street scene;
 - j) Loss of light to a kitchen window at 50 Duck End;
 - k) Inadequate visitor parking will result in on-street parking;
 - l) Noise disturbance to 8 High Street from increased traffic movements;
 - m) The junction with High Street is poorly lit and will result in increased danger to pedestrians;
 - n) Overlooking of 20 Duck End's bedroom, bathroom, toilet and kitchen windows and garden;
 - o) Overlooking due to the height of plots 4, 5 and 6, which are chalet bungalows;
 - p) Narrow access road;
 - q) Proximity of the access to 4 High Street resulting in noise disturbance.

Planning Comments – Key Issues

33. While the proposal is acceptable in principal in relation to Settlement Policy SE3 of the Local Plan, there are a number of issues to be considered in relation to these proposals including drainage, access, visitor car parking, neighbouring amenities, impact upon the character of the area, impact upon local wildlife and whether the

proposals will result in over-development of the site.

Drainage

34. The applicants have instructed a consultant to prepare a flood risk assessment. This will concentrate upon the issue of surface water drainage as the site is in an area of localised flooding. Members will be updated verbally on this issue.

Access

35. There are several aspects of the access that require consideration. The layout generally accords with Local Highway Authority standards and subject to conditions is acceptable.
36. An issue of pedestrian access has been raised. There is a pavement on the opposite side of the road, which terminates in front of the site. To the north-east of the site there is a footpath adjacent to 12 High Street that links the High Street with Church Lane. There is a wide grassed verge on the eastern side of the road, which could accommodate a footpath up to the footpath linking to Church Lane. This point is beyond the junction to Gretton Court on the opposite (western) side of the road and is a safer point at which pedestrians can cross to join the pavement on that side. This would involve constructing approximately 75m of pavement and would link up to the pedestrian entrance to the front of plot 1, which is further south. This solution would address issues relating to pedestrian access and highway safety and could be required through a Grampian condition if the land is within Cambridgeshire County Council's control. Confirmation is being sought as to the extent of the public highway and Members will be updated verbally.
37. The kerb radii requested by the Recycling and Waste Minimisation Officer will affect the junction layout and would impinge on the junction with Duck End. Subject to the Highways Officer's comments this matter could be addressed through a further revision to the access arrangement. It may not however, be possible to achieve this in a manner that meets Highways' requirements.

Car Parking

38. The layout does not include visitor parking. The development should 1.25 visitor parking spaces. This would usually be rounded up to 2 spaces. The applicant has been advised of the requirement and the layout should be amended to include such provision. Each dwelling has space for two cars to park.

Neighbouring Amenities

39. 4 High Street will retain a reasonable garden area of 10-15m depth, however the access road will run adjacent to the boundary with this. Currently, a hedge marks this boundary and it has a garage sited to the rear of the house adjacent to the boundary with no. 2.
Due to the existing good screening I do not consider the access will significantly harm the neighbouring occupiers' enjoyment of that garden space.
40. 50 Duck End has a kitchen window in its northern elevation that faces the site. This is the main window to the kitchen, although it joins a dining area that has an east facing window that provides additional daylight to the room. The kitchen window is currently partially screened from the site by a hedge and would be sited approximately 5m from the sidewall of plot 1. In light of these factors there will not be

a significant loss of sunlight. Some daylight may be lost as a result of the proposal, however due to the distance between the two properties and the existing boundary hedge, the proposals will not significantly alter the existing situation.

41. The relationship of the bungalow proposed at plot 3 with 20 Duck End has been carefully considered to ensure that it is not sited directly to the rear of no. 20. It will be sited to the north-west and as such the main views of the bungalow from no. 20 will be blocked by the garage serving no. 20, which is located adjacent to the boundary with 2 High Street. A single garage is proposed adjacent to 20 Duck End's garden and will be seen end on with the roof sloping away from the property. This relationship will not result in loss of light and will not be visually overbearing.
42. Concern has been raised over the siting of dormer windows on plots 4 – 6 in relation to 20 Duck End. Front dormer windows to plots 5 and 6 are sited approximately 35m away from the rear of 20 Duck End and 25 – 28m from the boundary with its garden. This relationship is not unreasonable and will not significantly harm the amenities of the occupants of 20 Duck End. Two front dormer windows to plot 4 however may result in overlooking of the main private garden area of 20 Duck End through oblique views. The applicant has been advised of concerns relating to this relationship and revisions to this plot have been requested in order to reduce the overlooking impact. These windows have been sited however to avoid overlooking to 5 Lawrence Close and simply shifting them to the rear elevation will not be acceptable, as it would introduce overlooking.
43. Plots 5 and 6 have been designed so that overlooking of gardens to the north does not result. Suitable boundary treatments can be secured by way of a condition.

Character of the area

44. This part of Girton has a semi-rural feel, being close to the village edge, dwellings being sited back from the road with large green front gardens and due to the wooded area opposite. Development in depth has been established in this area through development off Duck End and Lawrence Close. I do not consider that backland development in this location will be out of keeping the general pattern of development in the area.
45. The pair of houses to the front of the site have been located to reflect the position of 50 Duck End and a chimney has been added to the northern elevation of plot 2 to provide visual interest when approaching from the north.

Trees and Ecology

46. Subject to the comments of the respective Officers conditions requiring appropriate landscaping are recommended if approved.

Over-development

47. The proposed density of 23dph is below the minimum standard of 30 dph. Given the relationship of the site with neighbouring residential properties and the character of the surrounding area this level of development is considered to be a significant design ground for not insisting on a higher density, in accordance with policy HG10 of the Local Plan. A development at 30dph would require two additional dwellings to be included in the scheme.

48. **Recommendation**

1. Delegated approval subject to:
 - a) Receipt of an amended site layout plan showing all neighbouring dwellings;
 - b) Receipt of a satisfactory Flood Risk Assessment;
 - c) Agreement of the Local Planning Authority to a revised junction arrangement to meet the requirements for refuse collections (or other suitable alternative);
 - d) Confirmation from Building Control that access by fire service vehicles can be achieved in the amended layout;
 - e) Provision of two visitor parking spaces within the development;
 - f) Overlooking of 20 Duck End being satisfactorily addressed;
 - g) No objections being received from the Trees and Landscape Officer or Ecologist; and
 - h) A Section 106 agreement securing a £17,000 financial contribution towards meeting the educational needs resulting from the development.
2. If the above points are not satisfactorily addressed to the satisfaction of the relevant consultees then the application will be recommended for refusal.

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

- South Cambridgeshire Local Plan 2004
- Cambridgeshire and Peterborough Structure Plan 2003
- Planning file refs: C/0616/64/O and S/0430/06/F

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SOUTH CAMBRIDGESHIRE DISTRICT COUNCIL

REPORT TO:	Development and Conservation Control Committee	7 th June 2006
AUTHOR/S:	Director of Development Services	

**S/0719/06/O - Girton
Extension to Provide Function Room Hotel Felix, White House Lane
for Cassel Hotels**

**Recommendation: Refusal
Date for Determination: 7th June 2006**

Departure Application**Site and Proposal**

1. The Hotel Felix is a hotel complex located within the Cambridge Green Belt which lies between the Girton village framework and the Cambridge City boundary. The site abuts the residential street The Brambles to the northwest and Thornton Close to the north. The site is accessible via White House Lane, which is located off the Huntingdon road.
2. The outline application dated 31st March 2006, is for a proposed function room, of 25m x 15m, which would be located on the northwestern corner of the hotel. This will create a courtyard affect between the northern wing of the hotel and the proposed function room. This room will serve a host of annual functions. Siting is included for consideration at this stage. Design, mean of access and landscaping are reserved for future consideration.

Planning History

3. Planning application **S/00817/00/F** - Planning permission for the conversion, part demolition and extensions to form 48-bedroom hotel, subject to 106 agreement

Planning Policy

4. **Policy GB2** of the South Cambridgeshire Local Plan adopted 2004, and Policy **P9/2a** of the Cambridgeshire and Peterborough Structure Plan 2003 seek to restrict inappropriate forms of development within the Green Belt.
5. **Policy RT1** of the South Cambridgeshire Local Plan adopted 2004 states that, in considering applications for the development of recreational and tourist facilities, the District Council will have regard to the need for such facilities and the benefits which might accrue. Therefore the District Council will resist any proposals which would:
 - a) Not be in close proximity to and not be well related with an established settlement and its built up area;
 - b) By reason of its scale, form, design and materials of the proposal, together with any associated development such as other buildings and structures would create an intrusive feature in the landscape or surrounding area;

- c) Generate significant motorised traffic movements;
 - d) Have inadequate provision for parking and manoeuvring of cars and service vehicles to the District Councils standards;
 - e) Not provide appropriate provision for screening and to minimise the visual intrusion into neighbouring development and the countryside.
6. **Policy TP1** of the South Cambridgeshire Local Plan adopted 2004 states that the Council will seek, through its decisions on planning applications, to promote more sustainable transport choices, to improve access to major trip generators by non-car modes, and to reduce the need to travel, especially by car. To give effect to these aims, planning permission will not be granted for developments likely to give rise to more than a small-scale increase in travel demands unless the site has (or will attain) a sufficient standard of accessibility to offer an appropriate choice of travel by public transport or other non-car travel modes.
7. **Policy P8/1** of the Cambridgeshire and Peterborough Structure Plan 2003 relates to Sustainable Development and the links between Land Use and Transport. This states that new development should provide for the need of pedestrians, cyclists and public transport users as well as an appropriate access from the highway network that does not compromise safety.
8. **Policy ES6** of the South Cambridgeshire Local Plan adopted 2004 states that the District Council will seek, by the means of appropriate planning conditions, to minimise the impact of noise and pollution on noise-sensitive development arising from any new industrial, commercial or recreational activities.

Consultations

9. **Girton Parish Council** – Approve subject to appropriate care being taken to screen neighbours in Thornton Close and the Brambles from sound.
10. **Chief Environmental Health Officer** – Objects to the proposal on the grounds that there is a history on site of noise in the form of amplified music and events, which have resulted in complaints from the local residents. The supporting documents do not provide much information on the degree of acoustic insulation, and the plans show doors that would open out to the nearby residential development. In the absence of sound insulation information and given the history of the complaints in respect of the site I object to the proposal and am not aware of any attempt by the applicant to consult with this Department or to obtain advice regarding sound insulation prior to submitting the application.
11. **Local Highways Authority** – No comments received any future comments received to be added at committee meeting on the 7th June 2006.
12. **Environment Agency** has no objections.

Representations

13. Owners of 6 The Brambles, Thornton Road, Girton objects to the proposal on the following grounds:
- a. There have been noise issues due to a number of events held at the hotel. The proposed function room would exacerbate the existing issue of noise from such events as well as the spillage of hotel guests onto the surrounding banks which

number 6 backs onto. This would compromise both the privacy of the owners as well as cause undue noise and disturbance.

- b. The undertaking made at the start of this development was that no more development would take place. It is only just over three years since the hotel opened and further development should not be allowed because of their poor business planning.
- c. To accommodate the function room the access and car parking would be moved substantially towards No 6, making privacy issue even more unacceptable.
- d. With the function room in continuous use and the access road nearer No 6, there will be a significant increase in the number of deliveries creating an unacceptable amount of noise and disturbance.

Planning Comments

- 14. The proposed function room would reduce the distance between the hotel complex and the local residential development at The Brambles to 45 metres. The plan shows openings within the rear of the structure, which would face the properties within The Brambles. There is a history of complaints on this site due to events held in marquis, which have caused noise and disturbance to the nearby residents. Although this proposal would appear to be an attempt to address this issue there has been no pre-application discussion with the Environmental Health Department on the measures that would need to be taken to address the situation. There is also insufficient information within the supporting documentation addressing of noise attenuation.
- 15. The previous permission under planning reference S/0817/00/F was approved with a S. 106 agreement, which stated that "For so long as the property (or any part of it) is in the Cambridge Green Belt there shall be no additional built form of development (by way of extension in any dimension or new build) thereon without the written consent of the Council. "The site is within the Cambridge Green Belt and due to the scale of the footprint of the proposed function room the development would be inappropriate within this Green Belt location. This part of the Green Belt has a clear division between the hotel complex and the residential development on the outskirts of Girton village. This open space is part of the openness and character of the Green Belt and would be compromised by any further development of this nature. There are no clear very special circumstances within the supporting statement to warrant making exception to Green Belt Policy. Need to compete within the competitive market is not considered very special circumstances.
- 16. The scale of the footprint of the proposed function room would result in the close proximity of the hotel complex to the residential properties on the edge of Girton such. This would result in an intrusive feature to the landscape and surrounding area which would impact upon not only the relationship between the built up area of the established settlement of Girton but also the openness and character of the Green Belt. Although there are no comments from the Local Highways Authority it would appear that a development of this nature would generate significant motorised traffic movements. Due to the sensitive nature of the close proximity to the nearby residential area the plans fail to show appropriate provision for screening to minimise the visual intrusion into the neighbouring development and the countryside.

Recommendation

Refusal for the reason set out below:

- 1. Due to the excessive scale of the footprint of the proposed function room, the development would result in a materially greater impact upon the openness and

character of the Green Belt. It would therefore be inappropriate development in the Green Belt and would be contrary to Policy GB2 of the South Cambridgeshire Local Development Plan adopted 2004 and Policy P9/2a of the approved County Structure Plan.

2. Due to the nature of the history on site of noise pollution, as well as the failure to clearly show provision for sound insulation, the proposal would be contrary to Policy ES6 of the South Cambridgeshire Local Plan adopted 2004, which aims to minimise the impact of noise from new commercial development.
3. Due to the close proximity of the hotel to residential development, of the proposal would reduce the space between the two. The scale of the footprint of the function room and other associated development, would result in an intrusive feature upon the nearby residential development. The proposal would also result in the generation of significant traffic movements and does not show the provision for adequate screening to minimise the visual intrusion into the neighbouring residential development. It would therefore be contrary to Policy RT1 of the South Cambridgeshire Local Plan adopted 2004, which seeks to minimise visual intrusion into neighbouring development.

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

- South Cambridgeshire Local Plan 2004
- Cambridgeshire and Peterborough Structure Plan 2003
- Planning files Ref. S/0817/00/F & S/0719/06/F

Contact Officer: Mike Jones – Planning Assistant
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SOUTH CAMBRIDGESHIRE DISTRICT COUNCIL

REPORT TO:	Development and Conservation Control Committee	7 th June 2006
AUTHOR/S:	Director of Development Services	

S/0740/06/F - Impington New Headquarters Building at Histon Football Club Ground for Cambridge Football Association

Recommendation: Approval
Date for Determination: 8th June 2006

Site and Proposal

1. Histon Football Club is a football stadium located within the Cambridge Green Belt just outside the Impington Village Framework. The football club is located adjacent to the A14 to the south of the site and the Impington recreational ground and pavilion to the north. As existing the site is screened to the southwest and south east by a series of high-level trees. The ground itself is surrounded by stands on the eastern side of the site and high level fencing which encompasses the ground.
2. This full planning application, received on 13th April 2006, proposes a new building adjacent to the existing Histon FC building which would serve as the new headquarters to Cambridge Football Association. This building would include the provision for a stand to the rear serving the football pitch which would be an alternative scheme to that approved in 2002. The building would serve as meeting and conference rooms for the Cambridge FA as well as office and recreational uses such as toilets, bar, kitchen and the provision for Histon FC to have its own offices.

Planning History

3. Planning Application **S/1050/02/F** – The erection of toilet block, covered areas and extension to stand which was approved 17th September 2002. This has yet to be built and the current application is an alternative scheme.

Planning Policy

4. **Policy GB2** of the South Cambridgeshire Local Plan (Local Plan) adopted 2004, and **Policy P9/2a** of the Cambridgeshire and Peterborough Structure Plan (Structure Plan) 2003 seek to restrict inappropriate forms of development within the Green Belt. Appropriate development can include 'buildings providing essential facilities for outdoor sports and recreation or other uses of land which preserve the openness of the Green Belt and do not conflict with Greenbelt purposes.' **Policy GB3** of the Local Plan states that where development is 'not inappropriate it will be located within or adjoining existing complexes or entail the re-development of redundant buildings to protect the rural nature and openness of the Green Belt'.
5. **GB5**
6. **Policy RT1** of the Local Plan states that, in considering applications for the development of recreational and tourist facilities, the District Council will have regard

to the need for such facilities and the benefits, which might accrue. Therefore the District Council will resist any proposals which would:

- a. Not be in close proximity to and not be well related with an established settlement and its built up area;
- b. By reason of its scale, form, design and materials of the proposal, together with any associated development such as other buildings and structures would create an intrusive feature in the landscape or surrounding area;
- c. Generate significant motorised traffic movements;
- d. Have inadequate provision for parking and manoeuvring of cars and service vehicles to the District Councils standards;
- e. Not provide appropriate provision for screening and to minimise the visual intrusion into neighbouring development and the countryside.

7. **Policy P4/1** of the Structure Plan states that new or improved recreation development should:

- a. Maintain or increase employment opportunities;
- b. Meet the needs of local communities as well as visitors;
- c. Be accessible by a choice of sustainable transport modes;
- d. Protect or improve the local environment, landscape and residential amenity;
- e. Strengthen and diversify the local economy, particularly in Peterborough and North Cambridgeshire.

8. **Policy TP1** of the Local Plan states that the Council will seek, through its decisions on planning applications, to promote more sustainable transport choices, to improve access to major trip generators by non-car modes, and to reduce the need to travel, especially by car. To give effect to these aims, planning permission will not be granted for developments likely to give rise to more than a small-scale increase in travel demands unless the site has (or will attain) a sufficient standard of accessibility to off an appropriate choice of travel by public transport or other non-car travel modes.

9. **Policy P8/1** of the Structure Plan relates to Sustainable Development and the links between Land Use and Transport. This states that new development should provide for the need of pedestrians, cyclists and public transport uses as well as an appropriate access from the highway network that does not compromise safety

Consultations

10. **Impington Parish Council** – No recommendation but makes the following comments:

- a. Committee felt that the application was not out of context with the site.
- b. The traffic generation figures appeared questionable based on the additional staff and space being provided, and the site access was unacceptable and dangerous for vehicles travelling from Cambridge.
- c. The committee wish to see improvements to access arrangements.

11. **Sport England** – No comments received.

12. **Ecology** – No objection, however the scheme should provide for biodiversity through the provision of nest boxes for “urban” type birds of swifts, starlings and sparrows. The visual and biodiversity benefits could be further enhanced through the use of green roofs and climbing plants upon bare walls. (This might help settle the

development into the Green Belt). Condition required for scheme of ecological enhancement (PPS9 requires provision for wildlife.)

13. **English Nature** – No comment.
14. **Highways** – Comments yet to be received. Members will be updated verbally.
15. **Sports Development Officer** – Comments yet to be received. Members will be updated verbally.
16. **Environment Agency** – The application site falls within Cell F10 (zone 1<1ha) in the Environment Agency's Flood Zone Matrix. However, in view of other environmental related issues, in this instance it will not be necessary for your Council to respond on behalf of the Agency. Informatives are recommended.

Representations

17. Histon Football Club Holdings Limited fully support this application. This is subject to the signing of a formal agreement, regarding lease, usage and other relevant matters between ourselves and the Cambridge Football Association.

Planning Comments – Key Issues

18. The proposed headquarters building is an alternative scheme to planning application S/1050/02/F. This was an application for the erection of toilet block, covered areas and extension to stand, which was approved 17th September 2002. This has yet to be built and the new application for the new HQ building for Cams Football Association would include the provision for a new stand. However this proposal would be substantially larger in scale than the previously approved permission. The site is located within the Cambridge Green Belt and therefore the strict guidelines within Policy GB2 of the South Cambridgeshire Local Plan adopted 2004 apply.
19. Policy GB2 states that permission will not be granted for inappropriate development in the Green Belt unless very special circumstances can be demonstrated. While the proposals will provide facilities for outdoor sports and recreation, it is unclear whether or not these are essential. The site is adjacent to the recreational ground and pavilion, which both suitably provide outdoor sports and recreational facilities. The proposed headquarters building does not require a rural location as it would be used for meeting rooms, offices etc. The facilities provided within the proposed HQ are not deemed 'limited', however compared to the floor space and use at the current office in Milton the proposed headquarters building is not being increased significantly.
20. The proposed building would be similar to that of the existing Histon Football Club headquarters although it would be larger in scale and project further into the car park. The current building can be viewed from Bridge Road as you drive into Impington from the A14, despite it being set down from the roadside. The view is minimal from this location and the site, in part, is well screened by a series of tall trees to the south. The site itself is tucked away and located in the corner inbetween the recreational ground and the A14. The proposed Cams FA headquarters would be clearly visible from the recreational ground and to a degree from Bridge Road. However part of the building would comprise of the stand which has already been approved and which would also be visible. The views which would be obstructed from the proposed development, would not compromise the openness and character of the Green Belt as they would only block the view of the existing car park, which is of no visual merit, and the area on which the extension to the existing stand would be

located. Therefore, it is argued that the development although not in accordance with Green Belt Policy, would not significantly impact upon the visual amenity of the Green Belt. Furthermore, in the light of no objections from the local community and that there are no other appropriate sites available to the applicants, the application is considered not to significantly harm the openness and character of the Conservation Green Belt in this area.

Recommendation

21. Approval, subject to no objections being received from the Local Highways Authority, and the following conditions:

- 1) Standard Condition A (Rc A).
- 2) No development shall commence until details of the materials to be used for the external walls and roof of the pavilion have been submitted to and approved in writing by the Local Planning Authority; the development shall be carried out in accordance with the approved details.
(RC5ai).
- 3) SC51 (Landscaping).
(RC51)
- 4) SC52 (Implementation of Landscaping scheme).
(RC52.)
- 5) Prior to any form of development taking place, a scheme of ecological enhancement shall be submitted for written approval by the Local Planning Authority. The approved scheme shall be fully implemented within an agreed timescale.
(Reason: Planning Policy Statement 9: Biodiversity and Geological Conservation, seeks the maintenance, enhancement or restoration of biodiversity. The barn and adjacent fruit trees offer opportunities for the inclusion of specialist nest boxes and/or bat boxes within the development site. Complies with Local Plan policy EN12 Nature conservation: unidentified sites.)

+ any conditions required by the Local Highways Authority.

Informatives

1. As requested by the Environment Agency.

Reasons for Approval

1. The development is considered generally to accord with the Development Plan and particularly the following policies:
 - **Cambridgeshire and Peterborough Structure Plan 2003:**
 - P1/3** (Sustainable Design in Built Development)
 - P9/2a** (Green Belt)
 - P4/1** (Tourism, Recreation and Leisure Strategy)

- **South Cambridgeshire Local Plan 2004:**
P8/1 (Sustainable Development and Links between Land Use and Transport)
GBS, GB3 (Green Belt)
GB5 (Recreational Role of the Green Belt)
RT1 (Recreation and Tourism Development)
TPI (Planning more Sustainable Travel)
- 2. The development is not considered to be significantly detrimental to the following material planning considerations which have been raised during the consultation exercise:
 - Green Belt
 - Traffic
 - Access
 - Biodiversity
 - Flooding

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

- South Cambridgeshire Local Plan 2004
- Cambridgeshire and Peterborough Structure Plan 2003
- Planning file refs. S/1050/02/F and S/0740/06/F

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SOUTH CAMBRIDGESHIRE DISTRICT COUNCIL

REPORT TO: Development and Conservation Control Committee
AUTHOR/S: Director of Development Services

7th June 2006

**S/0706/06/F – Bassingbourn-cum-Kneesworth
Erection of New Ward Building to Accommodate Two Secure Wards,
One Rehabilitation Unit, Reception and Visitors Centre with New Landscaping,
Fencing and 57 New Car Parking Spaces
for Partnership in Care Ltd**

**Recommendation: Approval
Determination Date: 10th July 2006 – (Major Application)**

Departure Application

Site and Proposal

1. The application site lies to the south and east of the main built up part of the village, adjacent to the village framework for Bassingbourn-cum-Kneesworth. It is accessed directly from the A1198 via an in-out access. The main building on site is Kneesworth Hall, a Grade II Listed Building, which is part of the privately run hospital that cares for patients with mental illness in low to medium secure wards. There are a number of buildings of various ages that form the hospital complex all situated within a parkland setting.
2. The full application, registered on 10th April 2006, proposes the erection of a single storey pitched roof building of approximately 6.2m in height with a floor area of approximately 2990m² to accommodate two 16 bed wards and one 8 bed rehabilitation unit. Patients from the existing Wortham House (20 beds) are to be accommodated in the new wards and this building would be converted to administrative purposes for the hospital. The two secure wards would have their own garden courtyards enclosed by 3m high fencing. The rehabilitation unit would have an additional entrance to allow patients access to external patio and garden and to 'the flats', an existing two storey building which is currently used as offices and is intended to contain additional occupational therapy facilities and activities in due course. All the wards would be accessed via the main entrance in the central link block containing a reception, a new family visitor centre, staff restrooms and facilities.
3. A new access road serving the ward buildings and the extended car park would be constructed across the site of the existing 1950s gymnasium building that is to be demolished. The existing car park to the north of Kneesworth House would be reconfigured and extended in a semi-circle increasing from 25 to 75 the numbers of car parking spaces. The existing entrance to the car park would be closed and access gained via the new driveway. On the south west side of the new road, five additional car parking spaces, including two for disabled plus an additional one close to the entrance of the ward building would be provided.
4. A Lime tree, which is protected by a Tree Preservation Order (TPO), is to be felled.
5. The application was submitted with a planning statement, design statement, flood risk assessment and landscape statement which can be viewed as part of the background papers and will be on display at the meeting
6. A public footpath runs along the north eastern site boundary.

Planning History

7. At the March meeting (**Ref S/2362/05/F** – Item14) Members considered an identical application in terms of the built proposal. It was resolved to give Officers delegated powers of approval/refusal subject to the receipt of further information that retained as many existing trees as possible and demonstrated the ability to adequately safeguard those trees shown to be retained.
8. As the necessary information could not be submitted within the period for determination that application was refused for the following reason:
9. 'The proposal fails to demonstrate how existing trees can adequately be safeguarded from the physical impact of the development. The inevitable loss of trees, shown to be retained, some of which are statutorily protected by Tree Preservation Orders, will damage the parkland setting of the adjacent Grade II Listed Building, Kneesworth House. As such the proposal is contrary to Policies EN4, EN5 and EN28 of the South Cambridgeshire Local Plan 2004.'
10. In the 1980's the use was changed from a school to the hospital within the same use class, C2 without the need for specific planning permission. Various planning permissions have been granted since including improved staff and office facilities and extensions to buildings to provide better patient facilities and accommodation.

Planning Policy

11. **Policy P1/2** of the Cambridgeshire and Peterborough Structure Plan 2003 (the Structure Plan) states that development in the countryside will be restricted unless the proposal can be demonstrated to be essential in a particular rural location.
12. **Policy P1/3** of the Structure Plan states that a high standard of design and sustainability will be required for all new development which minimises the need to travel and reduces car dependency. In addition development is expected to provide a sense of place which responds to the local character of the built environment and takes account of community requirements by including a mix of housing opportunities and designing for the needs of all sections of the community.
13. **Policy CS12** of the South Cambridgeshire Local Plan 2004 (the Local Plan) states that: "The change of use of existing buildings to nursing homes or convalescent homes will be permitted, subject to design, scale, layout, access and parking arrangements. New buildings for such uses will only be permitted within the built-up framework of villages".
14. The supporting text specifically refers to Kneesworth House recognising it as a privately run hospital.
15. **Policy EN1** of the Local Plan states that the District Council will ensure that the local character and distinctiveness of the Landscape Character Areas will be respected, retained and wherever possible enhanced. While recognising that landscape is a dynamic concept, planning permission will not be granted for development which would have an adverse effect on the character and local distinctiveness of these areas.
16. **Policy EN3** of the Local Plan states: "In those cases where new development is permitted in the countryside the Council will require that (a) the scale, design and layout of the scheme (b) the materials used within it, and (c) the landscaping works are all appropriate to the particular 'Landscape Character Area', and reinforce local distinctiveness wherever possible."

17. **Policy EN4** of the Local Plan states: “The District Council will not grant planning permission for development which would adversely affect or lead to the loss of important areas and features of the historic landscape whether or not they are statutorily designated.
18. The supporting text identifies areas of rare parkland as a historic landscape at 11 different locations and states: “There are other man-made landscapes of local value which contribute to the quality of the whole landscape and which, in some cases, form the setting of Listed Buildings. Any development proposal must ensure that there is no adverse impact on either the grounds themselves or the Listed Building whose setting they provide. (Examples include Kneesworth Hall).
19. **Policy EN5** of the Local Plan is concerned with the landscaping of new development.
20. **Policy EN28** of the Local Plan states (in part) that The District Council will resist and refuse applications which would dominate the Listed Building or its curtilage buildings in scale, form, massing or appearance; would damage the setting, well-being or attractiveness of a Listed Building; or would harm the visual relationship between the building and its formal or natural landscape surroundings.
21. **EM7** of the Local Plan states that development for the expansion of existing firms within village frameworks or on suitable brownfield sites next to or very close to the village frameworks will be permitted subject to the provisions of Policy EM3 [local user] and EM6 [no adverse impact on amenity, traffic, character etc and would contribute to a greater range of local employment opportunities]. A firm or business will be considered as ‘existing’ if a significant element of its operations has been based in the Cambridge Area for a minimum of two years prior to the date of any planning application for development.

Consultation

- Bassingbourn-cum-Kneesworth Parish Council**
22. Recommends approval. “There was no objection to this application but Councillors are concerned over the long term plan for development of the site.
- Chief Environmental Health Officer**
23. No objections but requests a condition restricting the hours of operation of power driven machinery during the construction process.
- Environment Agency**
24. Comments will be reported at the meeting
- Cambridgeshire Fire and Rescue Service**
25. Should permission be granted adequate provision should be made for fire hydrants by way of a Section 106 agreement or planning condition.
- Cambridgeshire County Archaeologist**
26. Important archaeological deposits may survive on the site which could be damaged or destroyed by the development. The site should therefore be subject to a programme of archaeological investigation which should be secured through a planning condition.
- Local Highways Authority**
27. Within the last five years there have been three injury accidents directly related to the hospital access(es). It is therefore essential that the junction with the A1198 comprise suitable geometry to facilitate as safe ingress/egress as possible.
28. The junction should comprise vehicle-to-vehicle visibility of 4.5m x 90.0m.

- 29. The survey drawings submitted in support of the application indicates the provision of such splays. It is noted that existing signboards are to be relocated.
- 30. A condition should be attached to any consent relating to the provision of such splays.

Conservation Manager

- 31. Comments on the current application will be reported verbally but in respect of the previous application no objections were raised to the principle of the development subject to acceptable landscaping and material details being secured by condition.
- 32. "The site is visible from the access drive and given its location between the house and road will have an impact on the setting of the house.
- 33. It is proposed to enhance the setting of the house by demolishing the old gym. This is a post war building of no historic or architectural merit, which by virtue of its proximity to the main frontage has a very significant impact on the setting of the building.
- 34. This will be replaced by a new access serving the new units – thus the main house still serves as the main reception area.
- 35. The majority of the trees to the north west of the house will be retained – these form an important buffer to the new development and will ensure the main setting of the house is thus retained.
- 36. The new units will be secure areas and all three wings will interlink. Two of the units are proposed to have external exercise yards – these need to have high fencing to enclose them and there cannot be trees in close proximity to avoid them facilitating escape.
- 37. The design of the units has to meet National Car Standards and NHS Estates Building Note 35 thus the size and form is restricted to some extent by the requirements of this.
- 38. Design – The pre-application discussions have resulted in the scale and form of the buildings being revised – rather than two storey the buildings are now single storey – a scale far more in keeping with the locality. Mounding is proposed to reduce the impact to the driveway.
- 39. Whilst the proposals represent a large development the scale of the scheme will still be subservient to the 'two storey with rooms in the roof' scale of the main house.
- 40. The design is modern and thus will contrast with the form of the main house.
- 41. The admin house is red brick with a slate roof with lighter brick details. It has large dormers and deep eaves. The chimneys form a major feature on the skyline.
- 42. The proposal is not considered to diminish the status of the house – the different architecture and height of the buildings will maintain the hierarchy with the main house at the top of the scale".
- 43. Further comments concern the importance of securing appropriate materials by condition notwithstanding the materials specified in the design statement.
- 44. The proposal will impact on a TPO tree and therefore the Trees and Landscape Officer should be consulted. Their views on the need to reinforce or replace any of the existing trees will be material to the preservation of the setting to the house.

Trees and Landscape Officer

45. The detail submitted in relation to tree retention and tree protection follows a site meeting. The detail and layout is acceptable. The submitted plan indicates areas of 'No Dig' construction and location of protective fencing, which should be secured by condition. A condition requiring the submission of a detailed landscaping scheme is also required.

Environment and Community Services, Cambridgeshire County Council

46. Supports the application from a strategic planning point of view. Although located in the countryside it can be seen to be essential in this particular location as it is integral to the existing hospital facilities, and is therefore in accordance with Structure Plan Policy P1/2.
47. However, it is suggested that some justification for the number of parking spaces should be sought, as 57 additional spaces may be considered excessive when considered against the Council's parking standard's. As an alternative, a lower number could be sought. Combined with a package to enhance travel by sustainable modes.

48. Anglian Water

Comments are awaited

49. Land Drainage Manager

Comments are awaited

Representations

50. None received at the time of writing the report. In respect of the earlier application a letter of objection was received from a planning consultant acting on behalf of "clients who are concerned to ensure that all such establishments are constructed and operated to recommended standards, in the interests of prospective patients, local residents and fair competition. It is anticipated that a similar later will be received in respect of the current application.
51. The consultation period expires on 8th June 2006.

Planning Comments – Key Issues

52. The key issues to consider are the need for the development, the impact on the parkland setting of Kneesworth House, a Grade II Listed Building, and the impact on the wider landscape and countryside. Members considered these matters at the March meeting and resolved that, provided the impact on existing trees could be satisfactorily addressed, consent could be granted. However as this a new application I have rehearsed the issues below.
53. The site lies beyond the village framework for Bassingbourn-cum-Kneesworth and in the countryside. The proposed new building is therefore contrary to Policy CS12 of the Local Plan in that it would lie outside of the built-up framework of the village.
54. During discussions prior to submission of the earlier application officers indicated that if a proposal could be put forward with sufficient justification i.e. there was a clear and well established need for the hospital to expand and the impact on both the setting of the adjacent Listed Building and the wider landscape and countryside could be minimised to acceptable levels that officers may be able to give general support. Early schemes showed a building that was in part two storey and too close to the NE footpath to allow for new planting.

The single storey approach was previously considered by both the Conservation Manager and the then Landscape Design Officer to have an acceptable impact subject

to appropriate materials and detailing and revisions to the landscape proposals. Any additional comments on the current application will be reported at the meeting

Need

55. The application includes a Planning Statement.

56. ***National context***

It is stated that the closure of many large NHS hospitals has created a shortfall in accommodation for those with mental illness, recognised by the Government in its White Paper "Modernising Mental Health Services". The National Service Framework for Mental Health published in 1999 identifies gaps in medium secure provision and states that patients are often placed inappropriately in higher levels of security than is necessary. It recognises that the independent sector has a role to play in providing additional bed spaces and specialist services. Kneesworth Hospital can provide a 'quality of life' opportunity for individuals to help achieve one of the Government aims in the National Service Framework to ensure that each person with severe mental illness receives the range of mental health services they need.

57. ***Kneesworth House***

The detailed justification is contained within paragraphs 3.1 to 3.7 of the planning statement which can be viewed as part of the background papers. However, the thrust of the argument is that the existing facilities are not up to appropriate standards which is adversely affecting patients and there is a need to bridge the gap in patient accommodation between the medium secure and rehabilitation units by providing new low secure accommodation.

58. It is noted that Cambridgeshire County Council gives strategic support to the application.

Impact on Landscape

59. The Landscape Design Officer commented on the previous application. The character of the landscape is one of large open fields interspersed with hedgerows and lines of trees. The building is single storey and will sit within existing vegetation. There is sufficient scope for new planting which will further help assimilate the building into its surroundings. Various changes to the landscape proposals were suggested by the Landscape Design Officer at the time of the previous application and can be dealt with by condition.

Impact on setting of Kneesworth Hall

60. I note the comments of the Conservation Manager. Of particular concern are the proposed materials. However, these can be considered by way of a condition requiring submission prior to any development commencing. The contrast in design and height coupled with the distance from Kneesworth Hall result in a development that will not adversely affect its setting. In addition the demolition of the modern gym building which is close to Kneesworth Hall and currently has a very significant impact on its setting will improve the setting and is to be welcomed.

Flood Risk

61. A Flood Risk Assessment was submitted prior to consideration of the earlier application and was accepted by the Environment Agency. The same document accompanies the current application.

Highway Safety

62. The Local Highways Authority has confirmed that, subject to the removal of a signboard and the cutting back and maintenance of some existing planting above a height of 600mm, adequate visibility can be achieved.

Car parking standards

63. The Local Plan standard is a maximum of 1 space per 4 staff plus 1 per 3 daily visitors. 52 new posts are to be created giving a required number of 13 spaces + visitor parking. Numbers here are not known though the application states that there is a general shortage of visitor parking on the site and there is a need to provide for this close to the entrance of the new building as it will contain a new visitor centre. Officers have found it difficult to park during visits to the site and parking on the estate roads has been seen. At pre-application stage the suggested number of new spaces was 81. This has been reduced to 54 in this application and I do not consider this to be excessive. However, given the comments of Cambridgeshire County Council, I have asked the applicant to provide additional information in respect of visitor numbers, although Members will note the suggestion of a Green Travel Plan in the next paragraph.

Green Travel Plan

64. The Planning Statement indicates that the proposal will provide employment locally and the hospital is encouraging existing staff to walk and cycle to work. I consider it important to ensure that where possible alternative methods of travel to and from the site, other than by car, are encouraged and secured. I therefore consider a condition requiring the submission of a Green Travel Plan to be justified.

Fencing detail

65. In respect of the proposed fencing to secure compounds the application includes a photograph of the type and design of fencing used on other such sites. This fencing is a dark green metallic 3m high mesh with an inward facing crank. The precise details can be required by condition. I note that the extent of the fencing is kept to a minimum as it is only used to enclose two relatively small areas and will not in my view have any detrimental visual impact particularly if softened with appropriate planting.

Design

66. The design approach is to produce a relatively low lying modern building with low pitched roofs that is in contrast to the 3 storey historic character of Kneesworth Hall. The form of the building has largely been dictated by its functional requirements. I do not find the design to be inappropriate and I note the previous comments of the Conservation Manager in relation to the impact of the proposal on the setting of Kneesworth Hall.

Amenity

67. The nearest residential property to the location of the proposed new building is Hill View, 12-14 Chestnut Lane situated to the north west at a distance of approximately 230m. I consider this to be at a sufficient distance so as not to be materially affected.
68. No. 53 Old North Road has its garden to the north of the main access to the hospital and may experience an increase in disturbance from additional vehicle movements. However the garden is large and the dwelling is some 50m from the access. In my view the amenity of its occupiers will not be adversely affected.

Loss of Trees

69. It is regrettable that a Lime which forms part of a group of trees protected by a Tree Preservation Order is to be felled. However there are 31 TPO trees in the vicinity, the Lime is one of the smaller trees and there is scope for a replacement to be planted close by as part of a landscape scheme. I do not consider that the loss of this tree is so detrimental as to justify refusal of the scheme.
70. Additional information has been submitted with the current application in respect of tree protection and areas of 'no-dig' construction and the Trees and Landscape Officer is of the view that the detail and layout is now acceptable. Conditions should be attached to any consent in respect of tree protection and the submission of a landscaping scheme.

Sustainability

71. The hospital site lies outside of the village but adjacent to it. Bassingbourn-cum-Kneesworth has a good range of local services and the hospital site is accessible by a range of transport options including public transport. I do not therefore consider this proposal to represent an unsustainable form of development.
72. I am of the view that the current application has satisfactorily addressed the reason for refusal of the previous application and therefore I can recommend that consent be granted.
73. The proposal is considered to be essential in this particular location, thereby complying with Policy P1/2 of the Structure Plan 2003. I do not consider there is a need to refer the application to the Secretary of State as a Departure, since it would not significantly prejudice the implementation of the Development Plan Policies by reason of its size, impact on the area and nature and type of development in this particular location.

Recommendation

73. That, subject to the receipt of outstanding consultations, delegated powers be granted to approve the application subject to safeguarding conditions to ensure implementation within 3 years, submission of details of all materials, submission and implementation of a landscape scheme, boundary treatment, the submission and timescale implementation of a Green Travel Plan, submission of details of compound fencing, highway visibility improvement and maintenance measures, measures to ensure tree protection through the course of development, hand digging in the vicinity of existing trees and to ensure compliance with the method statement for the construction of all new hard surfaced areas, foundation construction details to ensure tree protections, no external lighting without planning approval, scheme for the investigation of archaeological remains and the provision of fire hydrants. In addition any conditions necessary as a result any comments from the Environment Agency or Anglian Water.

Reasons for Approval

1. Although the development is not in accordance with South Cambridgeshire Local Plan 2004 Policy CS12, it is considered to be acceptable as a departure from the development plan for the following reasons: the proposal is required to provide a better standard of care to patients and to meet nationally recognized shortfall in this type of accommodation. The proposal is not felt to adversely affect the visual quality of the wider landscape or harm the setting of the adjacent Grade II Listed Building.
2. The development is considered to generally accord with the Development Plan in all other respects and particularly the following policies:
 - **Cambridgeshire and Peterborough Structure Plan 2003
P1/2, P1/3**
 - **South Cambridgeshire Local Plan 2004
EN1, EN3, EN4, EN5, EN28, EM7**

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

- South Cambridgeshire Local Plan 2004
- Cambridgeshire and Peterborough Structure Plan 2003
- Planning File reference S/0706/06/F & S/2362/05/F

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SOUTH CAMBRIDGESHIRE DISTRICT COUNCIL

REPORT TO:	Development and Conservation Control Committee	7 th June 2006
AUTHOR/S:	Director of Development Services	

S/1569/02/F – Bourn
Wind turbine at Rockery Farm for Mrs Ward

Recommendation: Refusal
Date of determination: 27th September 2002

Update

1. This application was to be considered at the 2nd February 2005 meeting of this Committee but was deferred at the request of Mr Ward in order for him to respond to the points raised in the Committee report. A copy of the report to the 2nd February 2005 meeting is attached as an Appendix.
2. Subsequent to the meeting, an 'Assessment of Impact on Flying Operations at Bourn Airfield' prepared by Spaven Consulting on behalf of the applicant has been submitted. It concludes by stating that:
3. "There is no evidence from airfields which currently have wind turbines close to their approach paths or within their circuit area that these cause any problems for pilots using the airfields.
4. The move of the microlight flying school from Great Orton due to the presence of wind turbines does not transfer across to the Rockery Farm/Bourn situation because:
 - (a) The turbines causing the problem were 68.5m in height, 52% taller than the turbine proposed at Rockery Farm.
 - (b) There are six turbines at Great Orton compared to only one proposed at Rockery Farm.
 - (c) The original 47m turbines at Great Orton caused no problems even though there were 10 turbines and the closest was located 260 metres from the runway edge - 90 metres less than the distance between the proposed Rockery Farm turbine and the final approach track for runway 36 at Bourn.
5. Data from CHIRP, the CAA and the AAIB demonstrate that a variety of sources of pilot distraction exist, including vehicles, other aircraft etc. These include two accidents at Bourn in which distraction was a causal factor, one due to a parked car close to the runway and the other due to concern about the proximity of another aircraft. However there is no specific evidence from safety reports of wind turbines causing distraction of pilots anywhere in the UK.
6. Flying operations at Bourn aerodrome are already subject to pilot distraction due to vehicle activities including motorcycle training in the area of disused aerodrome immediately north of the active aerodrome. This is acknowledged in the entry for Bourn in the UK Aeronautical Information Publication (AIP) which states under 'Warnings'. The aerodrome is located on part of a disused aerodrome on which other air and vehicular activities take place outside the licensed area.

7. Vehicles and trains are a common source of distraction to pilots at numerous airfields across the UK where roads and railways cross under the final approach. Examples of training airfields where this occurs are Cambridge, Oxford, Kemble, Shoreham, Wycombe, Redhill, Southampton, Gloucester, Filton, Bristol, Barton, East Midlands, Humberside, Newcastle, Edinburgh and Fife. At many of these airfields a specific warning is included in the AIP about obstacle clearance over high vehicles. Because the appearance of vehicles is sporadic and unpredictable, they move at variable speeds, and they come in a variety of sizes, shapes and colours, they are likely to be a more significant source of distraction to pilots on final approach than a single wind turbine in a permanently location 350 metres off the final approach path. The fact that training and other flying operations have been conducted safely at Bourn (with the exception of the Gardan Horizon accident in 2001) with extensive vehicle activities under the final approach indicates that pilots of all abilities are capable of dealing with such distractions. There is no reason to expect that a single wind turbine would present any additional difficulty”.

Consultations Update

Further Comments on Application

8. **Bourn Parish Council** “withdraws its previous comments on this application and now recommends refusal as it is in the wrong place.”
9. **Caxton Parish Council** makes no recommendation.
10. **Rural Flying Corps** has confirmed that it would be prepared to substantiate its objections at appeal if necessary. In addition to comments previously made it states that there must be a finite, if extremely low risk, of ice forming on stationary blades and then being thrown off at high speeds when the blades start rotating and contacting an aircraft which would have catastrophic results. It also confirms that runways 01 and 19 are now runways 36 and 18 respectively.

Comments on the ‘Assessment of Impact on Flying Operations at Bourn Airfield’

11. The **Owner and Licence Holder of Bourn Airfield** states that: the airfields referred to in the Assessment are not comparable either because the turbines are substantially further away from the runways than proposed in this application or are not licensed; and the many pilots and similarly qualified flying instructors who fly from Bourn strongly disagree with the conclusion of the report and consider that a turbine in this location would be a serious hazard.
12. **Rural Flying Corps** states that: “an aircraft on landing approach for runway 36 when abeam the turbine will be at a height of about 35 metres whereas the turbine tips would be at a height of 45 metres, 10 metres above the aircraft and clearly visible in the peripheral vision of the pilot; the airfields referred to in the Assessment are not comparable either because the turbines are substantially further away from the runways than proposed in this application or are not licensed; it is not surprising that there is no specific evidence from safety reports of turbines distracting pilots anywhere in the UK as no turbine has yet been put in such close proximity to the final approach at a licensed airfield as proposed as part of this application; and a large conspicuous and unusual moving object is an entirely different matter to vehicles etc on or adjacent to licensed areas which pilots would be used to seeing. It concludes by stating that it believes that the turbine would cause a significant distraction to pilots during safety critical phases of flight, particularly the landing approach to runway 36 and the take-offs and go-arounds from runway 18. It does however state that, were the turbine to be sited 200-300 metres further to the west, it is unlikely to have any objection.”

Representations Update

13. Letters of support have been received from 4 Greenpeace volunteers.

Planning Comments – Key Issues

14. The key issues in relation to this application are: the visual and landscape impact of the proposal; the impact on residential amenity; the affect on the approach to Runway 36 at Bourn airfield/flight safety; and the affect on Cambridge Airport's radar.
15. For the reasons stated in my report to the 2nd February 2005 meeting, I consider the visual and landscape impact, the impact on residential amenity, the affect on Cambridge Airport's radar, the affect on horses and the impact on birds/wildlife of the proposal to be acceptable.
16. However, although just outside the Inner Horizontal Surface (an imaginary surface situated above Bourn Airfield which extends to a radius of 2000 metres from the centre of the runway), the proposed turbine is close to the approach path for runway 36 at the Airfield, which is used for pilot training. The license holder and Flying Corps at the Airfield are concerned that the large moving blades would cause a significant distraction to pilots during safety critical phases of flight, particularly the landing approach to runway 36 and the take-offs and go-arounds from runway 18, and would thereby present a danger to flight safety. It appears to me that the blades could cause such a distraction and it is therefore my view that, for this reason, the application should not be supported.

17. Recommendation

1. Refusal (as amended by additional information received 3.10.02 and Assessment of Impact on Flying Operations at Bourn Airfield date stamped 7.3.06)
2. The proposed turbine is close to the approach path for runway 36 at Bourn Airfield, which is used for pilot training. The large moving blades would cause a significant distraction to pilots during safety critical phases of flight, particularly the landing approach to runway 36 and the take-offs and go-arounds from runway 18, and would thereby present a danger to flight safety. The proposal is therefore contrary to Planning Policy Statement 22: Renewable Energy which requires Local Planning Authorities to satisfy themselves that proposals for wind turbines have addressed potential impacts in relation to aviation.

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

- Cambridgeshire and Peterborough Structure Plan 2003
- South Cambridgeshire Local Plan 2004
- Planning Policy Statement 22 'Renewable Energy' 2004 and its Companion Guide, 'Planning for Renewable Energy' 2004.
- Planning file ref. S/1569/02/F

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SOUTH CAMBRIDGESHIRE DISTRICT COUNCIL

REPORT TO:	Development and Conservation Control Committee	2 nd February 2005
AUTHOR/S:	Director of Development Services	

S/1569/02/F - Bourn
Wind turbine at Rockery Farm for Mrs Ward

Recommendation: Approval
Date of Determination: 27th September 2002

Site and Proposal

1. The site is within a paddock to the east of the house and yard at Rockery Farm. Land within Rockery Farm falls gently from west to east. Surrounding land is undulating. There is a bridleway, The Drift, approximately 200m to the south which runs southwest to northeast. The nearest dwellings to the site are Rockery Farm (approx. 150m) and Drift End Stables, The Drift (approx. 200m). Bourn airfield is situated approximately 500m to the northeast. The approach to runway 1 is close to the site.
2. This full application, received on the 2nd August 2002, proposes the erection of a three blade wind turbine. The tubular tower would be 31.5m high to the hub, 2.4m diameter at the bottom and 1.4m diameter at the top. The blades would have a diameter of 27m and would rotate to orientate upwind. The highest point of the blades as they rotate would be 45m high. The turbine would be painted with a non-reflective matt paint. The installation would be used to provide electricity for the business at Rockery Farm with the surplus being exported to the national grid. The cables to and from the tower would run underground.

Planning History

3. No relevant history.

Planning Policy

4. The site is within the countryside and the Bedfordshire and Cambridgeshire Claylands Landscape Character Area as defined in the Local Plan 2004. Structure Plan 2003 **Policy P1/2** states that development in the countryside will be restricted unless the proposals can be demonstrated to be essential in a particular rural location. Local Plan 2004 **Policy EN1** states that planning permission will not be granted for development which would have an adverse effect on the character and local distinctiveness of the Landscape Character Areas.
5. Local Plan 2004 **Policy EN44** states that the District Council will support and encourage proposals for the use of renewable energy resources subject to other policies in the plan.
6. Structure Plan 2003 **Policy P7/7** states that proposals for generating energy from renewable energy sources such as wind will be favourably considered. It also states that Local Planning Authorities will consider areas of search for generating energy from wind in locations that: attain adequate wind speeds; do not cause unacceptable

impact on residential amenity or to the local environment; and can be efficiently connected to new or existing energy demands.

7. National Guidance in relation to renewable energy, including wind energy, is set out in **PPS22 'Renewable Energy' 2004** and its Companion Guide, **'Planning for Renewable Energy' 2004**.

Consultation

Parish Councils

8. **Bourn Parish Council** "generally recommends approval, but with qualifications:
 - Every effort should be made to avoid undue impact on neighbours by sound or visual effect. Ultimately, perhaps some landscaping with trees would help?
 - In construction can heavy vehicles use the A428 approach?
 - It is understood that the Flying Club on Bourn Airfield has objected. When asked, its spokesman Mr Trevor Gilpin said advice had been obtained from the Civil Aviation Authority. It said, while the wind turbine would not infringe their surfaces, it would by its size and proximity to Runway 01 have a visual distraction. The RFC/CAA have submitted objections to the Planning Department, Bourn is told."
9. **Caxton Parish Council** recommends approval.
10. **Caldecote Parish Council** recommends refusal but does not give any reasons for its recommendation.
11. **Cambourne Parish Council** makes no recommendation.

District Council Departments

12. The **Chief Environmental Health Officer** requested additional information in relation to sound power level, shadow flicker and flashing, and potential for TV interference which was duly forwarded by the applicant. He also contacted local authorities in Cumbria and Norfolk where there are similar installations who confirmed that they are not aware of any complaints, noise or TV interference or any other disturbance from such apparatus. He therefore raises no objections.
13. The **Council's Strategic Development Officer** states that the proposal complements the Council's Corporate commitment towards sustainability and this is precisely the type of proposal that needs to be encouraged. However, he states that the current application fails to indicate whether an assessment of the prevailing wind speed and direction of the proposed site has been carried out and, moreover, the type of turbine currently proposed is driven via a gearbox whereas he understands direct drive turbines are both quieter and more efficient in terms of energy generated. In response, the agent has confirmed that a second-hand turbine is proposed which is why a gearbox driven turbine is proposed.

Affect on Bourn Airfield

14. The **Civil Aviation Authority Safety Regulation Group** states that Bourn airfield is not statutorily safeguarded but, provided the height of the turbine, including blades, does not exceed 108.09m AOD, and would therefore be outside the safeguarded surface (the Approach Surface for runway 01) it does not object to the application. It

states that the purpose of the Approach Surface is to safeguard one of the more critical stages of flight.

15. The **Owner and Licence Holder of Bourn Airfield** and its agent objects on the grounds that a 45m high turbine in this location would cause a distraction to pilots, and trainee pilots in particular, during a safety critical phase of flight and would thereby present a danger to aircraft. It also states that: the airfield is licensed by the CAA and handles around 20,000 aircraft movements per year, many of these are for pilot training; at the moment about 90% of the flying from Bourn takes place from runway 01-19 (the north/south runway). If the turbine was to be built, runway 06-24 would have to be used for the majority of flying as this runway would be safer. This would result in substantially more overflying of Cambourne which is something that can currently be avoided. Should the application be approved, lighting should be fitted to the turbine for aircraft safety. Both day and night flying take place from Bourn (pilot training only takes place during daylight) and lighting would also help during times of poor visibility.
16. The **Rural Flying Corps at Bourn Aerodrome** states that even if the turbine does not project through the Inner Horizontal Surface, the large moving blades are so close to the approach path for runway 01 that it would cause a significant distraction to pilots during a safety critical phase of flight (i.e. the landing approach to Runway 01 and take-offs or go-arounds from Runway 19) and strongly objects on this basis.

Affect on Radar

17. **Defence Estates** states that it has no concerns in relation to the construction of 1 wind turbine but states that, should the development go ahead, it would like to receive the following data: date of commencement; date of completion; the height above ground level of the tallest structure; the maximum extension height of any construction equipment; the position of the mast in latitude and longitude; and clarification as to whether the site will be lit.
18. **Cambridge City Airport** raises no objections to the proposal.
19. **National Air Traffic Services (En Route) Limited**, which comments from the point of view of navigational equipment and air traffic control for large airports, has withdrawn its original objection and states that the development would be acceptable.
20. **Civil Aviation Authority's Directorate of Airspace Policy**, which comments on the affect of wind turbines on aeronautical navigation and communication systems, has no observation other than that the developer should consult the Rural Flying Corps, the licensee of the licensed aerodrome at Bourn.

Affect on Public Bridleway No.15 (Bourn) - The Drift

21. The **County Council Countryside Services Team** has no objections but requests that conditions relating to the obstruction, use and affect on users of The Drift, Public Bridleway 15 (Bourn), are attached to any approval.
22. The **British Horse Society** states that its Policy is that a safety margin of 200 metres should be provided between any wind turbine and public rights of way and other highways used by equestrians, and objects to the proposal on the grounds that this distance is not met between the turbine and The Drift. It also states that, if permission is granted, a condition should be attached to the effect that The Drift should not be used at any time by construction vehicles.

23. The **Ramblers' Association** states that it might be concerned if horses were likely to be disturbed by the sight or sound of the turbine - agitated horses and ramblers do not mix happily. It therefore gives limited support to any concerns raised by the British Horse Society.

Representations

24. The occupiers of 40 Broadway object on the grounds of visual intrusion, mechanical noise from the turbine, aerodynamic noise from the blades, precedent, and safety issues due to its close proximity to Bourn Airfield. They also query the need for, and productivity of, the development.
25. The occupiers of 48 Broadway in 2002 felt sustainable energy sources such as wind power should be encouraged and therefore supported this application.
26. The occupiers of Drift End Stables, The Drift, expressed concern in 2002 over the close proximity of the turbine to the flying school and feel that any structure of this height must surely be hazardous to 'learner pilots'.
27. An employee at Drift Farm, The Drift, objected in 2002 on the following grounds: the continual disturbance caused by the noisy rotation of the propeller; it would completely change the character of the area which is and should remain predominantly rural; it would be an eyesore; and it would be a danger to birds.

Planning Comments - Key Issues

28. The key issues in relation to this application are: the visual and landscape impact of the proposal; the impact on residential amenity; the affect on the approach to Runway 01 at Bourn airfield/flight safety; and the affect on Cambridge Airport's radar.

Visual and landscape impact

29. At 31.5m high to the hub and with the highest point of the blades as they rotate being 45m high, the wind turbine will be clearly visible in the landscape. Although the previous 'Area of Best Landscape' designation is replaced in the Adopted Plan by Landscape Character Areas, it is perhaps worthy of note that the site is outside the Area of Best Landscape as defined in previous versions of the Local Plan. Many consider that wind turbines can be an interesting feature in the landscape and it is my view that the proposal for a single wind turbine of the height proposed would not seriously detract from the visual amenities of the landscape.

Impact on residential amenity

30. Given the comments of the Council's Environmental Health Officer, I do not consider that the proposal is likely to serious affect the amenity of nearby residents in terms of noise, shadow flicker or TV interference. 'Shadow flicker' occurs when the sun passes behind the rotor blades of a turbine and, as the blades rotate, the shadow flicks on and off.

Flight safety

31. Although just outside the Inner Horizontal Surface (an imaginary surface situated above Bourn Airfield which extends to a radius of 2000 metres from the centre of the runway), the proposed turbine is close to the approach path for runway 01 at the

Airfield, which is used for pilot training. The license holder and flying corps at the Airfield are concerned that the large moving blades would cause a significant distraction to pilots during a safety critical phase of flight and would thereby present a danger to flight safety. It appears to me that the blades could cause such a distraction and it is therefore my view that, for this reason, the application should not be supported.

Affect on Cambridge radar

32. The main reason for the long delay in putting the application before Members was the case officer's and agent's ongoing unsuccessful attempts to get the various bodies originally concerned about the affect of the proposal on Cambridge Radar to clarify their original objections. As a result of further discussions, all of these bodies have now confirmed that they do not object to the proposal.

Other Matters

33. The British Horse Society states that its Policy is that a safety margin of 200 metres should be provided between any wind turbine and public rights of way and other highways used by equestrians and objects to the proposal on the grounds that this distance is not met between the turbine and The Drift. However, the base of the turbine would be 200 metres from the Public Right of Way and I do not consider that the proximity of the wind turbine to the bridleway is reason for refusal. Paragraph 55 of 'Planning for Renewable Energy' states that the suggested 200 metres exclusion zone could be deemed desirable, but is not a statutory requirement.
34. Given the relative limited sweep of the blades, I do not consider that a refusal could reasonably be substantiated in terms of its affect on birds/wildlife.

Recommendation

35. Refusal (as amended by additional information received 3.10.02).

The proposed turbine is close to the approach path for runway 01 at Bourn Airfield, which is used for pilot training. The large moving blades would cause a significant distraction to pilots during a safety critical phase of flight and would thereby present a danger to flight safety. The proposal is therefore contrary to Planning Policy Statement 22: Renewable Energy which requires Local Planning Authorities to satisfy themselves that proposals for wind turbines have addressed potential impacts in relation to aviation.

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

- Cambridgeshire and Peterborough Structure Plan 2003
- South Cambridgeshire Local Plan 2004
- Planning Policy Statement 22 'Renewable Energy' 2004 and its Companion Guide, 'Planning for Renewable Energy' 2004.
- Planning file ref. S/1569/02/F

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SOUTH CAMBRIDGESHIRE DISTRICT COUNCIL

REPORT TO:	Development and Conservation Control Committee	7 th June 2006
AUTHOR/S:	Director of Development Services	

S/0667/06/F – Caldecote
Variation of Condition 1 of Planning Consent S/1620/03/O to Extend Period for the
Submission of Reserved Matters on Land Adjacent 26 East Drive, Highfields
for G. P. Eatwell

Recommendation: Delegated Approval
Date for Determination: 31st May 2006

Site and Proposal

1. The application site is a 0.056 hectare (0.14 acre) plot of land which lies on the south-east side of a narrow public bridleway (East Drive) and between two bungalows. The site forms part of the garden area of No. 26 East Drive, the bungalow situated to the north-east of the plot, and contains a brick garage and stable block.
2. A high Leylandii hedge and gated field access form the front boundary of the site, whilst beyond the site to the rear is open countryside. The site is adjacent to, but within the village framework boundary of Highfields Caldecote.
3. The application, submitted on 5th April 2006, seeks to vary condition 1 of Outline Planning Consent (S/1620/03/O) for a dwelling, to extend the period for the submission of a reserved matters application. The illustrative layout drawing is identical to that supplied for the previous application and indicates that the dwelling will be sited approximately 17 metres back from the frontage of the plot with 4 parking spaces provided at the front. The existing gate would be utilised as the point of access to the site.

Planning History

4. Outline planning permission for the Erection of a Dwelling following Demolition of Existing Garage and Stables (Renewal of Time Limited Permission **S/1337/00/O**) was given on the 5th November 2003, after consideration by Members at the 5th November 2003 Planning Committee Meeting.
5. Condition 1 of the consent required an application for approval of the reserved matters (in this case, siting of the building, design and appearance of the building, the means of access thereto and landscaping of the site) within three years of the date of consent. The permission lapses on 5th November 2008. Condition 4 of the consent stated the dwelling shall be single storey or a chalet bungalow only.
6. Outline planning consent for the erection of a dwelling following demolition of existing garage and stables was given on 7th September 2000 (Ref **S/1337/00/O**), also following consideration of this item at Planning Committee.
7. An outline application (Ref: **S/0160/99/O**) for the dwelling on the site was also approved at the Committee Meeting of 7th July 1999, subject to conditions restricting the property to single storey/chalet style only and requiring details of the construction of the parking area in order to safeguard the health of a Walnut tree on the site at the time. The scheme also

involved the creation of an access to serve both the new plot and the existing property at 26 East Drive and a further condition requiring the existing access to No 26 to be closed upon the completion of the new one.

8. Outline applications for a new dwelling on the plot were refused in 1980 and 1963 (Ref: **S/0542/80/O** and **C/0663/63/O**).
9. Outside the site area, but also of relevance, it is noted that planning permission for an extension and double garage on the adjacent site, No. 26 was approved in 2004, with an amended design approved in September 2005 (Planning Refs: **S/0161/04/F** and **S/1420/05/F**).
10. Opposite the site on the other side of East Drive, permission for reserved matters for 118 dwellings with associated works was approved in September 2002. A large proportion of these dwellings has now been constructed.
11. It is noted that since the last renewal of planning permission on this site, planning permission for two dwellings between No. 2 and 8 East Drive was approved in January 2005, following consideration at Planning Committee (Planning Refs: **S/1797/04/F** and **S/1798/04/F**). A full planning application for a new dwelling on land adjacent 12 East Drive has recently been received, and was undetermined at the date of writing this agenda report (Ref: **S/0560/06/F**).

Planning Policy

12. **Policy P1/3** of the County Structure Plan requires a high standard of design and sustainability for all new development and which provides a sense of place which responds to the local character of the built environment.
13. **Policy 5/3** of the County Structure Plan states that Local Planning Authorities should seek to maximise the use of land by applying the highest density possible which is compatible with maintaining local character.
14. **Policy 5/5** of the County Structure Plan states that small scale housing developments will be permitted in villages only where appropriate, taking into account the need for affordable rural housing, the character of the village and its setting, and the level of jobs, services, infrastructure and passenger transport provision in the immediate area.
15. **Policy 6/1** of the Structure Plan specifies that development will only be permitted where the additional infrastructure and community requirements generated by the proposal can be secured. Policy 6/3 adds that “if development is permitted in areas where flood protection is required, flood defence measures and design features must give sufficient protection to ensure that an unacceptable risk is not incurred, both locally and elsewhere.” With Policy 6/4 stating that all new development will be expected to avoid exacerbating flood risk locally and elsewhere. These policies are supported by Policies CS3, CS4 and CS5 of the adopted South Cambridgeshire Local Plan 2004 (“The Local Plan 2004”).
16. **Policy SE1** of the Local Plan 2004 states “existing planning permissions will be renewed providing that development would not conflict with other policies and proposals of the development plan”.

17. **Policy SE4** of the Local Plan 2004 identifies the village of Highfields Caldecote as a Group Village. This policy permits residential development and redevelopment within this village providing:
 - (a) The retention of the site in its present form is not essential to the character of the village;
 - (b) The development would be sensitive to the character of the village, local features of landscape or ecological importance, and the amenities of neighbours;
 - (c) The village has the necessary infrastructure capacity; and
 - (d) Residential development would not conflict with another policy of the Plan, particularly employment **Policy EM8**.
18. **Policy SE9** of the Local Plan 2004 states that development on the edges of villages should be sympathetically designed and landscaped to minimise the impact of development on the countryside.
19. **Policy HG10** of the Local Plan 2004 states that the design and layout of residential schemes should be informed by the wider character and context of the local townscape and landscape. Schemes should also achieve high quality design and distinctiveness, avoiding inflexible standards and promoting energy efficiency.
20. **Policy EN5** of the Local Plan specifies that trees, hedges and woodland and other natural features should be retained wherever possible in proposals for new development. Landscaping schemes will be required to accompany applications for development where it is appropriate to the character of the development, its landscape setting and the biodiversity of the locality.

Consultations

21. **Caldecote Parish Council** objects to the application stating:

“This is not the first request to renew this application and the Council ask if a further renewal is in the best interests of planning procedure. It is necessary to ensure that consideration of any future application for development in the area will not be prejudiced by permissions for development which have not been acted on.”
22. **The Chief Environmental Health Officer’s** response to be verbally reported at Committee. It is noted that this officer raised no objection to the earlier application.
23. **Environment Agency** – No objection but notes site is within flood zone 1 (low flood risk). Adds that soakaways are unlikely to function satisfactorily. Surface water harvesting systems have been used in this area as an alternative.

It is noted that the Environment Agency requested that a condition of consent be imposed on the earlier application in 2003, regarding the submission of details for provision and implementation of surface water drainage, prior to the commencement of development.
24. **Trees and Landscape Officer** – Response to be verbally reported at Committee. It is noted that this officer raised no objection to the earlier application, adding that the Walnut Tree previously identified on the site has been felled and was not subject to a tree preservation order. “The proposal would require the removal of the Beech “hedge” that is now of considerable proportion. It would however be difficult to justify

a tree preservation order on the Beech hedge/trees. I note that their removal appeared to be acknowledged in previous applications.”

- 25. **Cambridgeshire County Council Definitive Map Officer** – Response to be verbally reported at Committee.
- 26. **Ramblers** – Response to be verbally reported at Committee
- 27. **Local Access Forum** – Response to be verbally reported at Committee

Representation

- 28. None received

Planning Comments – Key Issues

- 29. The principle of erecting a dwelling on this plot has been previously established. The proposal would not result in a form of development alien to that along East Drive, particularly given that new dwellings have now been erected opposite the site. It is noted that the application does not differ in anyway from the previous application.
- 30. No details are given at this stage regarding the siting of the dwelling or its design and appearance. However, I am satisfied that a single-storey or chalet dwelling could be erected on this site, in such a manner, as to avoid serious harm to the residential amenities of adjacent properties.
- 31. The loss of the Beech hedge/trees as a result of the proposal was previously accepted in the approval of the previous outline planning permissions on the site in 2000 and 2003. The Trees and Landscape Officer did not identify the hedge as suitable for a tree preservation order in 2003 or 2000. The loss of these trees, therefore does not represent grounds for refusing the planning application.
- 32. The proposal involves utilising an existing point of access, which could be sited at sufficient distance and from those serving adjoining properties to avoid having any impact upon highway safety. The additional traffic generated from just one dwelling would not be significant enough to represent a traffic hazard on East Drive.
- 33. I would however suggest that any gates be set back at least 5 metres from the frontage of the plot to avoid cars obstructing the road when closing/opening gates. This is recommended as a condition of consent.
- 34. It is noted that East Drive is a public bridleway and that separate legislation may prevent some vehicles from lawfully driving along this bridleway to access the dwelling. Nevertheless, this situation does not prevent the granting of planning permission.
- 35. Drainage issues can be satisfactorily addressed through a condition requiring the approval of scheme for the provision and implementation of surface water drainage prior to the commencement of development, as required under the earlier consent.
- 36. There are no substantive changes in planning policy or site characteristics which prevent the approval of the proposed variation of Condition 1, to extend the period for the submission of reserved matters. The fact that this application represents a renewal of an earlier consent, does not represent a material planning consideration that would justify the refusal of the application.

37. The application is recommended for approval and all conditions of the previous outline reapplied.

Recommendation

38. Delegated Approval following the expiration of the 21-day notice period for advertisements and site notices, and consultation period to Cambridgeshire County Council, Definitive Map Officer, Ramblers and Local Access Forum.

Recommended Conditions of Consent

1. Application for approval of the reserved matters shall be made to the Local Planning Authority before the expiration of 3 years from the date of this permission.

The development hereby permitted shall be begun before the expiration of 2 years from the date of approval of the last of the reserved matters to be approved.
(Reason - To ensure that consideration of any future application for development in the area will not be prejudiced by permissions for development which have not been acted upon.)
2. No development shall commence until full details of the following reserved matters have been submitted to and approved in writing by the Local Planning Authority:-
 - a) The siting of the building;
 - b) Design and external appearance of the building;
 - c) The means of access thereto;
 - d) The landscaping of the site.(Reason - The application is for outline permission only and gives insufficient details of the proposed development.)
3. Prior to the commencement of any development, a scheme for the provision and implementation of surface water drainage shall be submitted to and agreed in writing with the Local Authority. The works/scheme shall be constructed and completed in accordance with the approved plans/specification at such time(s) as may be specified in the approved scheme.
(Reason - To ensure a satisfactory method of surface water drainage and to prevent the increased risk of flooding.)
4. The dwelling hereby permitted shall be single storey or a chalet bungalow only.
(Reason - To ensure that the dwelling accords with the scale and character of adjoining dwellings.)
5. Details of the treatment of site boundaries shall be submitted to and approved in writing by the Local Planning Authority and the work completed in accordance with the approved details before the dwelling is occupied or the development is completed, whichever is the sooner.
(Reason - To ensure that the appearance of the site does not detract from the character of the area.)
6. If gates are to be provided to the vehicular access, they should be setback 5.0m from the edge of the carriageway.
(Reason - In the interests of highway safety.)
7. Prior to the occupation of the dwelling, an adequate space shall be provided within the site to enable two vehicles to enter and leave in forward gear and park clear of

the public highway. The permanent space to be reserved on the site for turning and parking shall be provided before the occupation of the dwelling commences and thereafter maintained.

(Reason - In the interests of highway safety.)

Informatives

Reasons for Approval

1. The development is considered generally to accord with the Development Plan and particularly the following policies:
 - **Cambridgeshire and Peterborough Structure Plan 2003:**
P1/3 (Sustainable Design in Built Development), **P5/3** (Density), **P5/5** (Homes in Rural Areas, **P6/1** (Development Related Provision), **P6/3** (Flood Defence) and **P6/4** (Drainage)
 - **South Cambridgeshire Local Plan 2004:**
SE1 (Existing Planning Permissions), **SE4** (Residential Development in Group Villages), **SE9** (Village Edges), **HG10** (Housing Mix and Design), **EN5** (The Landscaping of New Development), **CS3** (Foul and Surface Water Drainage), **CS4** (Ground Water Protection and **CS5** (Flood Protection).
2. The proposal is not considered to be significantly detrimental to the following material planning considerations which have been raised during the consultation exercise:
 - Visual impact on the locality
 - Design and Appearance
 - Highway safety

General

1. The public bridleway by which the site is accessed should not be obstructed at anytime as a result of the development hereby permitted.
2. Before development commences the applicant needs to be satisfied that they have lawful authority to access the site via the bridleway, as it is an offence under Section 34 of the Road Traffic Act to drive on a public bridleway.

Environment Agency Informatives

Informatives regarding surface water and drainage

Any informatives recommended by Cambridgeshire County Council.

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

- Cambridgeshire and Peterborough Structure Plan 2003
- South Cambridgeshire Local Plan 2004
- Planning File Refs: S/0667/06/F, S/1337/00/O, S/0542/80/O, C/0663/63/O, S/0161/04/F, S/1420/05/F, S/1797/04/F, S/1798/04/F and S/0560/06/F.

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SOUTH CAMBRIDGESHIRE DISTRICT COUNCIL

REPORT TO: Development and Conservation Control Committee7th June 2006**AUTHOR/S:** Director of Development Services

S/6340/06/RM – Cambourne
26 Dwellings and Associated Works at Part of Site GC12, Great Cambourne

Recommendation: Delegated Approval
Date for Determination: 20th June 2006 (Major Application)

Background

1. Members deferred this application from the last meeting as a result of objections on highway grounds, in particular that the road serving the site was not of the required standard under the Cambourne Highway Design Guide to serve so many dwellings, even as already approved let alone with the additional 17 now proposed. Willow lane, leading into the GC12 and GC15 sites is a 5.5m “collector road”, designed to serve up to 150 dwellings. There would be 101 houses off this road which would therefore be acceptable. However, the road narrows to a 5m wide “access road” once within the site. Such roads can serve up to 40 dwellings each, and as the road has been constructed as a loop road, all 101 dwellings were served off an inadequate width of road. Correspondence with the highway authority and applicant was reported to the last meeting which suggested that some traffic calming could be considered to overcome the problem.

Update

2. Further negotiations have taken place with the highway authority and applicant and amended plans have been submitted. These show the loop road divided into 3 single roads. This has been achieved by blocking off sections of the loop road with bollards and raised tables to prevent vehicular access, although cyclists are provided with a ramp at each end of the tables for the sake of permeability for them and pedestrians, in the interest of sustainability. The resulting three roads will serve:

North-eastern access way – 45 dwellings

Central access way – 16 dwellings, and

South western access way – 36 dwellings. (Total 97 dwellings, the remaining 4 being served off the 5.5m collector road at the site entrance).

3. A covering letter from the applicant states: The proposed division of the access way will potentially decrease levels of traffic in certain parts of the site as short cuts will be eliminated. The provision of the tables and bollards should be seen as the least intrusive way of overcoming the issues evident from the residents’ point of view. This should also result in the minimum change to everyday life, in terms of the way in which their properties are currently accessed. The end of each cul-de-sac will retain a suitably sized turning head to accommodate refuse and emergency vehicles with minimal compromise to the surrounding dwellings. The final alteration to the layout requires the repositioning of plot 220’s garage, which has now been accommodated within that plot’s own curtilage.”

Consultations on amended plans

4. **Cambourne Parish Council** to be reported verbally.
5. **Highway Authority** to be reported verbally.

Representations

6. Since the application was deferred the following comments have been received:
 - a. “As the freehold owner of 5 Willow Lane, I am very disappointed and extremely concerned at the ongoing discussions with regard to the extra houses on GC12, in particular the completely stupid idea of adding traffic calming to Willow Lane. Frankly, I understand that the District Council has now admitted that the access road to Willow Lane is too narrow and should be 5 metres, so they are looking at traffic calming measures, and one way systems etc. OVER MY DEAD BODY WILL YOU APPROVE TRAFFIC CALMING TO WILLOW LANE!!! I will not standby and have speed bumps installed. When I bought this property I understood properties would be built in GC12 but I didn't sign up for Speed Bumps!!!! The noise and the damage caused by speed bumps frankly is anti social to the extreme. Go ahead and approve the extra homes if you feel this is the right decision but don't insist of traffic calming to willow lane!!!!”
 - b & c (Identical letters from the same address): “I am strongly opposed to the substantial increase in the number of homes close to where I live. The road is narrow and has sharp bends, it could not cope with the increase in traffic that would result in the building of additional homes as most of the buyers would have more than one vehicle. In addition, there are a number of families that live in the area who have small children and the increase in cars would represent a safety hazard with an increased likelihood of someone getting hurt. Given the planning application that was made originally, the road was not designed to hold the increase in traffic that is now being asked. It is also true that the purchase of our house was based on the decision that a planning application had been made and your office had granted permission for a significantly smaller number of homes. I purchased the house on this basis and will now lose out as my house is likely to be less valuable as a result of the proposed change in the planning application. I was reassured at the time of purchase by my legal advisors that there was no application to amend the planning. Clearly it would appear that these searches are worth nothing and that developers can change their mind as and when it suits them. These additional homes will increase the developer's profits at the expense of residents that are already there. It is my understanding that developers are now trying to increase the number of homes on a site by site basis rather than apply for a total increase which has been rejected. On this basis, how can you possibly allow this additional development of the application in total was rejected? If you approved this, developers will have clearly won by an obvious ploy and confidence in the planning system will be in tatters as a result. In addition, the increase in housing is no doubt likely to affect the rainwater run-off which could cause further problems.”

Comments received as a result of the amended plans will be reported verbally.

Planning Comments – Key Issues

7. The amended plans appear to overcome the highway objection to the inadequate road width in all but one part of the site, where the north eastern access-way would serve 45 dwellings rather than 40. It is considered that this is relatively insignificant, especially bearing in mind that the previously approved scheme (which could still be implemented) had 86 dwellings off a substandard road. In general, there should be an improvement in the traffic situation through the restricted use off the now three roads. Nevertheless I await the comments of the Highway Authority and will update my recommendation if necessary. In visual terms, the raised tables with cycle ramps through will be relatively unobtrusive, as will the change to the position of one garage resulting from the proposals.
8. No other changes have been made to the layout or design of the site, which Members found acceptable at the last meeting.

Recommendation

9. **Delegated powers APPROVE** as amended, subject to the conditions listed in the report to the last meeting. (Delegated approval is requested because the deadline for comments on the amended plans expires at the end of today - 7th June 2006)

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SOUTH CAMBRIDGESHIRE DISTRICT COUNCIL

REPORT TO:	Development and Conservation Control Committee	7 th June 2006
AUTHOR/S:	Director of Development Services	

**Cambourne Section 106 Agreement:
Trailer compound provision**

**Recommendation: To be reported verbally
Date for Determination: N/A**

Purpose

1. Members will recall lifting the “embargo” on issuing planning permissions for market housing at Cambourne at the March 2005 meeting and continuing this approach at the May and August and November meetings, in order for the developers’ consortium to progress the legal matters associated with the provision of the trailer park. At the meeting on 5th April this year, Members noted that some progress had been made in terms of the Consortium agreeing to actually purchase the site in order to ensure its provision, and requested that I report progress to this meeting.

Background

2. Members have previously used an “embargo”, i.e. not issuing planning permissions for market housing, as a means of pushing the developers towards resolving the issue of late delivery of community facilities.
3. Because the trailer park site was not in the ownership of the developers’ Consortium, it had attempted to make an agreement with the landowner, a Mr Hodgkinson, to provide the trailer park, but that had failed. Instead, the Consortium had arranged to purchase the site. I reported to the April meeting that the land would be purchased within the next couple of months, and because of a slight change in site area, a new planning application would be made within a few weeks, and once the land was acquired then work would continue on site.

Updated position

4. A planning application has been made for the new site area of the trailer park. Additional information has been requested of the applicant (Bovis on behalf of the Consortium) and it is anticipated that the application should be able to be recommended for approval in late June (or early July if needing to be reported to committee). The Consortium expects to complete the purchase of the site by the end of May, and I shall report on this verbally at the meeting.
5. I have also requested a new timetable for the opening of the facility and works leading up to it, and a management regime. It is likely that the Parish council will take over the running of the site. A verbal update will be given.

Financial Implications

6. None.

Legal Implications

7. Completion of supplemental S106 Agreement required.

Staffing Implications

8. Officers will continue to monitor the provision of this and other community facilities.

Sustainability Implications

9. Provision of these facilities is important for community sustainability.

Recommendation

10. To be reported verbally upon receipt of correspondence from the Consortium's Project Director.

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

- Planning application S/6352/06/F.
- Cambourne Section 106 Agreement dated 20th April 1994.
- Outline planning permission dated 20th April 1994, reference S1371/92/0

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SOUTH CAMBRIDGESHIRE DISTRICT COUNCIL

REPORT TO: Development and Conservation Control Committee7th June 2006**AUTHOR/S:** Director of Development Services

S/0739/06/F - Harlton**Extension and Pitched Roof Over Garage, 53 High Street for Mr and Mrs Hunnable****Recommendation: Approval****Date for Determination: 8th June 2006****Members will visit this site on Monday 5th June 2006.****Site and Proposal**

1. Number 53 High Street is a detached dwellinghouse within the Harlton village framework with a generous curtilage extending to the rear of the property. Previously the property has been extended to the rear by way of a single storey lean-to element and there is an original double garage to the west. The rear garden is defined on both sides by mature hedges.
2. The full planning application received on the 13th of April proposes to extend the rear of the property by way of a two-storey hipped gable end with a depth of 6.4 metres and a height of 7.4 metres. In addition to the two-storey element it is proposed to add a pitched roof to the existing single storey element at the rear of the double garage.

Planning History

3. A planning application was received earlier this year (**S/0190/06/F**) for a similar extension, though with a full gable end and a first floor window in the west elevation. This application was withdrawn due to the fact that officers had concerns about the overlooking from the aforementioned window and the overall bulk of the development.

Planning Policy

4. **Policy HG12** 'Extensions and Alterations to Dwellings within Frameworks' sets out requirements for development of dwellings within frameworks having regard to impact upon neighbour amenity and the street scene.

Consultation

5. **Harlton Parish Council** recommends that the application be approved.

Representations

6. One letter of objection from the owner/occupiers of number 51 High Street, who object to the magnitude of the northerly projection of the extension. This extension is considered to break the nominal building line at the back of their house and will be double the depth of previous such northern extensions. The extension is considered to invade their privacy and to severely restrict light to their property for the majority of the year. It is also felt that the plans are misleading as they imply that there is space between the hedge and the two dwellings, which there is not. It is requested that the

rear extension be reoriented so as to reduce its overall depth. Concern is also expressed about the proposed pitched roof to the rear of the existing garage and whether this will exacerbate drainage problems.

7. One letter of support has been received from the owner/occupiers of 55 High Street, who note that some windows will face their property but they believe that they will have no impact upon them.

Planning Comments – Key Issues

8. Although Harlton Parish Council recommended that the application be approved the local member, Councillor Heazell, requested that the application be considered at Chairman's Delegation Meeting of the 19th of May. At this meeting it was decided that Members should consider the application at the next Committee meeting with a site visit.
9. Given the fact that the proposed extensions will be to the rear of the dwellinghouse and are not considered to have an unacceptable visual impact upon the street scene the main issue for Members to consider is the impact of the development on the amenities of the neighbouring properties.

Impact upon number 55 High Street

10. Although the bulk of the development will be over seven metres from the boundary with number 55 there will be a first floor bedroom window in the side elevation (bedroom 4). Given the fact the number 55 already has a rear extension of approximately three metres in depth and there is a tall hedge that defines the boundary any overlooking from the said window is not considered to be unacceptable.

Impact upon number 51 High Street

11. In terms of the mass of development the impacts will be greatest on the occupiers of number 51 due to the lower height of the site's western boundary hedge. Moreover unlike the situation with number 55 there is no two-storey built development to visually screen the proposed rear extension. Both numbers 53 and 51 have flat roof garages that separate the dwellinghouses and the distance from the proposed rear extension to the nearest habitable room windows in the rear elevation of number 51 is in excess of eight metres. Given the eastern orientation of the extension and the distance from habitable room windows the extension is not considered to have an unacceptable impact upon the levels of natural light to the rear openings of number 51.
12. The bulk of the extension will clearly be visible from the rear garden of number 51, and in particular from the patio area adjacent the boundary, though with the hipped roof and distance from the boundary the loss of early morning light is not considered to be sufficiently unacceptable to warrant the refusal of the application. Similarly, although the extension will be a visual presence in the rear garden of number 53 it is not considered to be sufficiently overbearing, given the distance from the boundary, to warrant the refusal of the application.

Recommendation

13. Approval – Subject to the following conditions

1. Standard Condition A – Time limited permission (Reason A);
2. Sc60 – Details of boundary treatment (East and west) (Rc60);
3. Sc22 – No additional windows at first floor level in the east and west elevations of the development (Rc22);

Reasons for Approval

1. The development is considered generally to accord with the Development Plan and particularly the following policies:
 - **South Cambridgeshire Local Plan 2004:**
HG12 (Extensions and alterations to dwellings within frameworks),
2. The development is not considered to be significantly detrimental to the following material planning considerations which have been raised during the consultation exercise:
 - Residential amenity including issues of overlooking and overbearing

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

- South Cambridgeshire local Plan 2004
- Planning File Ref: S/0190/06/F and S/0739/06/F

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SOUTH CAMBRIDGESHIRE DISTRICT COUNCIL

REPORT TO: Development and Conservation Control Committee
7th June 2006**AUTHOR/S:** Director of Development Services

S/0625/06/RM - Longstanton
Erection of 87 Dwellings and Ancillary Works on Land West of Longstanton
(Phase 3a - Home Farm) for West Longstanton Ltd

Recommendation: Delegated Approval
Date for Determination: 28th June 2006 (Major Application)

Site and Proposal

1. This open and largely featureless site extends to approximately 4.6 hectares and has, until recently, been in agricultural use. Agricultural land extends to the north, the High Street and existing farm buildings and dwellings are situated to the east and to the west is agricultural land that will form part of Phase 3b. Running through the middle of the site from south west to north east is a hedgerow and a number of trees bisect the site roughly north to south with clumps around the existing farm buildings and a pond which lies in the south western corner.
2. This reserved matters application, received on 29th March 2006, provides details of the siting and design of and the means of access to 87 dwellings on the part of the third of three phases that are intended to provide 500 dwellings (outline planning permission S/0682/95/O). The proposed density is 19 dwellings per hectare.
3. The proposal includes two areas of open space within the development which would accommodate Local Areas for Play (LAPs) and a larger area of approximately 1,350sq.m, which will incorporate a locally equipped area for play (LEAP).
4. The development would be comprised of 4 (5%) no. 3-bedroom, 68 (78%) no. 4-bedroom and 15 (17%) no. 5 plus-bedroom houses.
5. Approximately 49% of the dwellings (43) would be 2-storey, and 51.% (44) would be 2½ storey. The ridge heights of the proposed dwellings range from 7.9 to 10.3 metres.
6. The access would be off High Street, and this would serve a number of secondary roads and shared surface access ways which cut through the existing hedgerow in two places within the site.
7. The application is accompanied by a Design Statement, a Tree and Hedgerow Survey, a Habitat Survey and a further Tree Survey.

Relevant Recent History

8. Outline planning permission for comprehensive phased development to provide B1050 Bypass for Longstanton and related road works together with housing (21Ha), a business park (6.3Ha), extension to village recreation ground (2.8Ha), village green including land for local shop and surgery, open space, landscaping and related infrastructure` on land west of Longstanton, including the application site, was granted in October 2000 (**S/0682/95/O**). The Decision Notice was issued following

the signing of a legal agreement relating to education contributions and highway works. Condition 16 restricted development to no more than 500 dwellings unless otherwise agreed by the Local Planning Authority.

9. **S/1762/03/RM** - 91 dwellings and ancillary works (Phase 1) - approved 22.12.03.
10. An appeal against a refusal to vary condition 16 of the Outline Planning Consent **S/0682/95/O** to allow the construction of more than 500 dwellings was dismissed by an Inspector's letter dated 29th November 2004.
11. **S/0246/04/RM** - Duplicate application for 200 dwellings (Phase 2) - Appeal allowed 23rd August 2005 and reserved matters granted for 196 dwellings.
12. **S/2069/04/RM** - Reserved matters consent issued 5th May 2005 for 153 dwellings and ancillary works (Phase 2).
13. **S/0845/04/RM** and **S/1429/04/RM** - Duplicate Reserved Matters applications for 103 dwellings on part Phase 3 were both withdrawn in March 2006.
14. **S/1864/04/F** - Application for balancing pond and scheme of ditch widening to serve development approved by virtue of outline planning permission **S/0682/95/O** – provisionally approved at DCCC meeting 10th May 2006.

Planning Policy

15. The site forms part of the 21 hectare area of land allocated for some 500 dwellings on land north of Over Road, Longstanton in South Cambridgeshire Local Plan: 2004 **Policy HG5**.
16. The principles of development are encapsulated in **Policy Longstanton 1** of the Local Plan 2004. The supporting text at Paragraph 67.17 states:

"The District Council has granted outline planning permission for residential, employment and recreation uses, which includes the provision of a development related bypass. The bypass between Hattons Road, Over Road and Station Road would provide access to Over or Willingham and onto Fenland without passing through the village. The District Council considers that the provision of the bypass is crucial for the village and therefore allocated a larger area for a housing estate than would otherwise be appropriate. In this instance there is no requirement for affordable housing as set out in **Policy HG7** because of the need to ensure the provision of the bypass and other community facilities such as a village green, shop and surgery".
17. Longstanton is defined as a Group Village in South Cambridgeshire Local Plan: 2004 (**Policy SE4**).
18. Structure Plan 2003 **Policy P1/3** requires all new developments to incorporate high standards of sustainability and design and to provide a sense of place which:
 - "Responds to the local character of the built environment;
 - Is integrated with adjoining landscapes;
 - Creates distinctive skylines, focal points, and landmarks;
 - Includes variety and surprise within a unified design;

- Includes streets, squares and other public spaces with a defined sense of enclosure;
 - Includes attractive green spaces and corridors for recreation and biodiversity;
 - Conserves important environmental assets of the site;
 - Pays attention to the detail of forms, massing, textures, colours and landscaping.”
19. Structure Plan 2003 **Policy P5/3** states that densities of less than 30 dwellings per hectare will not be acceptable “Local Planning Authorities should seek to maximise the use of land by applying the highest density possible which is compatible with maintaining local character”.
20. Local Plan 2004 **Policy HG10** states that residential developments will be required to contain a mix of units providing accommodation in a range of types, sizes (including 1 and 2 bedroom dwellings) and affordability, making the best use of the site and promoting a sense of community which reflects local needs. It also states that the design and layout of the scheme should be informed by the wider character and context of the local townscape and landscape and schemes should achieve high quality design and distinctiveness, avoiding inflexible standards and promoting energy efficiency.
21. Local Plan: 2004 **Policy TP1** states that the Council will seek to promote more sustainable transport choices and one of the ways this can be achieved is restricting car parking for residential developments to a maximum of an average of 1 ½ spaces per dwelling with a maximum of 2 spaces for 3+ bedroom dwellings in poorly accessible areas.
22. A development brief for the Home Farm site, covering matters such as development aims, design philosophy, scale of development, built form (advocating a series of townscape zones including greenways, village lanes, village streets and hamlets), architectural form and open space was adopted by the Council as Supplementary Planning Guidance in 1998. Whilst design guidance has evolved since this brief was adopted, many of the principles contained within the brief remain relevant.
23. Government’s **Planning Policy Guidance (PPG) 3**, “Housing” (March 2000) aims to avoid developments which make inefficient use of land (those of less than 30 dwellings per hectare). In terms of village expansion, development should be designed sympathetically and laid out in keeping with the character of the village. Design and layout should be informed by the wider context, having regard to the townscape and landscape of the wider locality.

Consultation

24. **Longstanton Parish Council** makes no recommendation. It comments:
- “The Longstanton Parish Council makes no recommendation for approval or refusal of the application. However, if approval is granted the following points are noted:

Density

The density is within the range that would keep housing numbers within agreed limits.

Existing Housing

The front of plot #5 overlooks an existing property (The Retreat). Using three-storey house style 185, we believe it will not be in keeping with the existing style (a bungalow), will cause unnecessary blight on the existing houses, and will create an unjustified decrease in privacy of the property (since the upper floor will have a clear view into the back gardens and windows of the existing property). Recommend the house style be substituted for one with no more than two storeys.

Public Open Space

- (a) Recommend no work may begin until a plan for future maintenance is agreed.
- (b) Recommend all structural planting to be completed within one year of the beginning of construction in order to ensure the structure is established as early as possible.

Drainage

The land is not on the current Environment Agency indicative flood map. However, its location and topography means that it will drain into the already over-capacity Longstanton Brook. This will increase flood risk to existing homes whether or not the new homes are occupied. Recommend the Home Farm drainage strategy, including balancing pond and ditch improvements, be implemented fully before construction begins. Existing ditches must remain intact and operational. 5-metres strips around the drainage must be delineated such that they cannot become garden extensions, parking areas, etc.

It is also noted that the Cofton appeal to the planning inspector succeeded on the basis that PPG3 housing densities must be considered, even though PPG3 post-dated the outline consent. It is therefore utterly correct that the District consider PPG25 as well. In fact, it would be utterly inconsistent if the District Council did not consider PPG25. Specifically, flood risk should not be mitigated by hard engineering solutions if possible. With the solution of a brook diversion so obviously feasible, the Parish Council recommends that planning approval only be granted under condition that a brook diversion be implemented prior to completion of the 87 homes. If a balancing pond is not also provided, then the diversion must be fully implemented before construction of any homes (noting, as above, that rains do not consider whether or not a house is occupied when infiltrating or running off land).

Foul Drainage

Anglian Water, in their comments on the original Phase I 88-home application, confirmed that any more than 88 homes would require structural improvement to foul drainage capacity. Given that sewage flooding remains an issue for the village with current housing numbers:

- (a) We recommend that no houses can be occupied until plans are in place and works complete for sewage works improvements. We appreciate that this imposes a condition that may be beyond the ability of the developers to address, but it is required in order to prevent exacerbating already unacceptable sewage flooding.

Access

- (a) Recommend that construction traffic to and from the south must enter the site via Phase III and traffic to and from the north must enter via Station Road in order to limit traffic through the village.
- (b) Recommend that wash stations be required, and that District Council inspection of their correct installation be required prior to home construction.

Ecology

- (a) Recommend clarity be required as to how the recently unearthed well around plots 61 and 62 will be dealt with.
 - (b) Recommend that the recommendations of Haydon's and Hillier's tree and pond surveys be conditions of approval (with implementation by the developers) with the following limitations:
 - (i) The Leyland Cypress are not removed, as they belong to The Retreat, not the development. The same is true of trees and shrubs at the back of The Retreat.
 - (ii) Pollarding of willows to be to 3 metres, not 2 metres.
 - (iii) Willows 2A and 2B to be replaced with oak of similar species.
 - (iv) That the pond be reinstated as recommended. It is noted in particular that this is currently often wet, and not a dry pond as stated.
 - (v) The Aspen is pollarded rather than removed.
 - (vi) No trees other than those noted for treatment are removed or modified, noting that there are several worthy specimen trees around the pond.
 - (vii) Recommend that the recommendations in the WSP habitat survey be conditions of approval. In particular, that provision be provided for protection of existing hedgerows and retained trees."
25. **Swavesey Parish Council** – recommends refusal because the balancing pond required to serve the development has not been provided. This was to be in place and operating before the first residents moved in. The Parish Council believes that drainage and flood risk around Swavesey will be greatly affected by the Home Farm development and therefore before any further development is permitted the balancing pond must be approved and operating.
26. **Willingham Parish Council**
Comments are awaited
27. **Bar Hill Parish Council**
Comments are awaited
28. **Over Parish Council**
Recommendation of refusal. Concern about local roads being able to cope with the inevitable increase in traffic.

29. **Environment Agency** objects. It comments:
Details in respect of surface and foul water drainage have not been submitted. The previously approved surface water drainage strategy for the Home Farm development has not been completed. The proposed development would be at risk of flooding and would increase the risk of flooding to existing property.
30. The proposal is contrary to South Cambridgeshire District Councils Local Plan Policy reference CS5, which seeks to prevent development which would either be at risk of flooding, or may cause, or exacerbate flooding to existing buildings”.
31. **Middle Level Commissioners** comment: “The Commissioners, on the Board’s behalf, have previously concluded negotiations with the applicant’s consultant and the Environment Agency to ensure that this development does not detrimentally affect the Board’s area. It has been agreed that a flow-balancing pond will be constructed near Gravel Bridge to accommodate flows within Longstanton brook whilst Webb’s Hole Sluice is closed during periods of high water levels in the River Great Ouse System. This pond was the subject of planning application S/1864/04/F which was provisionally approved at the 10th May 2006 DCCC meeting.

During the above negotiations, it was agreed that:

- i) The plans submitted with this planning application meet the Board’s approval and are based upon the current proposals for 500 houses at Home Farm.
 - ii) The balancing pond must be completed to its maximum dimensions and the necessary flow-regulation structures installed and operational before work on the Home Farm development commences on site, i.e. not a phased construction to match the various development stages.”
32. **Anglian Water**
Comments are awaited
33. **The Cambridgeshire Fire & Rescue Service** asks that adequate provision is made for fire hydrants by way of Section 106 agreement or condition. Access and facilities for the Fire Service should also be provided in accordance with the Building Regulations Approved Document B5, Section 17.
34. **Local Highways Authority** - The proposed traffic calming measures have been the subject of a safety audit. The LHA requires that these be made part of the planning application and notes that these works are dependant upon the bypass roundabout to the north being in place. The LHA requests that a composite layout plan be prepared to aid consideration of future phases of development. Detailed amendments to the scheme are requested to be provided:
35. **Finance Officer Cambridgeshire County Council**
Comments are awaited.
36. **Cambridge Water Company**
Comments are awaited
37. **Chief Environmental Health Officer**
Comments are awaited
38. **Police Architectural Liaison Officer**
Comments are awaited

39. **Council's Lands Drainage Manager:**
Comments are awaited

40. **English Nature** comments:

"English Nature has no objection to this application and advise that providing the proposed mitigation measures, set out in section 4 of the Phase 1 Habitat Survey document, are adhered to disturbance/damage to species and/or features of nature conservation importance will be minimised. More specifically English Nature advise that:

- (a) Provision for badgers should be made both during and after construction i.e. avoiding blocking of well used badger footpaths, ensuring that adequate badger foraging area is maintained, further assessment to ensure that the status of badgers at the site has not changed between the start of construction and the time of the original survey and incorporating tunnels and fencing to ensure that badger road kills are minimised).
- (b) Prior to the commencement of construction a reptile survey should be undertaken to ensure that all necessary measures are put in place to avoid damage/disturbance to these species both during and after construction. This survey information should be used to feed into an appropriate mitigation strategy.
- (c) Incorporating appropriate landscaping for breeding birds, badgers and bats and if necessary reptiles.
- (d) No vegetation clearance will be undertaken during the bird breeding season.

In addition to the above English Nature would advise that any demolition of buildings and/or the removal of mature trees should be undertaken with care to ensure that if bats are present they are not harmed by the proposed works. If bats are discovered during such works, all works should cease immediately and English Nature be contacted for further advice".

41. **The Council's Ecology Officer** comments:

"The application makes no reference to the pond at the southern boundary of the site, yet during informal discussions I was under the impression that the pond would now be restored. A condition requiring the restoration of the pond is recommended.

Furthermore, the boundary to plot 3 is a little unclear with respect to the illustrated tree canopy near to the pond. Plot 3 must not adversely impact upon the pond nor compromise its restoration. I would welcome clarification upon this point.

I don't feel that a great deal of attention had been paid to creating a footpath/wildlife link to the adjacent Fishponds Lane. The development should perhaps aim to mimic some of the Cambourne greenways.

Badgers currently forage along Fishponds Lane and I was expecting this application to provide details on badger tunnels beneath the by-pass.

It would be useful to have a Design Statement that clarifies how the details of the 20/01/06 meeting have now been taken into account. To rely on all biodiversity issues by condition is not desirable i.e. inclusion of fruit bearing tree species, avoidance of street lights by hedges, use of meadow mix at hedge bases, lizard survey at Old Farm, hedge protection strategy.

What types of nest boxes and bat boxes are to be provided? And where?"

42. **The Council's Housing Strategic Services Officer** comments:

"I believe there is no affordable housing requirement in respect of the Home Farm development (unless development exceeds 500 units presumably).

In general I would comment that the scheme seems to be almost exclusively for detached (larger) homes with some of the semi-detached units looking to be larger units (3 storey) and therefore does not provide a range of house types to meet the needs of various household sized./types. Is this phase 'balanced' by earlier phases? To help ensure an appropriate mix for the overall development of 500 homes, which, given its size will have a significant impact on the sustainability of the local established community as well as the community it will be able to develop/sustain within the development".

43. **The Council's Strategic Development Officer**

Comments are awaited.

44. **The Council's Trees and Landscape Officer** comments:

"I have attended meetings in relation to this application and visited the site with the architect.

The group of trees adjacent to plots 81-83 were not included in the original survey. Detail is still lacking. The Oak trees together with the Birch and Cherry do form an important group and from the detail supplied do not appear to be afforded enough clearance. I am referring particularly to the Oak to the rear of the garage for plot 83, the Cherry and Oak to the rear of garage plot 82 and the Oak location to the south east of plot 82. This area should be looked at in specific detail with a view to adjusting/relocation footprints.

The garage unit plot 68 should be adjusted/constructed to accommodate the young Horse Chestnut.

The garage units plots 74 and 75 should be adjusted to ensure retention of hedge at the rear.

With regards to the tree survey submitted by Haydens relating to the southern corner of the site – I have no objection to the recommendations, but would point out that the report refers to pond/habitat retention – this conflicts with plot 3"

45. **The Council's Waste Minimisation Officer** comments:

There is no refuse collection vehicle access to plots 5, 18, 19, 28, 32, 65 and 80. In each case the recommended distance from the property to the nearest collection point is in excess of the recommended 25 metres.

46. **The Council's Cultural Services Manager**

Comments are awaited

47. **County Principal Archaeologist**

Comments are awaited.

Representations

48. The Occupiers of five properties in Longstanton object to the scheme on the following grounds:

- (a) The proposed access from High Street would be dangerous even if the proposed by-pass were to be in position. The access is too close to a dangerous bend.
 - (b) Overlooking from a 3 storey property to Striplands Farm.
 - (c) Insufficient parking for the larger properties.
 - (d) The entrance drive to Old Farm is to be shared with a new property. The intensification will add to existing problems on this dangerous bend.
 - (e) The application should only be considered when there is a properly considered plan for the whole area including Northstowe and is premature prior to the by-pass.
 - (f) Loss of trees and hedgerow.
 - (g) Ditch and road maintenance issues.
 - (h) Overlooking from Plot 5 to the bungalow and garden of 'The Retreat' particularly as the land here is higher.
 - (i) No contribution to community facilities.
 - (j) Drainage and sewage problems and potential flood risk.
 - (k) Ecological concerns.
 - (l) Three storey dwellings are out of keeping with the surroundings and will be viewed from long distance particularly in light of the raised ground levels.
 - (m) Phase 2 was to be completed first in the original masterplan to enable the by-pass to be completed. The Home Farm site is being developed on a piece-meal basis.
 - (n) How will the hedges, shown to be retained, be controlled to ensure their long term survival?
 - (o) Object to link from development to Fewes Lane – this will result in the loss of hedgerow and also remove the countryside feel of the lane by creating a form of access over the ditch.
49. Some of the objectors do comment that the plan has much to recommend it environmentally and a 5m maintenance strip for the ditch is to be welcomed.
50. **Longstanton Residents for Dry Homes has commented:**
"Longstanton Residents for Dry Homes objects to the Home Farm Phase 3A housing application on two grounds: (1) it is inconsistent with latest government policy on drainage and (2) foul drainage has not been considered. Details are below.
- (1) Phase II developers Cofton successfully appealed against refusal of their increased housing numbers. The planning inspector held that PPG3, although post-dating Home Farm outline consent, must still apply (and therefore higher densities should be sought). It would be entirely inconsistent if the District Council did not also require Home Farm applications to be consistent with PPG25 regarding drainage. PPG25 specifically discourages "hard engineering" solutions to drainage problems. Clearly, part of the intent is that hard

engineering structures are more likely to fail over time than passive mechanisms. Geoff Burrows, the engineer commissioned by developers to develop the Home Farm drainage strategy has himself stated to the SCDC Drainage Advisory Board that the proposed balancing pond would require "Expert Tuning" to reach its intended protection potential. Clearly, then, if it is not precisely tuned, the development may be flooded and cause flooding elsewhere. Flooding is not something that can be experimented with, and LRDH opposes a solution that has a correctness of tuning that can only be verified after a flooding event. Further, a solution such as a balancing pond requires continued maintenance to maintain effectiveness. It is unreasonable to declare that the Bar Hill pond (which failed in 2001, exacerbating flooding downstream) was somehow an anomaly. It is typical of what happens over time: maintenance fails. This is even true within the current Longstanton Brook, where access restrictions mean that the banks are only cleared regularly where it is convenient to do so. In conclusion, decrease in maintenance standards over time is the norm, not the exception, and planning must acknowledge this reality.

Therefore, in order to comply with PPG25 (with which the recent appeal implies SCDC planning decisions must comply), a balancing pond requiring expert tuning and constant maintenance to continue to function is unacceptable. **The only sensible solution is that offered by a failsafe diversion of Longstanton Brook along the western edge of the B1050 bypass.**

- (2) Anglian Water, in their response to the 88-home Persimmon application for Phase I, stated that any more homes than those proposed would require sewage works improvements. Such works have not even been proposed let alone implemented. It would therefore be reckless for SCDC to approve this application until the works are approved, and reckless for them to approve home occupation until the works are completed."

Planning Comments - Key Issues

51. The principle of erecting 500 dwellings on the Home Farm site has already been established by the grant of the outline permission. The permission allows for the phased development of the site, and includes conditions relating to the phasing of the residential development, business park, open spaces and the timing/thresholds for the provision of the necessary infrastructure and roads.
52. This reserved matters application provides details of the siting, design, and means of access to Phase 3a of the residential element of the development approved in 2000 (S/0682/95/O) only, and these are the matters to be considered. Landscaping is excluded and remains reserved for future consideration.
53. The key issues are:
 - (a) Density and numbers;
 - (b) Highway safety;
 - (c) Design and layout; and
 - (d) Drainage.

Density

54. The density of development on the site is guided by:
 - (a) The outline planning permission, condition 16;

- (b) The adopted South Cambridgeshire Local Plan 2004 Policies SE4, HG5 and 'Longstanton 1';
 - (c) The adopted Development Brief for Home Farm;
 - (d) The approved Structure Plan Policy P5/3; and
 - (e) PPG3, Housing.
55. Condition 16 of the outline permission states that "Not more than 500 dwellings shall be constructed on the site unless otherwise agreed by the Local Planning Authority". This equates to approximately 24 dwellings to the hectare. The reason for condition 16 is "To ensure an appropriate balance is achieved between scale of development and the provision of essential services, infrastructure and the Longstanton Bypass". In his January 2002 report, the Local Plan Inspector recommended that Longstanton be downgraded from a Rural Growth Village to a Group Village in view of its relative poor level of sustainability. The District Council incorporated this change in its adopted Local Plan (Policy SE4).
56. The proposed density of 19 dwellings to the hectare on Phase 3A would satisfactorily implement condition 16 of the outline planning permission when viewed within the context of the overall scheme for 500 and would comply with Policies SE4 and Longstanton 1 of the Local Plan.
57. Reserved Matters on Phase 1 have been approved at 29.3d/h, Phase 2 at 24d/h (153 scheme) and 30.75d/h (196 scheme). A residue of some 256 (213 if the 196 Phase 2 scheme is implemented) dwellings is available on 11.5 hectares in Phase 3 at a density of 22.3 d/h (18.5 d/h). Although this density of 19 is lower, it is only part of Phase 3 and is, in my opinion, realistic having regard to the Development Brief which, envisages greater areas of lower density in the form of 'village lanes' and 'hamlets' in Phase 3, whilst still incorporating some higher density areas of 'village streets'.
58. Having regard to the outline planning permission Condition 16 and the adopted Development Brief's illustrative Master Plan, it is, in my view, appropriate for the density of the whole of Phase 3 to be lower than the approved density of Phases 1 and 2.
59. Clearly the approved Structure Plan Policy P5/3 and PPG3 advice would support a higher density than that proposed in this application. However the circumstances which led to the imposition of condition 16 on the outline planning permission have not materially changed. The applicants have the option of reviewing numbers on the whole site by other means. That will be the opportunity to consider the costs and benefits of any additional dwellings in terms of transport, education, open space and affordable housing obligations, together with impact upon infrastructure capacities. That application would also need to be considered in the context of Development Plan Policies (see above) or those appertaining at the time of determination of the application.
60. As a Reserved Matters application, I consider the density is acceptable on this particular part of the site, having regard to its location at the northern edge of the allocation and the character of the surrounding area.

Design and Layout

61. The adopted Development Brief sets out a series of design principles to ensure the new development is appropriate in terms of scale and style. An assessment of the design and layout proposals of the scheme is being carried out for this Council by an experienced Design Architect. The findings will be reported verbally at the meeting.

62. The assessment, will be discussed with the applicants once produced. At the time of preparing this report I am hopeful that many of the comments will be addressed, either through amended drawings or by conditions.

Landscaping

63. The landscaping has been considered through the original Outline consent by virtue of conditions requiring a scheme to be submitted. I am awaiting comments from the Landscape Design Officer but I anticipate that the proposed layout will accommodate space for appropriate landscaping of the site particularly considering the strong belt of structural landscaping already controlled to the north shown outside of the red edged site.

Revisions

64. In a meeting with the developers and the Design Architect held on 17th May 2006 various issues were raised in relation to the design of the scheme as well as points of clarification and revision concerning points raised through the consultation process. These include:

- (a) Revisions to the hard landscaped area in the south western area of the site where it links through to the future Phase 3B. It is felt that this needs to have a more enclosed feel to the street scene with better definition of streetscape to reflect the approach contained within the design brief of character zones – perhaps more terracing and linking of buildings together with a general tightening of the street to form a more strongly continuous street scene. This area would benefit from a higher density appearance which could extend somewhat to the north and then give way to the larger houses on the northern end and their open lower density character. These in turn could be improved by creating more green space within and around the dwellings. There is generally too much hard surfacing within the scheme.
- (b) Greater variation could be achieved through setting back some of the garage plots, varying the door canopy detail and varying the hard surface materials.
- (c) Ecology report to be submitted to address the concerns of the Ecology Officer by outlining the ecology objectives for the scheme.
- (d) Ecology officer will provide an approach for the treatment of Fishponds Lane and the areas that link through to the site.
- (e) The 2½ storey dwelling on Plot 76 (referred to as overlooking Striplands Farm) can be replaced with a 2 storey property to improve its relationship with that dwelling and also lessen the impact of the dwelling on the High Street edge of the development.
- (f) Plot 4 will be revised to incorporate a front garden giving a more satisfactory visual impact on the street scene
- (g) The developers will produce a footpath strategy that will resolve various footpath issues within the site.
- (h) The small LAP area is to be revised to better relate to the street scene.
- (i) Introducing more projecting gables (particularly Plot 46)

- (j) More traditional window detail avoiding modern windows in traditional design.
 - (k) Explore the possibility of two or three 'feature' plots of more contemporary design.
 - (l) Plot 5 to be re-orientated to overcome overlooking problems with The Retreat and possibly to take it further away from the pond. This will also provide additional security by improving surveillance of the area to the south west.
 - (m) The refuse collection vehicle access will be addressed.
 - (n) The links onto Fishponds Lane will be widened to address ecology concerns.
65. Members will be updated with regard to progress in addressing the above at the meeting.

Highway safety

66. The comments of the Local Highways Authority are noted. The necessary traffic calming measures can be controlled through conditions requiring such works to be completed prior to development commencing.
67. The developers have agreed to produce a more detailed layout of the internal access ways and shared surface areas for consideration by the Local Highways Authority in particular in relation to dimensioned turning heads and more detailed dimensioned plans. Amended plans showing the details requested by the LHA are awaited.

Drainage

68. Conditions attached to the outline permission state that no development shall commence until a phased scheme of foul and surface water drainage has been approved by the Local Planning Authority and constructed. Discussions between the applicants and the relevant parties (Environment Agency, Council's Drainage Manager, Middle Level Commissioners and the Longstanton Residents for Dry Homes Group) have concluded in the agreement of a surface water drainage strategy. This strategy does not impact upon the layout of this reserved matters application but is to be taken forward by virtue of the application referred to in Paragraph 14 above.
69. Although the capacity does not yet exist in the foul water drainage system to cater for development in excess of some 100 dwellings, condition 23 of the outline planning permission precludes development being occupied until the necessary improvements to the infrastructure have been completed. These comprise an upgrade to the existing pumping station, which will then pump all the sewage to Utton Drove Sewerage Treatment Works via a new rising main.
70. All necessary conditions are already imposed on the outline planning permission. No further drainage-related conditions are necessary or appropriate at this reserved matters stage. Therefore, there is no reason to withhold approval of reserved matters on this ground alone.

Other Matters

71. A condition of the outline planning permission requires the provision of fire hydrants.

Recommendation

72. I shall report progress on the submission of amended drawings but I anticipate being in a position to recommend delegated approval of details of siting, design and means of access for the erection of 87 dwellings and ancillary works subject to a condition requiring provision of off-site traffic calming measures and the revisions to design and layout and subject to further consultations and appropriate safeguarding conditions. If the application is not satisfactorily amended, I would recommend refusal.

Background Papers:

- Reserved Matters Application File Ref S/0625/06/RM and application files referred to in the 'History' section of this report.
- Cambridgeshire and Peterborough Structure Plan 2003
- South Cambridgeshire Local Plan 2004
- Development Brief for Home Farm, Longstanton 1998

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SOUTH CAMBRIDGESHIRE DISTRICT COUNCIL

REPORT TO: Development and Conservation Control Committee7th June 2006**AUTHOR/S:** Director of Development Services

**S/0669/06/O - Melbourn
Dwelling, Adjacent 8 Portway for Mr D J Thomas**

**Recommendation: Approval
Date for Determination: 31st May 2006**

Site and Proposal

1. Portway is a cul-de-sac on the north eastern edge of Melbourn, within the village framework. Entering the street from Cambridge Road there are five pairs of semi-detached houses, facing each other on both sides of the street. The houses, numbers 1-10 Portway with numbers 17-26 opposite, are laid out with wide gardens at the side, giving a low density feel to the street. The houses were built as local authority dwellings, and are all similar in design. However, the uniformity of some of the dwellings has been changed through extensions and alterations.
2. Planning permission has been granted for large side extensions at numbers 3, 7, 20, 21 Portway, and there are smaller scale extensions on other houses in the street. Thus the uniformity of the design of the cul-de-sac has been changed over the years.
3. The outline planning application, received on 5th April 2006, proposes the erection of one dwelling on land adjacent 8 Portway. Details of siting, design, means of access and landscaping are not being considered as part of this application. The site is 0.0225 ha. in area and has a frontage of 8.2 metres. The density equates to 44 dwellings per hectare.

Planning History

4. **S/0648/00/O** - Outline application for the erection of one dwelling on land adjacent 8 Portway. This application was refused on 9th May 2000 for the following reason:
 1. The proposed development would be unacceptable because it would represent the overdevelopment of the site, having a visually cramped appearance in the street scene, out of character with the spacious nature of development in Portway, and detrimental to the visual amenities of the area. The proposed development would therefore be contrary to Adopted South Cambridgeshire Local Plan 1993 Policy H15 which requires such development to be sympathetic to the character and amenities of the locality.
5. An appeal was then dismissed on 14th February 2001.
6. Land adjacent number 4 Portway has been granted permission for one dwelling following an appeal decision on 16th February 2006. (Ref **S/1484/05/O**).

Planning Policy

Cambridgeshire and Peterborough Structure Plan 2003

7. **Policy P1/3** states that a high standard and design for all new development will be required which creates a compact form of development through the promotion of higher densities, and provides a sense of place that responds to the local character of the built environment, and pays attention to the detail of forms, massing, textures, colours and landscaping.

South Cambridgeshire Local Plan 2004

8. **Policy SE2** states that as Melbourn is a Rural Growth Settlement, residential development and redevelopment will be permitted on unallocated land within village frameworks provided that the retention of the site in its present form is not essential to the character of the village; the development would be sensitive to the character of the village and the amenities of neighbours; the village has the necessary infrastructure capacity, and residential development does not conflict with another policy of the Plan. Development should provide an appropriate mix of dwellings in terms of size, type and affordability and should achieve a maximum density of 30 dph unless there are strong design grounds for not doing so.
9. **Policy SE8** notes that there will be a general presumption in favour of residential development within village frameworks. Residential development outside these frameworks will not be permitted.
10. **Policy HG10** explains that residential developments will be required to contain a mix of units providing accommodation in a range of types, sizes and affordability, making the best use of the site and promoting a sense of community which reflects local needs. The design and layout of schemes should be informed by the wider character and context of the local townscape and landscape. Schemes should also achieve high quality design and distinctiveness, avoiding inflexible standards and promoting energy efficiency.

Consultation

11. **Melbourn Parish Council** - Recommends refusal of the application, stating that development would be overdevelopment of the site, and road safety concerns (no footpaths etc).
12. **Chief Environmental Health Officer** - Concerned there could be problems arising from noise during the period of construction. He suggests two conditions in order to minimise the effects of the development to nearby residents and occupiers (one is more appropriate as an informative).

Representations

13. None received.

Planning Comments – Key Issues

14. Given the presumption in favour of residential development within the village framework, the deciding factor is whether development on the site would reflect the character of the local townscape.

Appeal Decision on the Application Site

15. A proposal was submitted to the Council for one dwelling on the application site in 2000, which was refused. An appeal was subsequently dismissed as the Inspector considered that the effect of the proposal would introduce a discordant type of development into Portway. In particular, he was concerned that the proportions of the house would contrast with the existing house and that it would appear cramped because it occupied the entire width of the plot.

Recent Appeal Decision

16. The siting and means of access for one new dwelling on land adjacent number 4 Portway was granted approval on 16th February 2006 following an appeal. The Inspector states in his decision letter that due to the extensions that have taken place to dwellings along Portway, that “these have considerably diminished the most distinctive part of the character of Portway as originally conceived and built... the uniformity of the design has also been changed”.
17. The decision letter comments that “Although all the houses in Portway are semi-detached I can see nothing intrinsically wrong with introducing a small detached house into the street scene. My main concern would be the visual impact caused by closing the gap between numbers 4 and 5 Portway. However, the original wide and regular spacing between the houses along Portway has already been significantly altered by the large side extensions built and under construction. These extensions reflect the adaptation of the houses to current needs and a small detached house would add further to the mix of property available”.
18. In this decision letter, the Inspector makes reference to the appeal which was made in 2000, and concludes that the extensions that have been built down Portway since 2000 have introduced such variety into the street scene that previous concerns now carry little weight. It was his view that the extensions have introduced variety in the building line and street scene, and the house that was proposed on land adjacent number 4 Portway would “continue this theme in a different, but not unreasonable way”.

Design, Siting, Means of Access and Landscaping

19. The planning application is in outline form only, therefore issues of the design of the proposed dwelling and its siting are reserved for a later stage. However, it is considered that the development would not have a significantly detrimental effect on the character and appearance of the street scene along Portway and that these remaining issues can be negotiated and agreed upon if an approval for one dwelling on the site is granted.
20. On either side of the application site there would remain gaps of approximately 6m and 2.5m to the end walls of houses at Nos. 9 and 8 Portway, respectively.
21. Although there are no footways in Portway, the carriageway is of sufficient width (approx 5.5m) to accommodate vehicles and pedestrians from the 24 existing dwellings, together with the proposed and approved dwelling. Neither Inspector in the above-mentioned appeal cases considered highway safety to be a problem.

Conclusions

22. There is a significant history of planning applications made for dwellings along Portway. The most recent appeal decision letter granted approval for one dwelling on land

adjacent 4 Portway, and, with the comments made by the Inspector in mind, I do not consider there are reasons to resist the current application for one dwelling.

23. I consider, therefore, that the proposal complies with Policies SE2 and HG10 of the Local Plan 2004.

Recommendation

24. Approval subject to conditions

1. Standard Condition B – Time limited permission (Reason B);
2. Sc1- Details to be submitted of Reserved Matters (Reason - The application is for outline permission only and gives insufficient details of the proposed scheme);
3. Sc52 – Implementation of landscaping (Rc52);
4. Sc60 – Details of boundary treatment (Rc60);
5. Restriction of hours of use of power operated machinery during the period of construction (RC26).

Informatives

1. During construction there shall be no bonfires or burning of waste on site except with the prior permission of the Environmental Health Officer in accordance with best practice and existing waste management legislation.
2. A statement of the method for construction of these foundations shall be submitted to and agreed by the District Environmental Health Officer so that noise and vibration can be controlled.

Reasons for Approval

1. The development is considered generally to accord with the Development Plan and particularly the following policies:
 - **Cambridgeshire and Peterborough Structure Plan 2003:**
P1/3 (Sustainable Design in Built Development)
 - **South Cambridgeshire Local Plan 2004:**
SE2 (Development in Rural Growth Settlements), **SE8** (Village Frameworks), and **HG10** (Housing Mix and Design)
2. The development is not considered to be significantly detrimental to the following material planning considerations which have been raised during the consultation exercise:
 - Character of the area
 - Road safety

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

- South Cambridgeshire Local Plan 2004
- Cambridgeshire and Peterborough Structure Plan 2003
- Planning Application files ref: S/0669/06/O, S/0648/00/O and S/1484/05/O

Contact Officer: Area Team 4

SOUTH CAMBRIDGESHIRE DISTRICT COUNCIL

REPORT TO: Development and Conservation Control Committee7th June 2006**AUTHOR/S:** Director of Development Services

S/0727/06/F – Melbourn**Demolition and New Build of 35 Extra Care Flats, 5 One Bedroom Flats, 6 Two Bedroom Flats and 8 Three Bedroom Houses, Moorlands Residential Home, The Moor, for Cambridge Housing Society****Recommendation: Delegated Approval****Date for Determination: 12th July 2006 (Major Application)****Site and Proposal**

1. Moorlands Residential Home is located on a 0.67 ha site to the east of The Moor, Melbourn, opposite the Village College. The site currently comprises two main buildings, the main residential block and a day care unit, set within well-landscaped grounds.
2. To the north the site abuts an unmade roadway leading to a pumping station beyond which is a recreation ground. To the south of the site is an industrial building fronting The Moor behind which there is a recently completed block of flats
3. To the east the site abuts the rear gardens of bungalows in Dickasons. These properties are set on land which is slightly higher than the main part of The Moorlands site.
4. This full application, registered on 12th April 2006, proposes the demolition of the existing buildings on the site (this element is to be phased) and the erection of a 35 flat very sheltered residential home, 5 one bedroom flats, 6 two bedroom flats, and 8 three bedroom houses.
5. The 35-bedroom residential home comprises a mainly three storey building, rising to a maximum ridge height of 11.5m. The elevation to The Moor is designed with a two storey eaves with roofs in the roof. The building extends directly behind three of the existing bungalows in Dickasons for a length of 38m and the distance between it and the boundary varies between 15m and 16m. Any first floor windows facing properties in Dickasons are a minimum of 17m from the boundary and any second floor windows are a minimum of 24.5m from that boundary. There is some existing screening on the east boundary of the site although views into the site from the rear gardens of properties on Dickasons are still obtained.
6. The main building is in a 'U' shape and whilst requiring the existing day centre building to be demolished, it wraps around the existing residential building, allowing it to be retained whilst the new building is constructed. Several trees are to be removed including a mature Walnut tree, Lime tree and a Silver Birch on the site frontage.
7. The main building is set a minimum distance of 4m from the front of the site.

8. Fronting The Moor, to the north of the proposed entrance road which serves all properties, is a proposed three storey 'L' shaped building containing the 5 one bed flats and the 6 two bed flats. This building has a two storey eaves with rooms in the roof and a ridge height of 10m. Behind this building is proposed a terrace of 4 three bed houses, with a ridge height of 8.7m. Again this building has a two storey eaves height with rooms in the roof. There is a similar block of 4 three bed houses at the rear of the site, which are a minimum of 15m from the rear boundary of the site with Dickasons.
9. A total of 39 car parking spaces are provided. 26 of these spaces appear to be for the private dwellings and 13 for the residential care home, although a supporting statement gives figures of 28 and 11 spaces respectively.
10. Materials proposed are brick and render with concrete tiles.
11. The scheme is developed at a density of 85dph.
12. The application is accompanied by the following information; a Design Statement, Tree Survey Report, Radar Speed Survey, Client Extra Care Statement, Consultation Report, Confirmation of Funding and, information of discussions on the Award drain. These documents can be viewed as part of the background papers and will be available for inspection at the meeting.

Planning History

13. Members may recall refusing an application (**Ref: S/1114/05/F**) for a similar scale of redevelopment of the site at the August 2005 meeting (Item 18) for the following reason:
14. "The proposed development is unacceptable as the quality of the proposed design is not in keeping with surrounding properties in terms of its form and scale and that the boundary treatment fails to provide a high standard of visual amenity, resulting in the proposed scheme having an unacceptable visual impact in the street scene and a development which is not sensitive the character of the village. For that reason the proposal is contrary to the aims of Policies SE2 and HG9 of the South Cambridgeshire Local Plan 2004 and Policy P1.3 of the Cambridgeshire and Peterborough Structure Plan 2003."
15. Prior to that an application was refused at the February 2005 meeting (**Ref S/2305/04/F**) following a site visit by Members on the grounds of the impact of the proposed building on the occupiers of properties in Dickasons, inappropriate design and the loss of the existing day care facility.

Planning Policy

16. **Policy SE2** of the South Cambridgeshire Local Plan 2004 ("The Local Plan") designates Melbourn as a Rural Growth Settlement where residential development and redevelopment will be permitted on site within village frameworks provided that:
 - (a) the retention of the site in its present form is not essential to the character of the village;
 - (b) the development would be sensitive to the character of the village, local features of landscape or ecological importance, and the amenities of neighbours;
 - (c) the village has the necessary infrastructure capacity; and

- (d) residential development would not conflict with another policy of the Plan, particularly policy EM8
17. Development should provide an appropriate mix of dwellings in terms of size, type and affordability and should achieve a minimum density of 30 dph unless there are strong design grounds for not doing so.
18. **Policy HG7** of the Local Plan sets out the District Councils policy in respect of affordable housing on sites within village frameworks. In villages such as Melbourn, where the population is in excess of 3000, such provision should represent up to 30% of the total number of dwellings in schemes of more than 10 dwellings for which planning permission may be given, dependant upon the level of clearly identified local need, although higher or lower percentages may be agreed in the light of such factors as proximity to local services; access to public transport; the particular costs associated with the development; and whether or not the provision of affordable housing would prejudice other planning objectives warranting greater priority in the particular case.
19. **Policy HG9** of the Local Plan states that the development of residential care homes within village frameworks will be permitted where:
- (a) the quality of design is in keeping with surrounding properties and landscape in terms of scale, form, layout and materials;
 - (b) boundary treatment provides privacy and a high standard of visual amenity;
 - (c) the privacy and amenity of neighbouring properties is protected;
 - (d) there is safe and convenient access for vehicles, cycles and pedestrians;
 - (e) parking facilities are in accordance with District Council standards: and
 - (f) there is access to an adequate level of services to meet the need of the development.
20. **Policy CS9** of the Local Plan states that the District Council will refuse planning permissions for proposals which would result in the loss of a village service, where such loss would cause a significant reduction in the level of community or service provision in the locality.

Consultation

21. **Melbourn Parish Council** recommends refusal. "The legend and indicated parking spaces on the plan differ by 2 spaces i.e. 2 short. Concern about loss of garden space for residents, both visual and practical."
22. The **Chief Environmental Health Officer** requests a condition restricting the hours of operation of power driven machinery during the construction process. Informatives should be attached to any consent regarding the use of driven pile foundations, the use of bonfires or burning of waste and the need for a Demolition Notice.
23. The **Environment Agency** offers standing advice in respect of surface water drainage and recommends that the Councils' Drainage Manager is consulted in respect of surface water drainage
24. The **Council's Drainage Manager** stated in respect of the previous application that the Council is responsible for the award drain immediately downstream of the site. As the proposal represents an increase in the impermeable area of the site, the applicant should produce a flood risk assessment that will outline the impact on the award. Proposals for the disposal of surface water from the site should then be agreed with the Council's Drainage Manager. These discussions have now taken

place and the Drainage Manager has no additional comments to make in respect of the current application but points out that the contribution agreed with the applicants' agent is £9000.

25. The **Cambridgeshire Fire and Rescue Service** requests that adequate provision is made for fire hydrants.
26. The comments of the **Trees and Landscapes Officer** will be reported verbally. Previously he objected to the loss of the Walnut tree and noted that, whilst a Lime tree was shown for retention it would also be compromised by the proposal and an objection was raised. The current proposal requires the removal of both the Walnut and Lime tree along with a Silver Birch at the front of the site.
27. The **County Archaeologist** recommends that the site be subject to a programme of archaeological investigation, which can be secured through the inclusion of a negative condition.
28. The **Local Highways Authority** has no objection subject to conditions, although it states that it trusts that a suitable number of parking spaces are to be provided to meet the Council's standards. On-street parking should not occur as a result of insufficient number of spaces on site.
29. The comments of the **Development Manager** will be reported at the meeting. The application and housing mix has previously been supported.
30. The comments of the **Conservation and Design Officer** will be reported to the meeting.

Representations

31. None received at the time of writing the report.

Planning Comments – Key Issues

32. The site is within the village framework and therefore the principle of redevelopment is acceptable. The key issues to be considered are whether the application addresses the previous reason for refusal, in particular whether the development would be sensitive to the character of the village, local features of landscape or ecological importance. In addition it is necessary to consider the impact of development on the amenities of neighbours, whether safe and satisfactory access and parking can be provided, and whether the proposal conforms to Local Plan PolicyHG7 in respect of affordable housing. In addition the applicant should be able to demonstrate that the proposal does not result in the loss of a village service, where such loss would cause a significant reduction in the level of community or service provision in the locality.
33. In respect of the design of the scheme Members have previously expressed the view that a more traditional approach should be taken that was more appropriate to a village location. The views of the Conservation and Design Officer were sought on the current scheme prior to its submission as a formal application and his views on the application will be reported to the meeting. I am of the view that the design approach goes a long way to addressing previous concerns. Although the main care home building is, out of necessity, still located close to the front of the site the eaves height is now two storey, with the full height of 11.5m being set back 14 metres from The Moor.

34. The private housing follows a similar design approach to the main building in terms of materials and two storey eaves height.
35. I have queried the parking figures referred to in the accompanying statement. In my view the scheme should provide an average of 1.5 spaces per private dwelling. 11 spaces are adequate to meet the requirements of the care home.
36. In terms of the impact of the development on the amenity of neighbours I am satisfied that the revised proposal continues to address concerns expressed at the time of the original application regarding the impact of the proposed building on existing properties in Dickasons. The gardens of these bungalows are relatively shallow, ranging from 8-13 metres. The proposed care home will be a minimum of 15 metres from the boundary of properties in Dickasons. The rear elevation is in part single storey where it abuts the shallower of the gardens in Dickasons, and at this point the three storey section of the proposed buildings is 22 metres from the rear boundary. The proposed private housing in the north east section of the site is a minimum of 15m metres from the rear boundary.
37. The existing building is located in attractive landscaped grounds, particularly at the southern end. In designing a new building for the site the applicant is constrained by the need to retain the existing residential home building while the new one is being constructed and this has always dictated the basic footprint of the main building. Following the original concerns about the impact of the building on adjoining properties in Dickasons the main building, in addition to the design changes, has been moved forward on the site. This has necessitated the removal of both a very good quality walnut tree and lime tree, along with other trees within the site. The Trees and Landscapes Officer has objected to the loss of these trees in the previous applications and I anticipate that similar views will be expressed on the current proposal.
38. A replacement day care facility is to be provided within the new building.
39. Previously the Development Manager has confirmed that the scheme has been the subject of lengthy discussions and negotiations with the applicant and that the mix of housing is appropriate. It has also been confirmed that the private housing is required to fund the scheme and that any affordable element of the development is contained within the residential care units rather than the private housing.
40. In coming to a decision on this application Members will have to have regard to the desirability of providing the 35 bed extra care home and associated housing against the impact on the locality. Although the loss of important trees within the site is regrettable Members have previously been of the view that this did not in itself warrant refusal of the application.
41. Subject to any comments of the Conservation and Design Officer and clarification of the car parking arrangements I am now in a position to recommend approval of the application.

Recommendation

42. That subject to any comment of the Conservation and Design Officer and the satisfactory resolution of car parking issues, consent is granted subject to safeguarding conditions.

Informatives

Reasons for Approval

1. The development is considered generally to accord with the Development Plan and particularly the following policies:
 - **South Cambridgeshire Local Plan 2004: SE2, HG7, HG9 and CS9**
2. The development is not considered to be significantly detrimental to the following material planning considerations which have been raised during the consultation exercise:
 - Car parking provision
 - Visual impact on the locality

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

- South Cambridgeshire Local Plan 2004
- Cambridgeshire and Peterborough Structure Plan 2003
- Planning File Refs: S/0727/06/F; S/1114/05/F & S/2305/04/F

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SOUTH CAMBRIDGESHIRE DISTRICT COUNCIL

REPORT TO: Development and Conservation Control Committee7th June 2006**AUTHOR/S:** Director of Development Services

S/0498/06/F – Meldreth**Extension To Residential Care Home, Maycroft Residential Care Home, 73 High Street
For Aermid Health Care Ltd****Recommendation: Refusal****Date for Determination: 9th June 2006 (Major Application)****Conservation Area****Site and Proposal**

1. Maycroft Residential Care Home is located on the west side of High Street in well-landscaped grounds. The original building is Grade II Listed but has been extended in a utilitarian manner during the 1980's on its northern side. Access is from High Street, with car parking to the front of the building.
2. To the north of the site is a detached house, No 79 High Street, and its rear garden, which is overlooked by a bank of first floor windows in the existing rear extension of Maycroft. A large area of land to the west of the site is also in the ownership of No79 High Street and the area immediately to the west of the proposed building is currently used as a 'secret garden'.
3. To the south and opposite the site are residential properties.
4. This full application, registered on 10th March 2006 proposes extensions to provide an additional 26 bedrooms in a two storey element added on to the west end of the existing two storey rear extension and two single storey extensions on the south side of the existing extension to provide dayrooms/dining area, with a glazed link and courtyard gardens.
5. The proposed two-storey extension has a hipped roof with a ridge height of 8.6m, compared to 7.6m for the existing extension. It extends the depth of the existing rear extension by a further 21m taking it to within 5m of the west boundary to the site. The proposed extension will bring the building to within 3m of the northern boundary of the site with No 79 High Street, 4m closer than the existing building.
6. There are first floor windows in the north elevation of the proposed extension serving a bedroom, an en-suite and corridor area. There are six first floor bedroom windows in the west elevation of the building.
7. Materials proposed are facing brick with coloured render and natural slate roofs.
8. Existing trees in the north west corner of the site will be removed along with a mature Yew tree, which is within 2m of the north flank of the extension.

9. It is proposed to extend the existing car parking area at the front of the site to provide a total of 16 spaces. This arrangement involves new car parking in close proximity to a mature Horse Chestnut tree.
10. The majority of the site is within the village framework, the Conservation Area and a Protected Village Amenity Area

Planning History

11. Planning consent was granted in July 2002 for extensions to the existing care home to provide an additional 15 bedrooms (**Ref: S/0425/02/F**). That consent has not been implemented.

Planning Policy

12. **Policy HG9** of the South Cambridgeshire Local Plan 2004 ("The Local Plan") states that the development of residential care homes through conversion or extension of existing facilities within or outside villages, or new build within villages will be permitted where:
 - (1) the quality of design is in keeping with surrounding properties and landscape in terms of scale, form, layout and materials;
 - (2) boundary treatment provides privacy and a high standard of visual amenity;
 - (3) the privacy and amenity of neighbouring properties is protected;
 - (4) there is safe and convenient access for vehicles, cycles and pedestrians;
 - (5) parking facilities are in accordance with District Council standards: and
 - (6) there is access to an adequate level of services to meet the need of the development.
13. **Policy SE9** of the Local Plan states that development on the edges of villages should be sympathetically designed and landscaped to minimise the impact of development on the countryside.
14. **Policy SE10** of The Local Plan states that Protected Village Amenity Areas (PVAA) are defined within village framework boundaries in order to identify land, the retention of which is of importance to the character, amenity and/or functioning of the village as a whole. Development of such areas will not be permitted if it would be harmful to the distinctive qualities and functioning lying behind their inclusion in the PVAA.
15. **Policy EN20** of the Local Plan states that the District Council will refuse planning permission for extensions to Listed Buildings which:
 - (1) are not necessary to ensure the continuing use of the building;
 - (2) would dominate or detract from the Listed Building in scale, form, massing or appearance;
 - (3) would imply the loss of building fabric of architectural or historic interest;
 - (4) would damage archaeological remains of importance; or
 - (5) would harm the well-being or setting of adjacent Listed Buildings.
16. **Policy EN28** of the Local Plan states that where it appears that proposals would affect the curtilage or wider setting of a Listed Building, the District Council will refuse applications which:
 - (1) would dominate the Listed Building or its curtilage buildings in scale, form, massing or appearance;

- (2) would damage the setting, well-being or attractiveness of a Listed Building;
 - (3) would harm the visual relationship between the buildings and its formal or natural landscape surroundings;
 - (4) Would damage archaeological remains of importance unless some exceptional, overriding need can be demonstrated, in which case conditions may be applied to protect particular features or aspects of the building and its setting.
17. **Policy EN30** of the Local Plan requires that applications for development in Conservation Areas should preserve or enhance the character of those areas.
18. **Policy EN5** of the Local Plan requires trees, hedges and woodland and other natural features to be retained wherever possible in proposals for new development.
19. **Policy P7/6** of the Cambridgeshire and Peterborough Structure Plan 2003 seeks to protect the historic built environment.

Consultation

20. **Meldreth Parish Council** recommends approval. "In principle Meldreth Parish Council has no objection to this application but it is concerned with the proposed height of the roofline."
21. The **Conservation Manager** comments that the scheme is larger than that previously approved as it includes additional rooms, sitting/dining rooms and enclosed courtyard gardens. However the design and form is considered to be an improvement on the earlier scheme and includes better detailing. The setting of the listed building has been compromised to a certain extent by the existing buildings and although the proposed extension would be more prominent as it would extend forwards, towards the listed building, the impact on the setting is not considered to be significant. The addition of the single storey pavilions on the south elevation adds interest to the existing building and the courtyard garden to the north of the listed building will provide a degree of separation thereby retaining its integrity as a building of special architectural or historic interest.
22. The extension will not be visible from the street and is considered to preserve the special character and appearance of the Conservation Area.
- Approval is recommended.
23. The **Trees and Landscapes Officer** comments that the proposed development would lead to the loss of one mature yew tree and compromises a semi-mature maple. The footprint of the building should either be reduced or moved. Consideration should be given to serving a Tree Preservation Order on the compromised trees. The Horse Chestnut at the entrance is subject to a TPO and the proposed car park would compromise the existing rooting zone. As no details of the proposed means of construction in this area have been submitted objections are raised on that ground to any works in that area.
24. The **Chief Environmental Health Officer** requests a condition restricting the hours of operation of power operated machinery during the period of construction.
25. The **Local Highway Authority** trusts that the number of parking spaces to be provided meets the appropriate standard. The existing access in terms of width and vehicle to vehicle visibility is considered acceptable. However, it is strongly

recommended that pedestrian visibility splays of 2.0m x 2.0m be provided each side of the access.

Representations

26. A letter has been received from the occupiers of 79 High Street, to the north of the site, pointing out that whilst they are not against an extension in principle, there are strong objections to the current proposal
27. The size and orientation of the extension compared to the existing building are a major issue as it is immediately adjacent to the common fenced boundary with No 79. The property is currently overlooked by the existing home, which is something that is outside any control, but to further extend the property, bringing it to within 3 metres of the boundary, with additional window openings, and to remove the only remaining tree planting is not acceptable and is detrimental to amenities that are currently enjoyed.
28. The proposed extension will effectively mean that the entire 1.4ha of land associated with No 79 will now be overlooked, to the north, west and east and in particular the small enclosure just beyond the rear boundary fence which is frequently used in the summer. All privacy will be lost as several windows will face that area. This area also contains specialist trees, which are likely to suffer loss of sunlight due to the infill of open space to the south and increase of some 2 metres in height of the extension over the existing building.
29. Given that the existing building sits within a very large plot it is not understood why the proposed building is so close to the boundary of No 79, especially given the height of it and that in adding the extension a distance in excess of a hundred yards next to it will be spanned by the home.
30. Why is the proposed building 2 metres higher than the existing wing, making it more prominent and dominant in a position where there is a planning policy to protect the countryside boundary and views of the countryside? Surely the further away from the linear street frontage the lower the building should be, not taller.
31. Is the proposed car parking adequate for the additional vehicles that will be generated by an additional 26 bedrooms?
32. There appears to be significant tree loss as a result of the proposed work without suggested replacement. This will result in the loss of a natural screen and both properties are in a 'tree conservation area'.
33. A planning application is about to be submitted for a new dwelling at the rear of No 79 and the current scheme for the nursing home will seriously impact on these proposals.
34. It is suggested that if the proposed extension were to follow the line of the existing building with a lower ridge height and within the scheme there was a landscaping belt proposed to the boundaries between the properties, then it may be more acceptable.

Applicant's Representations

35. In a letter accompanying the application it is stated that May Croft is registered for 25 residents and the applicant wishes to expand the home to help address the significant shortfall in available care home accommodation for the frail elderly.

36. Functionally the design of the new extension and day rooms has to meet National Minimum Standards, which are administered by the commission for Social Care Inspection and which is the regulatory body with whom the home is registered and who inspect care homes to ensure that the various standards are maintained. With regard to the physical standards, they include minimum usable floor areas for new bedrooms, a requirement that all bedrooms are for single occupancy, that they have en-suite lavatories, that a certain ratio of assisted bathroom to bedrooms is achieved. All of these requirements are reflected in the design for the extension and the extended day room provision.
37. In altering the existing care home wing, which it is understood was built before the original house was listed, the applicant has sought to minimise the loss of existing bedrooms and the main entrance has been improved so that it will be DDA compliant, as well as ending the present unsatisfactory arrangement of the entrance being directly into the main day room. This is undignified for the residents as they have no privacy from visitors. The total number of residents in the enlarged care home will be 50, 26 in the new extension and 24 in the original wing.
38. There is already a current planning consent to extend and alter the care home, but that would have been uneconomic to implement, involving significant and disruptive building work for a small gain in the number of bedrooms. However, as with that consent, the new proposals have been designed to minimise the impact upon the existing mature and extensive gardens, to retain significant trees and to take account of the relationship between the new extension and the original listed house. All aspects of the design have been developed in consultation with both planning and conservation officers.
39. An application for Listed Building consent has also been submitted because the existing care home wing and thus the proposed extensions are attached to the original house. However no work is proposed to the house itself. It is understood that the house is presently used for administration of the care home and to provide accommodation for occasional overnight stays by staff or visiting relatives and that use will continue.
40. With regard to car parking the drawings show that the required number of spaces can be provided within the site curtilage without impacting upon the significant tree at the site entrance. From experience of the design of such facilities it is felt that the number of vehicle movements that can be expected will differ very slightly between the present and proposed care homes. It is self evident that the residents cannot use cars.
41. An additional statement from the applicant setting out the general need for the extension is attached as Appendix 1.

Planning Comments – Key Issues

42. The key issues to be considered with this application are whether the proposal complies with Policy HG9 of the Local Plan (in particular in respect of the impact on the privacy and amenity of adjacent residents, car parking, and the quality of design), the impact on the existing Listed Building and character of the Conservation Area, the impact on the PVAA, the impact on existing trees within the site and, the impact on the adjoining countryside. In addition the applicant has stated that there is a general need for the extension of such facilities. In considering these issues it is relevant to have regard to the extant planning consent for an extension.

43. The only residential property to be directly affected by the proposed extension is No79 High Street, to the north of the site. The rear garden of that property is already severely overlooked by a bank of windows in the existing rear extension of Maycroft at both ground and first floor levels. The proposed extension will project for a further 21m and, as a result, the enlarged building will extend for almost the entire length of the garden of the adjacent house. The building does not however extend for a total length of 100m as referred to in the objector's letter
44. The north elevation of the proposed extension, which faces the rear garden of No 79 High Street contains significantly less windows than the previously approved scheme. It does however come closer to the boundary than the approved scheme and has a greater mass. The height increase of 1m from the existing rear extension (not 2m as stated in the objector's letter) is approximately the same as the previous consent. The current proposal however projects close to the rear boundary of the site and extends further to the south. In the west elevation there are seven first floor windows, 5 metres from the boundary, facing the additional 'secret garden' area of No 79 High street. In my view the proposed extension, by reason of its scale and proximity to the north and west boundaries of the site, will have an overbearing impact on the garden of No 79 High Street, and result in the loss of privacy to the 'secret garden' to the west of the site. I have however queried with the objector how long the area to the west of the site has been used as garden land. If the use of this land has been changed to garden land within the last 10 years, without the benefit of planning consent, I am of the view that less weight can be given to the impact of the building on this area of land.
45. The Conservation Manager supports the design approach adopted and is of the view that it offers improvements from the previously approved scheme in respect to the effect of the setting of the existing Listed Building. He is also of the view that the scheme preserves or enhances the character of the Conservation Area.
46. The footprint of the proposed extension will mostly be within the area designated as a PVAA in the Local Plan, however as there is already an extant consent for a substantial extension at the rear of the existing building, I do not consider that it would be reasonable to object to the current proposal in principle on these grounds. However it is relevant to consider any additional impact that the current proposal may have on the PVAA, with particular reference to the loss of trees, referred to below.
47. The proposed extension will result in the loss of existing planting in the north west corner of the site. Whilst the quality of the individual trees is not sufficient for the Trees and Landscapes Officer to object to their loss it is regrettable in that it further increases the visual impact of the proposed extension on the occupiers of No79 High Street. These trees were shown as being retained in the earlier approval.
48. The rear extension will result in the loss of a mature Yew tree and the Trees and Landscapes Officer has objected to its removal. A Tree Preservation Order is being prepared to protect this and other trees within the site. He is also concerned about the impact of this part of the scheme on a semi-mature Maple tree.
49. The revised car parking area at the front of the site includes additional hard surfacing for parking around the mature Horse Chestnut tree, which is the subject of a Tree Preservation Order. The Trees and Landscapes Officer objects to the potential impact of this additional parking area, particularly as no detail of the method of construction of the new parking area is provided.

50. I note the case put forward by the applicant in respect of the general need to provide additional facilities of this kind and the improvements to the layout of the existing building that will be made. It is my view however that the proposal as submitted is unacceptable in terms of the impact of the proposed building on the amenities of the occupiers of No 79 High Street, the loss of the Yew tree and potential impact of the additional car parking on the Horse Chestnut tree.
51. There is significant planting to the west of the site, on land outside the control of the applicant, which limits the visual impact of the proposed extension on the wider countryside.
52. To overcome these concerns the scale of the proposed extension is likely to have to be reduced significantly, affecting the number of additional rooms that can be provided.

Recommendation

53. That the application be refused on the grounds that the proposal as submitted is unacceptable in terms of the impact of the proposed building on the amenities of the occupiers of No 79 High Street, the loss of the Yew tree and potential impact of the additional car parking on the Horse Chestnut tree, contrary to Policies HG9 and EN5 of the South Cambridgeshire Local Plan 2004.

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

- South Cambridgeshire Local Plan 2004
- Cambridgeshire and Peterborough Structure Plan 2003
- Planning File Ref: S/0498/04/F & S/0425/02/F

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SOUTH CAMBRIDGESHIRE DISTRICT COUNCIL

REPORT TO: Development and Conservation Control Committee7th June 2006**AUTHOR/S:** Director of Development Services

**S/0600/06/F – Papworth Everard
New Ward, Outpatients Department and Staff Accommodation
for Papworth Hospital**

**Recommendation: Refusal
Determination Date: 26th June 2006 – (Major Application)**

Members of Committee will visit the site on Monday 5th June 2006.

Site and Proposal

1. The site for the extension building, which would be approximately 7.7m high at its highest point, lies centrally within the hospital complex in the position of the old Mortuary building which was demolished on 5th December 2005. It sits in an elevated position bounded to the south by the stable buildings to Papworth Hall, to the west by the existing single storey ward and temporary modular office accommodation, to the east by a single storey brick building housing the Trust's R + D administration and to the north by the main hospital spine road.
2. A number of trees currently lie within and close to the site some of which are statutorily protected with Tree Preservation Orders. The most significant of these is a Horse Chestnut which is not subject to a TPO for unknown reasons.
3. There is an approximate 1.5m difference in levels across the site from north to south with the northern access road and existing ward being the low point.
4. The full planning application, received 27th March 2006, proposes the erection of a new 10 bed ward to extend the existing ward building, a new outpatients department and staff offices at first floor level.
5. The application will necessitate the removal of the mature Horse Chestnut Tree.

Planning History

6. The Hospital site has a long planning history. Of relevance is a previous application ref. **S/0039/06/F** submitted in January 2006 proposing a similar extension. The principal differences were the external elevation detail and the internal layout although essentially the differences are minor. The application was withdrawn due to inadequate supplementary information and to enable further discussion prior to re-submission.

Planning Policy

7. **Policy P1/3** of the Cambridgeshire and Peterborough Structure Plan 2003 (the Structure Plan) states that a high standard of design and sustainability will be required for all new development which minimises the need to travel and reduces car dependency, provides an appropriate mix of land uses and accessible services and facilities, a safe and people friendly environment and manages access for the private car and other motor vehicles. In addition development is expected to provide a sense of place which responds to the local character of the built environment and conserves

important environmental assets of the site and designing for the needs of all sections of the community.

8. **Policy P6/1** of the Structure Plan – Development-related Provision “Development will only be permitted where the additional infrastructure and community requirements generated by the proposals can be secured, which may be by condition or legal agreement or undertaking...”
9. **Policy P7/6** of the Structure Plan – Historic Built Environment “Local Planning Authorities will protect and enhance the quality and distinctiveness of the historic built environment.”
10. **Policy EN5** of the South Cambridgeshire Local Plan 2004 (The Local Plan) requires trees, hedges, woodland and other natural features to be retained wherever possible in proposals for new development.
11. **Policy EN6** of the Local Plan – Tree Preservation Orders and Hedgerow Retention Notices. “The District Council will make orders and notices to protect trees and hedges where it considers that they contribute to local amenity or have visual or historical significance.”
12. **Policy EN28** of the Local Plan – Development within the Curtilage or Setting of a Listed Building. This policy states (in part) that proposals will be refused which would damage the setting, well-being or attractiveness of a Listed Building or would harm the visual relationship between the buildings and its formal or natural landscape surroundings.
13. **Policy EM7** of the Local Plan – Expansion of existing firms at villages. This policy supports expansion provided that (in part) there would be no adverse impact on residential amenity, traffic conditions, village character and other environmental factors.

Paragraph 5.39 states (in part) that development will not be permitted where it would cause problems with traffic or other damage to the environment.

Consultation

14. **Papworth Everard Parish Council**
Makes no recommendation. It comments:

“Current situation/background

The hospital site in the centre of the village is covered by a number of mostly ageing brick and mortar buildings of varying sizes that have been constructed throughout the past 70+ years, together with a variety of smaller terrapins and temporary structures that are used to provide ancillary services. There is little of any architectural value.

It is our understanding that as the hospital plans to relocate to the Addenbrooke's site in 5-6 years time, and that they will be required to recover the capital cost of this new investment within that time frame, the expenditure on the construction needs to be kept to a minimum. For both business and medical reasons the hospital wishes to get this new unit completed and in service in the shortest time possible.

Hence, presumably, the functional design with its visually flat roof, blank elevations, and the colour and prefabricated nature of the external metal cladding, all of which would be alien to this site.

The Grade II* listed Papworth Hall lies immediately to the South of the proposed construction site.

Policy

15. The 2004 Local Plan supports the principle of approving the limited expansion of existing firms in villages on brown field sites. There is no specific mention of service organisations though there is an indication of some general approval for organisations of regional or national importance.
16. There appears to be no specific guidance on the impact or appearance of any associated buildings.

Recommendation

17. Papworth Everard Parish Council is not opposed to the principle of adding this new ward, and is in sympathy with the case for doing so, but is unable to positively support this application.
18. Under less constrained circumstances we would have no hesitation in recommending refusal of the application, as its design and finish are incongruous in this location.
19. If approval were to be granted for this new building, the applicant has stated that structurally it will have a 75-year lifespan. When the planned move of the hospital goes ahead in 5-6 years time the new site owners are likely to demolish many if not all of the aged brick buildings on the site, but there appears to be no reason why they should not choose to retain this structurally sound new building provided an economic and viable use can be found for it.
20. In this situation we would have been willing to recommend approval of this application if it

Either

- (i) Blended better with its surroundings i.e. was faced with bricks and mortar and had a pitched roof.

or

- (ii) There was some legally enforceable guarantee that it would be demolished if the hospital vacates the site *and* the then Parish Council members do not accept that it should be retained”.

21. **Conservation Manager**

“Location: The site is located adjacent to the Grade II* Listed Building of Papworth Hall. The Hall is located south of the site and the parkland grounds are allocated as ‘Protected Village Amenity’ within the Local Plan. The site is outside of the amenity area.

Considerations:

1. Impact on the setting of Papworth Hall and its parkland grounds.

The existing hospital complex is a mix of twentieth century buildings – the main three storey building to the western part of the site is the highest element with a series of one and two storey buildings behind this ,including a number of temporary cabin structures which would be retained and linked onto this proposal with a brick faced link.

The proposals are to extend the existing main ward by means of a two storey extension – on the site of the old mortuary. The mortuary building although not considered to be of Listable quality is never the less part of the history of the site and it is recommended that a condition be applied to seek the photographic recording of the building prior to its demolition.

The proposals will be within the building complex of the existing hospital complex rather than on a green field site – there will therefore be no loss of the parkland around the Hall.

The main consideration from a Conservation perspective is the potential impact on the setting of the Hall:

- (a) The creation of a hospital on the adjacent site now dominates the northern aspect of the Hall – the question is whether this extension will cause any significant harm over and above the current relationship.
- (b) The site is set down slope from the Hall and thus the imposition of a two storey element is not considered to dominate the setting visually.
- (c) The buildings will be located over 50 metres from the Hall – with the existing car park area and some other single storey buildings being retained between the two. This side of the Hall has been altered by the provision of a two storey extension.
- (d) The proposal is therefore on the side of the Hall where it will have least impact and will not have any detrimental impact on the visual relationship between the Hall and its landscape setting and the hospital complex.
- (e) The design of the structure is a modern modular flat roofed structure not of any architectural quality. It will appear as a modern intervention against the older parts of the hospital and the Hall its self. The main concern focuses on the choice of a plastic coated coloured cladding system and a large range of flat roofed buildings which will contrast significantly against the brickwork of the other existing hospital buildings which have pitched clay tile roof and red brick exteriors. It is considered that this would appear as an alien material on the site and not harmonise with the existing predominantly brick buildings of the hospital complex – the Hall itself being rendered. It is suggested that discussions take place over the choice of materials to see if a more appropriate cladding system can be proposed .
- (f) There are a number of important trees within the hospital site which help to soften the site and screen the site from the Hall. It is considered to be important to retain these as far as possible and any loss should be mitigated by replacement planting. The view of the Councils Tree's and landscape officer should be sought on this issue.
- (g) This part of the site has already been developed so the works are not considered to harm the archaeological interest of the site.

Conclusion: Generally the provisions of Policy EN28 have been complied with. The proposed two storey scale of building is not considered to dominate the Hall. The topography means that the Hall remains the dominant building of the complex.

However the materials will contrast significantly with the predominantly brick build hospital. Rather than a plastic coated system it is suggested that discussions take place to secure an alternative cladding system less alien to the site.

The flat roofed form of the building will also stand out against the pitched roofed buildings of the hospital and given the small size of the second floor area it is considered that a scheme which incorporates this in a pitched roof structure would be preferable and more in keeping with the surrounding hospital buildings.

The use of a timber means of enclosing the plant area is considered to be low quality and a brick wall is considered to be more appropriate.

Recommendation: No objection in principle but would like to explore further:

- (a) *The external cladding system selected for the building to seek one which has the appearance of brickwork.*
- (b) *Amending the design from a flat roofed system to one which has a pitched roof – the first floor being incorporated within this roof area.*
- (c) *The use of a brick wall to enclose the plant enclosure area.*

Suggested Conditions:

- i. Submission of details of a cladding system
- ii. Photographic recording of the existing mortuary building prior to its demolition
- iii. Details of the windows at 1:20 including details of how they are located within the depth of the facades in relation to the cladding .
- iv. Details of the rainwater system
- v. Hard landscape materials
- vi. Details of new lighting around the building”

22. Trees and Landscape Officer

“My objection to the loss of the Horse Chestnut still remains.

Mrs Dickinson’s report does not provide any specific evidence to support the removal of the tree. With regards to her ‘general advice’ that the significant crown thinning and reduction is required following ‘various inspections, reports and tests’; I have not seen the results of these documents to support this statement.

With reference to planning documents submitted as part of its application by Frank Shaw Associates I would comment as follows:-

Point 6 – The report by Eastern Landscape Service Ltd does not recommend extensive tree surgery. It recommends the removal of dead wood only.

Point 8 – I did attend a meeting on the 30th November 2005 as indicated. At that meeting I reiterated my objection to the loss of the tree. I did suggest that the Trust may wish to commission a ‘Picus’ test on the tree. This in effect ultra-sounds the tree and gives a definitive reading on the structural integrity of the tree. I understand that this test was undertaken but again I have not been made aware of the results.

The tree is correctly not subject to a TPO. If Committee are minded to refuse, a TPO should be served”.

The Trees and Landscape Officer has confirmed that his comments regarding other trees on site made in relation to the previous, now withdrawn application, ref. S/0039/16/F remain relevant:-

“Other trees indicated for retention are within the bounds of the criteria for root protection zones as specified in BS:5837:2005 bearing in mind their relative position to footprint”.

23. Environment Agency

Has no objection.

24. **Chief Environmental Health Officer**

Concerned that problems could arise from noise and suggests conditions to control the operating times of power operated machinery during the period of demolition and construction and to control the location and details of any power driven plant or equipment, including equipment for heating, ventilation and the for the control or extraction of any odour, dust or fumes from the building.

25. **Cambridgeshire County Council Archaeology Officer**

Comments are awaited

26. **English Heritage**

No comments.

Representations

27. None

Further Representations of the applicants

28. In a letter dated 24th April 2006 the applicants provide justification for the building massing and appearance. Essentially the reason behind the approach is time, cost and site constraints. A pitched roof approach was considered but felt it would add height to the building and not be appropriate to the site. To minimise visual impact and satisfy key functional requirements the building is to be cut into the existing ground level.

Planning Comments – Key Issues

29. The key issues to consider in the determination of this application are:
- (a) The visual impact of the development and its impact on the setting of Papworth Hall and its parkland grounds.
 - (b) The impact on available parking and increased pressure for additional parking
 - (c) The impact on existing trees
 - (d) The need for the facility

Previous withdrawn application

30. The previous application was withdrawn for the following reasons:
- (a) Further information was required relating to parking for the site and proposal
 - (b) Further clarification was needed in relation to the Trust's 'future' plans on the site
 - (c) The appearance of the building needed further consideration
 - (d) Further information in relation to impact on existing trees was required.
31. The Parish Council had previously objected to the earlier application. The main reason for its recommendation of refusal was "that the purely functional design and finish of the proposed two-storey extension in such a confined location is inappropriate and visually intrusive, and at best should only be granted temporary approval, with the condition that it should be removed when the hospital relocates."

Conservation Manager's comments

32. I note the concerns of the Conservation Manager. With regard to the requirement for photographic records of the mortuary building this is not possible because the building has been demolished. However, I have contacted the applicants to find out if any photographs were taken.

The need for the facility

33. Attached as appendix 1 is an extract from the supporting information to the application explaining the need for the facility, the health and community benefits and the suitability of other sites. I am satisfied that the information here adequately justifies the clinical need for the facility but I am not convinced of the need to relocate the offices.
34. The last 4 paragraphs of section 3 of the attached appendix concern the need for the office space which would occupy the whole of the first floor of the extended building. The last paragraph of Section 3 indicates that office staff are needed to cover for the clinic coordination role, but I remain concerned about this justification.
35. If the offices are not essential then part of the ground floor accommodation may be able to be relocated to this first floor area taking the development away from the mature Horse Chestnut tree and negating the need for its removal. There may be operational reasons why this cannot occur but more information is needed to consider this. Again Members will be updated if further requested information is received.

Design and Materials

36. The fundamental approach is for a flat roof structure. There are other flat roof permanent buildings on the site, notably at the entrance to the hospital and, albeit single storey, immediately opposite but the new building is within direct view of the Listed Building and it is considered by the Conservation Manager that this approach is not appropriate here. However, I have concerns that a pitched roof structure would increase the height and therefore the visual impact and do not therefore feel this is the correct way forward. In my view the significant concern is with the proposed materials. These need to be revised to give a more traditional appearance. The applicants have been approached to consider alternative cladding but should Members be minded to approve the application this could be considered through a planning condition.

Impact on the visual amenity of the area and the setting of Grade II* Papworth Hall

37. The site sits at a high point within the hospital complex and close to Papworth Hall. The proposed buildings have the potential therefore to impact on its setting and the visual quality of the area. However the building is read more within the context of existing hospital buildings than with the Hall and the flat roof approach attempts to minimise the height to lessen its impact.
38. I consider the impact could be minimised through the use of appropriate materials but that in the long term the setting of the Hall should be protected by a condition requiring the demolition of the building once the hospital has relocated if Members are minded to approve the application. I note that the Parish Council would support this approach.

Trees

39. The applicants have commissioned a report into the condition of the significant Horse Chestnut tree that, although not statutorily protected at this time, does make a significant contribution to the visual quality of the area. This is included at Section 9 of the Appendix.
40. The report essentially recognises that the tree currently forms a landscape focal point within the immediate area but states that there is some evidence of internal decay in the lower trunk and recommends significant crown thinning and reduction is undertaken to limit limb end weight plus bracing to lower the likelihood of splitting. Other factors such as root compaction and potential severance due to adjacent paths and car parking areas compromise the tree. Possible chemical damage due to previous uses of the area may also have occurred. The author of the report feels that the tree surgery required now and for its ongoing management will permanently lessen the visual impact of the tree.
41. The report concludes that the current extent of decay would not justify the immediate removal of the tree but its problems will only increase. The existing decay is already of concern to the hospital in the interests of general safety and for reasons of ongoing management costs.
42. The report goes on to suggest that the loss of this tree could be compensated for by the planting of new trees within the site.
43. I am mindful of the comments of the Trees and Landscape Officer in relation to the findings of this report. In my opinion there is insufficient information at this time to suggest that the new building has to extend out to the location of the tree for reasons given above and its removal has not therefore been demonstrated to be essential. The tree is not in imminent danger and whilst conditions could be imposed to remove the building the tree once lost cannot be replaced.
44. With regard to 'compensation' planting. It will take many years for new trees to reach the maturity of this Horse Chestnut and in considering approval of this building I would expect some landscape enhancement to take place in any case.

Car Parking

45. It is important for highway safety reasons to ensure that the proposed development does not result in any greater pressures on site for car parking either through the loss of existing provision or through the under provision of new car parking.
46. At Table 1 of the appendix it is indicated that there are currently 671 car parking spaces on the hospital site, 167 of which are to be lost due to existing consents and commitments and including 25 spaces that would be lost as part of this application. There are currently 174 spaces available off-site of which it is stated only 50% are used at any one time. New spaces are to be provided at the village shop, to the rear of the pharmacy and at the 'old barn' amounting to an additional 81. When balanced out this amounts to no reduction in parking provision although this does rely on the current under-use of the existing off site parking and does not take account of the additional need for the new building.
47. Table 3 indicates that the new building will require an additional 30 spaces and that 141 spaces will be provided in the future, 81 off site, as detailed above and 60 on site (see Table 2): 25 in front of the hospital on a grassed area and 35 temporary spaces adjacent to Papworth Hall.

48. It is clear from the above figures that the new building will rely on the future provision of additional car parking spaces that are by no means certain and are not being considered as part of this application. However, the above assessment involves a consideration of the site as a whole. Looking at the particular merits of this proposal, 25 spaces are to be lost and 30 are required resulting in the need for an additional 55 spaces to be provided. (The car parking standard for hospitals in the Local Plan is 1 space per 4 staff plus 1 per 3 daily visitors. The application indicates that 5 additional staff will be working in the new building at any one time, the offices will not require any further spaces as they are a re-provision of existing facilities with the vacated offices being used as additional staff facilities for existing staff. The additional 10 beds are supposed to attract 3 daily visitors though it is stated that some patients drive themselves in and it is assumed that the outpatients will be 12 visitors at any one time. In my opinion it is difficult to calculate the precise number of spaces that will be required using the Local Plan standards but it is likely that 30 spaces, as calculated by the applicants is realistic).
49. It is understood that the existing car parking is free, charging is shortly to be introduced for staff who park on site to encourage the greater use of off-site parking areas, a shuttle bus will be operating to ferry staff into work and the parking for patients and visitors will become pay and display.
50. In my opinion the introduction of car parking charges and the use of a shuttle bus will encourage greater use of off-site parking and has the potential to offset the relatively modest shortfall of 55 spaces that will result due to the proposed development. A S106 could require the submission and implementation of a satisfactory car parking scheme that would guarantee the above measures were put into place. However there is a difficult balance to be made here and Members may not accept this view. It could be argued that the main problems with parking within the site are only relevant to staff and visitors to the hospital and do not represent a danger to highway safety on the public highway and that to encourage more off street parking will result in not only the dedicated off-street parking areas being better used but also greater parking off-site within the public highway exacerbating congestion within the public highway.
51. In conclusion, in my opinion it is not sufficient to rely on the hospital's plans for further parking provisions to solve the on-site parking problems associated with the additional development as these may or may not be practical and are not being considered as part of this application. However, the proposal will result in a shortfall of 55 car parking spaces that may be offset by improvements to the overall parking strategy on site as described above which can be secured through a S106 agreement. Members will have to balance these issues, including the harm/benefits of encouraging increased off-site parking, with the stated need for the facility as well as the other material planning considerations.

Location

52. The building is required to be in this location as it is intended to extend existing wards and be accessed from them. There is a clinical requirement to locate the new beds as close as possible to the existing to ensure adequate staffing and patient care.

Future plans for relocation

53. The schedule in the appendix outlines the key dates for the proposed move to the Biomedical Campus adjacent to Addenbrooke's Hospital.

Conclusion

54. I consider that the need exists for the additional ward beds and outpatients facility and I note

55. that the Parish Council takes the same view. It is less clear to me why the office space needs to be relocated from elsewhere and I do not consider the application adequately justifies this.
56. The building could be better assimilated into its surroundings with the use of more appropriate materials which could be controlled through conditions as could its demolition in the future thus mitigating its long term impact on the setting of Papworth Hall.
57. Car parking on the site is a current problem and the proposal will put greater demands on this. An improved shuttle bus and charging arrangement may improve this but will put greater pressure on parking off-site in the vicinity. A proposal of this scale would justify the preparation and implementation of a Travel Plan.
58. The Horse Chestnut tree makes a significant contribution to the area and should be protected with a Tree Protection Order as acknowledged by the Trees and Landscape Officer. The loss of this tree would be seriously regrettable and I am not convinced that it is necessary as I am not satisfied that the office space needs to be relocated from its existing locations.

Recommendation

59. Refusal for the following reason:
 1. The proposal will result in the loss of a significant Horse Chestnut Tree that is worthy of being protected by a Tree Preservation Order. The tree makes a significant contribution to the visual quality of the surroundings and its loss will seriously harm the general visual amenity of the area to the detriment of the immediate surroundings and the wider setting of the Grade II* Listed Building Papworth Hall. As such the proposal is contrary to Policy P1/3 of the approved Structure Plan 2003 and Policies EN5 and EN6 of the South Cambridgeshire Local Plan 2004, which aim to retain natural features of value within new development.

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

- Planning Files reference S/0600/06/F and S/0039/06/F,
- South Cambridgeshire Local Plan 2004,
- Cambridgeshire and Peterborough Structure Plan 2003,

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SOUTH CAMBRIDGESHIRE DISTRICT COUNCIL

REPORT TO: Development and Conservation Control Committee7th June 2006**AUTHOR/S:** Director of Development Services

**S/0542/06/RM – Papworth Everard
Erection of 48 Dwellings, Land South of North Lodge Drive
for David Wilson Homes (South Midlands)**

**Recommendation: Approval
Date for Determination: 16th June 2006 (major application)**

Site and Proposal

1. This 1.36 hectare site is located centrally in Papworth Everard to the east of Ermine Street and lies between the Papworth Hospital complex and the recently completed residential development constructed by David Wilson Homes on the north side of North Lodge Drive.
2. The site is relatively level and has been cleared of previous uses except a remaining workshop on the eastern side of the site to its rear. There are significant tree groups principally on the eastern and southern parts of the site and the parking area used by the Hospital in its south west corner. The southern boundary of the site abuts the Hospital complex and the village hall. To the east is a residential estate on higher ground (Muriel Close/Harnden Way). To the north is the new residential development fronting North Lodge Drive, the first phase of David Wilson Homes overall scheme. To the west are the rear gardens of properties on Ermine Street South.
3. The current reserved matters application, received on 16th March 2006 proposes the erection of 48 dwellings and associated infrastructure works. The density now proposed equates to 35 dwellings per hectare.
4. Reserved matters are siting, design, means of access and landscaping.
5. The proposed housing mix is now as follows:
 - (a) 20 two bedroomed apartments (42%)
 - (b) 12 three bedroomed semi-detached houses (25%)
 - (c) 12 four bedroomed detached houses (25%)
 - (d) 2 four bedroomed linked detached houses (4%)
 - (e) 2 five bedroomed detached houses (4%)

History

6. Outline planning consent was granted for a B1 use of the site in December 1998 for use by the Hospital Trust. However, the Trust was not in a position to take up this business use (initially thought that this site would be suited as a “medi park” research establishment). The land is now surplus to the foreseeable requirements for both the Papworth Trust and the Varrier Jones Foundation and agreement has been reached that a residential redevelopment of the site would be the most appropriate in the circumstances.

7. An outline application for residential use was submitted in February 2004 (under reference **S/0203/04/0**), and granted consent subject to a Section 106 Agreement on 1st October 2004. The obligations included financial contributions towards primary and secondary education facilities, open space provision and maintenance and works to improve the Village Hall.
8. A detailed planning application was submitted by David Wilson Homes for 69 dwellings in July 2004, (under reference **S/1543/04/F**), based largely on the parameters set out by the previous outline application and taking into account the constraints of the site. This application was subsequently formally withdrawn following detailed discussions with the Authority because of the need to address a range of issues including house numbers, design and housing mix and tree retention.
9. A second detailed application was submitted for 58 dwellings (under reference **S/1220/05/F**). This application was refused at Committee in September 2005 for four reasons dealing with the issues of density, alleged shortfall in open space, the inflexibility of proposed parking arrangements and loss of trees covered by the Tree Preservation Order.
10. The density proposed by that application was 42 dwellings per hectare.

Planning Policy Considerations

11. *Cambridgeshire and Peterborough Structure Plan 2003*

- (a) **Policy P1/3** "Sustainable design and built development".
- (b) **Policy P3/1** "Vitality and attractiveness of centres"
- (c) **Policy P5/2** "Re-using previously developed land and buildings"
- (d) **Policy P5/5** "Homes in Rural Areas"

12. *South Cambridgeshire Local Plan 2004*

Papworth Everard is classed as a "limited rural growth" settlement in the adopted 2004 Local Plan. The application site itself is within the defined Village Framework. The following policies apply:

- (a) **Policy SE3** "Limited rural growth settlements". Maximum development of 30 dwellings on unallocated land at a minimum density of 30 dwellings per hectare.
- (b) **Policy SE8** "Village Framework"
- (c) **Policy HG7** "Affordable housing on sites within the Village Frameworks". Up to 50% of the total number of dwellings for which permission may be given.
- (d) **Policy HG10** "Housing mix and design". This requires a mix of units, making the best use of the site and achieving high quality design.
- (e) **Policy RT2** "Provision of public open space in new development"
- (f) **Policy EN5** "The landscaping of new development"
- (g) **Policy EN13** "Protected species"

- (h) **Papworth Everard Policy 5** allocation for mixed uses, including residential on 6.8 hectares in the village centre
- (i) **Papworth Everard Policy 2.** Average density of 25 dwellings per hectare within allocated areas although densities above and below will be sought.

13. *Local Development Framework Submission Draft January 2006*

Policies contained within the submission draft carry limited weight at the moment.

Papworth Everard is identified in **Core Strategy Policy ST/6** as a Group village. Residential development and redevelopment up to a maximum scheme size of 8 dwellings will be permitted within the village framework and exceptionally up to 15 dwellings where this would make best use of a single brownfield site.

Consultations

14. **Papworth Everard Parish Council** first response – Objection regarding lack of detail of equipment for the LAP and concern re access roundabout design and appearance. Detailed comments on all aspects of application.

Second response: Change of recommendation to one of approval in light of further information detailing the equipment to be provided in the LAP and assurances from the Developers that they intend to landscape the roundabout in North Lodge Drive. Further information is awaited from the Developers on boundary conveyance and boundary treatment on the perimeter of the site.

15. **The Chief Environmental Health Officer** has raised concern re noise during construction and suggested appropriate conditions regarding working hours and an informative on bonfires and the burning of waste.
16. **Ecology Officer** - Holding objection regarding the lack of progress on the protection of species within the site. He now suggests a S106 Agreement be completed to translocate a population of cave spiders and that an ecological enhancement scheme is achieved by condition.
17. **The Wildlife Trust** - Holding objection until a suitable range of mitigation measures are proposed and agreed. In addition detailed comments/advice regarding mitigation measures.
18. **Cambridgeshire Fire and Rescue Services** - Adequate fire hydrants sought via a Section 106 Agreement.
19. **Landscape Design Officer** - First response – detailed comments on planting proposals, requests for further information and clarification etc.
- Second Response confirms all points addressed where possible.
20. **Waste Minimisation Officer** - Site specific comments and suggestions for improved refuse provision re flat block in particular.
21. **Hilton Parish Council** - Concerns regarding impact on water run off, increase in traffic movements and need for improved cycle/footpath linkages.

22. **The Trees and Landscape Officer** - First response – No objection provided a “method statement” and detailed arboricultural notes are provided/adhered to. Details of “no dig” foundations etc required.
- Second response – submitted details are acceptable.
23. **English Nature** - No objection. Need to be kept informed of methodology proposed for relocation of cave spiders.
24. **Cambridgeshire Archaeology Officer** - No further archaeological works necessary.
25. **Development Manager – Social Housing** - No information received on the proportion of affordable units.
26. **Local Highways Authority** - Detailed comments on layout and suggested amendments.
- Informal comments re need to reduce impact of roundabout, increase landscaping etc, (discussions ongoing).
27. **Environment Agency** - Objection as the application does not provide full details of proposed surface water methodology.

Representations

28. One letter of objection has been received from number 9 North Lodge Drive. The points raised relate to parking difficulties for residents and visitors and difficulties caused by overspill parking from the adjacent Hospital.

Planning Comments – Key Issues

29. The principle determining issues are identical to those the subject of the last application determined under reference S/1220/05/F and are:
- (a) The principal of a residential redevelopment of the site
 - (b) The acceptability of the proposed number of new dwellings and the density
 - (c) The level of public open space and child's play area provision
 - (d) Boundary treatment to the site and relationships to neighbouring development
 - (e) The retention of significant trees and proposed landscaping of the site
 - (f) The adequacy of proposed bin storage and refuse vehicular access to and from residential units.
 - (g) Ecological considerations with regards important flora and fauna on the site and the need to protect/relocate as necessary and provide mitigation measures.
 - (h) Adequacy of proposed parking
 - (i) Permeability of the site and measures to ensure crime prevention

- (j) Potential contamination on the site, the presence of asbestos and appropriate remedial measures
 - (k) Site drainage
 - (l) Various detailed siting and design issues raised by consultees
 - (m) The need to amend the Section 106 Agreement dated 26th September 2004 in relation to the outline consent granted under reference **S/0203/04/0**.
30. The principle of a residential redevelopment of this site is now established and considered appropriate by the Authority when granting outline planning consent in October 2004 under reference S/0203/04/0. Detailed consideration was given at that time to the Hospitals intention to develop a “medi park” but subsequently the Papworth Trust and the Varrier Jones Foundation confirmed that the land was surplus to their requirements.
31. Given its “brownfield” status, its central location and Local Plan allocation for mixed uses including residential, the site was considered appropriate for residential redevelopment.
32. The density of the site now equates within the current proposals to 35 dwellings per hectare which is substantially less than the first phase of development along North Lodge Drive which was at nearly 60 dwellings per hectare.
33. This further reduction in density is now considered appropriate in a central village location on such a brownfield site which effectively links the higher density flatted units north of North Lodge Drive to the relatively open aspect of the Hospital grounds to the south. It accords with Local Plan Policies SE3 and Papworth Everard 2, which recognises that densities above 25 dwellings per hectare may be acceptable.
34. The specific number of proposed dwellings units has also been reduced from 75 illustratively proposed at the time of the outline application submission to 69 dwellings within the context of application reference S/1543/04, to 58 as part of application reference S/1220/05/F and now to 48 with the current application.
35. These numbers have been reduced significantly in detailed discussions with relevant officers. 42% of the dwellings are 2 bedroomed units, 25% are 3 bedroomed and 29% 4 bedroomed, generally achieving the objectives of adopted Local Plan Policy HG10.
36. The application site now forms a transition between the earlier phase to the north and the more landscaped setting of the Hospital to the south. The layout now opens out towards the Hospital and the Village Hall, making best use of the retained tree cover and proposed open space, residential units varying between 2 and 3 storeys.
37. The overall layout acknowledges the requirements to provide a range of dwellings in terms of type and size as set out above.
38. Public open space is marginally below requirements. However, this figure decreased between the earliest layouts as a part of negotiations as previously many of the protected trees to the east of the site were originally located within an area of open space which was not considered to be particularly functional and are now contained within private gardens. This can be considered as a mitigating factor in considering on-site requirements.

39. The formal child's play area has been enlarged and will be fully equipped.
40. The Section 106 Agreement which accompanied the original outline planning consent incorporated a contribution for community facilities which included playing field, play areas, open space and other areas of like nature.
41. Detailed discussions have taken place with the applicants on the various methods of treating boundaries to the site which now achieves a balance between visual considerations and the need to provide safety and security varying across the site with regards residential to residential boundaries and boundaries to the Hospital and the village hall.
42. The applicants have provided a method statement for the retention and felling of significant trees on the site and to ensure the protection of retained trees during construction.
43. Similarly, further amendments have been made to the proposed landscaping of the site in close liaison with officers in order that the number and type of species are appropriate.
44. The design and location of bin storage areas and refuse vehicular access particularly to the flat block along North Lodge Drive has been redesigned to accord with the Authority's requirements and suggestions.
45. Comprehensive bat and ecology surveys have been prepared by the applicants in close liaison with the Authority, (formal copy of the bat survey yet to be received), and discussions are ongoing to ensure a scheme of ecological enhancement is submitted for approval. This will include details of the features to be enhanced and managed together with species identified and measures for their protection and enhancement during development and for the future.
46. Rare "cave spiders" on the site will be translocated as agreed with the Authority, the requirements for which will be enshrined in an amendment to the Section 106 Agreement.
47. The applicants are required to investigate potential contamination of parts of the site, (including for example the removal of asbestos from the remaining building), and to include remedial treatments in accordance with Condition 8 of the outline planning permission.
48. Proposed drainage from the site has been designed in close liaison with the Environment Agency and meets its requirements,
49. Car parking within the site meets Authority standards, principal parking areas having been redesigned to ensure they are overlooked by as many properties as possible in order to prevent anti-social behaviour and to facilitate ease of access.
50. The applicants have previously made amendments to the proposals to take on board the comments received from the Police Architectural Liaison Officer in order to ensure permeability through the site to ensure safe routes for residents and in design and orientation of dwellings to the public realm to reduce the opportunity for crime.
51. Minor revisions have been made to the layout, road layout and landscaping drawings in response to site-specific points raised by consultees on detailed design.

52. The proposed apartment block on North Lodge Drive has been redesigned in terms of changes to fenestration, the use of materials and strengthening vertical features in order to provide a more attractive entry to the site and to reflect Phase 1.
53. The applicants are continuing discussions with the Local Highways Authority in order to reduce the visual impact of the roundabout access to the site by the removal of the chevrons and other more urban features and to landscape the top of the island.
54. Affordable housing is not required. The S106 Agreement dated 23rd September 2004 requires the provision of public amenity land, education contribution and community contributions in lieu of affordable housing.
55. The concerns of the Environment Agency are noted, however, Condition 5 of the outline planning permission requires full details of surface water drainage to be submitted and agreed before development commences.

Recommendation

56. Approval of reserved matters in accordance with outline planning permission ref S/0203/04/O, dated 1st October 2004 and to the following additional conditions:

The following conditions are recommended:

1. Public open space and LAP provision
2. Landscaping scheme and implementation
3. Boundary treatment
4. Bin storage/refuse vehicular access
5. Ecological enhancement
6. Scheme of mitigation and translocation for cave spiders
7. Details of materials for hard surface areas within the site

Informatives

1. Environment Agency and Environmental Health comments.

Reasons for Approval

Although the proposal does not accord exactly with South Cambridgeshire Local Plan 2004 Policies SE3 (maximum of 30 dwellings on unallocated land) and HG7 (provision of affordable housing), it is considered that the following material considerations warrant approval of the reserved matters application:-

- (a) The principal of the residential redevelopment of the site having been established by outline planning permission S/0203/04/0
- (b) The site comprises part of an allocation for mixed use development, including residential
- (c) Redevelopment of a brownfield site in a central location of a limited rural growth settlement at a density in excess of 30 dwellings per hectare and providing a mix of sizes and scales of units including a substantial proportion of 2 bedroomed units

- (d) Contribution achieved to a community facility in lieu of provision of affordable housing
- (e) In all other respects the proposed is considered generally to accord with the following development plan policies:
 - (a) **Cambridgeshire and Peterborough Structure Plan 2003**
P1/3 Sustainable design in built development, **P3/1** Vitality and attractiveness of centres, **P5/2** reusing previously developed land and buildings and **P5/5** Homes in Rural Areas
 - (b) **South Cambridgeshire Local Plan 2004**
SE3 Limited rural growth settlements, **SE8** Village Frameworks, **HG10** Housing Mix and Design, **RT2** Provision of public open spaces and new development, **EN5** The landscaping of new development, **EN13** Protected species
 - (c) **Papworth Everard 5** Village centre allocation
 - (d) **Papworth Everard 2** Densities

The proposal is not considered to be significantly detrimental to any of the planning considerations raised during the consultation exercise and set out above and these are:-

- (a) Loss of a site with a permitted employment use
- (b) The retention of existing trees on the site
- (c) The amenity of neighbouring residential properties
- (d) Density
- (e) Public open space provision
- (f) Housing design and layout

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

- Cambridgeshire County Structure Plan 2003
- South Cambridgeshire Local Plan 2004
- Local Development Framework submission draft January 2006
- Application files S/0203/04/0, S1543/04/F, S/1220/05/F and S/0542/06/RM

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SOUTH CAMBRIDGESHIRE DISTRICT COUNCIL

REPORT TO: Development and Conservation Control Committee7th June 2006**AUTHOR/S:** Director of Development Services

**S/0902/06/F – Steeple Morden
Demolition of Existing Building and Construction of New Residential Development
Comprising 16 x 2 Bedroom Units and 3 x 3 Bedroom Units
The White House, 66 High Street, for A R J Construction**

**Recommendation: Delegated Approval
Date for Determination: 3rd August 2006 (Major Development)**

Departure Application**Site and Proposal**

1. The White House, 66 High Street, Steeple Morden is a former nursing home standing in extensive grounds (2.85ha) to the rear of residential properties in Hay Street. Access to the site is via a narrow driveway between houses in Hay Street and is also the route of a public footpath.
2. This full application, registered on 4th May 2006, proposes the demolition of the existing building and the erection of a new building comprising 16 two bedrooms flats and 3 three bedroom flats. The building occupies the same position and footprint as that previously considered by Members (see History below). At that time the application proposed demolition of the original part of the building and the conversion of a more modern extension to the same number of units, although at that time there were 4 one bedroom flats and 15 two bedroom flats. There is no increase in height.
3. A total of 38 car parking spaces are provided to the west and south of the building, including 8 small garage buildings which will house 19 of those spaces.
4. The application includes drawings showing improvements to the existing access and footpath to meet agreed Highway Authority standards.
5. The application is outside the village framework and has been advertised as a departure from the development plan.

Planning History

6. Members have considered two previous applications for this site.
7. At the July 2004 meeting (Item 18) officers were given delegated powers to approve an application for the extension and conversion of the building into 18 flats subject to the prior signing of a Section 106 Agreement requiring an education contribution and securing a scheme for an amenity area within the site for use by the Parish Council (**Ref: S/0989/04/F**). That application was subsequently withdrawn.
8. At the November 2004 meeting (Item 15) Members considered an application for the refurbishment, part demolition, re-build and extension of the existing building for use as 19 flats (**Ref: S/1863/04/F**). That application stated that, since the earlier scheme,

structural and soil reports had highlighted the need to demolish and rebuild the older southern wing of the existing building. Again Members granted delegated powers to officers to approve the application subject to the prior signing of a Section 106 Agreement. To date that agreement has not been completed and the application remains undetermined.

9. Planning consent was granted in the late 1980's for a substantial extension to the original building in connection with its former use as a nursing home.
10. Two applications for the demolition of the existing building and the erection of 8 new dwellings were refused and dismissed at appeal in 2002 (**Refs: S/2105/00/F and S/0559/01/F**).
11. Following the dismissal of these appeals the site was sold and work commenced on converting the building for use as a psychiatric hospital. As this falls within the same use class as a nursing home no formal consent for change of use was required. However applications for extensions to the building and erection of a fenced compound were withdrawn following considerable local opposition to the proposals. (**S/2171/02/F; S/2172/02/F; S/0235/03/F and S/0236/03/F**).

Planning Policy

12. **Policy P1/2** of the Cambridgeshire and Peterborough Structure Plan 2003 ("The County Structure Plan") states that development in the countryside will be restricted unless proposals can be demonstrated to be essential in a particular rural location.
13. **Policy SE4** of the South Cambridgeshire Structure Plan 2004 ("The Local Plan") identifies Steeple Morden as a Group Village where development is restricted to 8 dwellings on sites within the village framework. Exceptionally development may consist of up to 15 dwellings if this would make best use of a brownfield site.
14. **Policy SE8** of the Local Plan 2004 states that residential development outside village frameworks will not be permitted.
15. **Policies HG7 and HG8** of the Local Plan set out the Council's policy in respect of affordable housing.

Consultation

16. The comments of **Steeple Morden Parish Council**, the **Local Highways Authority**, the **Chief Environmental Health Officer**, the **Chief Financial Planning Officer**, **Cambridgeshire County Council**, and **Cambridgeshire Fire and Rescue** are awaited and will be reported to the meeting.
17. A consultation update will be available for Members before the meeting.

Representations

18. None received at the time of writing the report

Applicants Representations

19. In a letter accompanying the application it is pointed out that there is currently a resolution to grant planning consent on this site for a similar scheme to the proposals,

subject to the prior signing of a Section 106 Agreement, which is now close to being completed.

20. The current proposals seek demolition of the whole of the existing buildings – the existing resolution allows for only approximately half of the existing buildings to be demolished. This change is due to the substantial amount of work required to convert the building. To provide the proposed accommodation in the roof the entire roof structure would have to be removed. This means that the only remaining structure is the external cavity wall and the first and ground floors, both of which require significant alteration to satisfy current Building Regulations.
21. The mix of units has changed from 15 No 3 beds and 3 No1 beds to 16 No 2 beds and 3 No 3 bed units. To achieve this the internal layout of the building has been altered and two lifts have been provided to enable all flats to be accessible for disabled.
22. The footprint of the building is the same as the previous scheme with the exception of Unit 3 where an area that was shown to be a balcony on the previous scheme has been filled in.
23. The massing and in particular the roof design is the same as the previous application, although a number of rooflights have been changed to dormer windows to improve the standard of accommodation and to improve the overall appearance of the elevations.
24. The car parking area has been redesigned to provide a softer appearance broken up with areas of landscaping, with a number of covered spaces proposed.

Planning Comments – Key Issues

25. The principle of the part demolition and conversion of this building to form 19 flats has already been accepted by Members. To date there has been local support for the application.
26. Although the scheme now proposes total demolition of the building and rebuilding, the basic footprint and form of the building remains the same as that previously agreed.
27. There are some design changes which include additional dormer windows, and a change to the mix of units, however it is my view that this application can still be supported as a departure from the development plan.
28. It has previously been argued that the cost of the scheme prohibited the provision of any of the units as affordable housing under Policy HG7 of the Local Plan. Given that the scheme is now entirely new build and the mix of units has changed I will need to seek further information from the applicant to confirm whether or not this is still the case.
29. The response to consultations will be reported to the meeting.

Recommendations

30. Subject to conformation on the position in respect of the provision of affordable housing I will seek delegated powers of approval subject to the prior signing of a Section 106 Agreement, if completed before 3rd August 2006, or, if not, the imposition of a condition requiring the completion of an Agreement in respect of public open space and education contribution and subject to safeguarding conditions.

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

- South Cambridgeshire Local Plan 2004
- Cambridgeshire and Peterborough Structure Plan 2003
- Planning File Ref: S/0902/06/; S/1863/04/F & S/0989/04/F

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SOUTH CAMBRIDGESHIRE DISTRICT COUNCIL

REPORT TO: Development and Conservation Control Committee7th June 2006**AUTHOR/S:** Director of Development Services

S/0754/06/F – Guilden Morden
Conversion of Barn into Dwelling at Odsey Park for C J K Fordham

Recommendation: Approval
Date for Determination: 14th June 2006

Departure Application**Site and Proposal**

1. Odsey Park is a large estate in the countryside. The main dwellinghouse is a Grade II listed building with landscaped gardens and surrounded by open fields. To the north of the main property there is a curtilage listed late 18th or early 19th century brick and timber framed barn with a corrugated asbestos roof, part of which is currently being used as an estate office. To the north of this building there are several detached dwellinghouses surrounded by open fields. The primary access to the site is by way of the A505, which falls within the County of Hertfordshire.
2. The full application received on the 19th April 2006 proposes to extend and alter the barn in order to convert it into a residential dwellinghouse. A new garage building and dog kennels will be built to the north of the barn and the main building will be re-roofed and extended at ground floor level to the front and rear.

Planning History

3. None

Planning Policy

4. **Policy P7/6** 'Historic built Environment' of the Cambridgeshire and Peterborough Structure Plan 2003 states Local Planning Authorities will protect and enhance the quality and distinctiveness of the historic built environment.
5. **Policy SE8** 'Village Frameworks' states that there will be a general presumption in favour of residential development within village frameworks.
6. **Policy EN20** 'Unsympathetic Extensions' sets out the requirements for the extension of listed buildings.
7. **Policy EN26** 'The Conversion of Listed Buildings to New Uses' sets out the requirements to judge applications for the change of use of listed buildings.
8. **Policy EN28** 'Development within the Curtilage or Setting of a Listed Building' sets out the requirements for development within the curtilage or setting of listed buildings.
9. Planning **Policy Statement (PPS) 7**, "Sustainable Development in Rural Areas" supports the re-use of appropriately located and suitably constructed existing

buildings in the countryside where this would meet sustainable development objectives. Re-use for economic development purposes will usually be preferable, but residential conversions may be more appropriate in some locations, and for some types of building.

Consultation

10. **Guilden Morden Parish Council** – Had not responded at the time of writing this report.
11. **Conservation Manager** has no objection to the proposed works given that the conversion of the barn will not significantly harm its character and appearance.
12. **Chief Environmental Health Officer** has requested that a condition be attached to any consent granted requiring that an investigation be undertaken to establish the nature and extent of any contamination of the site and any remedial works to deal with contamination prior to the development commencing.
13. **Environment Agency** has no objections but has requested that a condition be attached to any approval requiring that details of the foul water drainage be submitted prior to the commencement of any development.
14. **Local Highways Authority** – Response awaited

Representations

15. None received

Planning Comments – Key Issues

16. Although Local Plan policies would support the works to the curtilage listed barn the creation of a dwelling outside of the Guilden Morden village framework would be contrary to policy SE8 of the Local Plan. Therefore, the key issue for Members to consider is the acceptability of allowing a new dwelling in the countryside, bearing in mind that Government Policy (PPS7) does not necessarily preclude such a use of an existing building.

Justification for allowing a new dwelling in the countryside

17. Although Policy EM10 of the Local Plan supports the conversion of buildings in the countryside for commercial uses, the remote location of the building and concerns over the intensification of vehicular traffic using the access onto the A505 means that a commercial use of the building is not considered to be appropriate. Although the building currently has an asbestos roof it is considered to be of sound construction and details of a report from a structural engineer have been submitted as part of the application.
18. I am of the opinion that the building is worthy of retention given its historic interest and the fact that the proposed works will not result in a significant loss of historic fabric and will enhance the appearance of the barn and the wider setting of the listed dwellinghouse. The barn already has its own distinctive curtilage and the screening that exists between the site and the main dwellinghouse would help to limit the visual impact of the additional built development. Although the newly created dwelling is not in a sustainable location and its occupiers will be heavily reliant on vehicular movements for their daily needs the overall benefit of the retention and enhancement

of the curtilage listed barn means that the development is not considered to be unacceptable.

19. The proposal is considered to accord with Conservation Policies of the Structure and Local Plans and, given the comments in PPS7 above, I do not consider it necessary to refer this application to the Secretary of State, if Committee is minded to approve.

Recommendation

20. Subject to the nature of outstanding consultee responses, approve, subject to the following conditions:
1. Standard Condition A – Time limited permission (Reason A);
 2. Sc5a – Details of materials for external walls and roofs (Rc5aii);
 3. Foul water drainage details;
 4. Site investigation condition.

Informatives

See Environment Agency letter of the 25th April 2006.

Reasons for Approval

1. Although the proposal does not accord with Policy SE8 of the South Cambridgeshire Local Plan 2004, the development is considered generally to accord with other Development Plan policies, and particularly the following:
 - **Cambridgeshire and Peterborough Structure Plan 2003:**
P7/6 (Historic Built Environment)
 - **South Cambridgeshire Local Plan 2004:**
EN20 (Unsympathetic Extensions)
EN26 (The Conversion of Listed Buildings to New Uses) and
EN28 (Development within the Curtilage or Setting of a Listed Building)

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

- South Cambridgeshire Local Plan 2004
- Cambridgeshire and Peterborough Structure Plan 2003
- Planning File Ref: S/0754/06/F

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SOUTH CAMBRIDGESHIRE DISTRICT COUNCIL

REPORT TO:	Development and Conservation Control Committee	7 th June 2006
AUTHOR/S:	Director of Development Services	

S/0528/06/O – Stapleford
Residential Care Home (75 Bedrooms) at Greenhedges, Bar Lane for Hill Residential

Recommendation: Delegated Approval if reference to 75 bedrooms deleted
Date for determination: 16th June 2006 (Major Application)

Site and Proposal

1. The application relates to a 0.47 hectare/1.15 acres site occupied by a red brick and corrugated sheeting single storey school building and 3 mobile classrooms with two access points and parking to the front. There are a number of trees and planting within and/or adjacent to the site boundaries, including along the site's Bar Lane frontage. Bar Lane is to the east of the site, two-storey residential properties lie to the north and west and Stapleford Community Primary School is situated beyond a track and a footpath to the south.
2. This outline application, registered on the 17th March 2006, proposes the erection of a 75-bedroom residential care home. Although an indicative site layout plan was submitted as part of the original application, which shows 30-35 parking spaces, all matters are reserved for subsequent approval. Additional indicative information (site layout, floor plans and sketch elevations) date stamped the 15th May 2006 show a 73-bedroom two-storey building up to 10 metres high.

Planning History

3. There have been a number of applications for extensions to and mobile classrooms at the school. Before that, outline permission was granted for Local Authority Housing on the site in 1963 (**C/0107/63**) and 1972 (**C/0054/72**).

Planning Policy

4. Local Plan 2004 **Policy HG9** states that the development of residential care homes through conversion or extension of existing facilities within or outside villages, or new build within villages will be permitted where: the quality of design is in keeping with surrounding properties and landscape in terms of scale, form, layout and materials; boundary treatment provides privacy and a high standard of visual amenity; the privacy and amenity of neighbouring properties is protected; there is safe and convenient access for vehicles, cycles and pedestrians; parking facilities are in accordance with District Council standards; and there is access to an adequate level of services to meet the need of the development.
5. Local Plan 2004 **Policy EN5** states that the District Council will require trees to be retained wherever possible in proposals for new development.

Consultations

6. **Stapleford Parish Council** recommends approval “subject to care home being for the elderly and not for psychiatric patients.”
7. **Chief Environmental Health Officer** recommends that conditions relating to: the times when power operated machinery shall not be operated during the construction period except in accordance with agreed noise restrictions; driven pile foundations; and details of the location and type of power driven plant and equipment are attached to any approval. He also recommends that an informative is attached to any approval stating that there shall be no bonfires or burning of waste on site during construction except with his Department’s prior permission.
8. **Trees and Landscape Officer** states that the additional indicative information submitted does not demonstrate that the proposed footprint can accommodate the existing trees. He states that a tree survey in accordance with BS:5837:2005 should be submitted and related to appropriate tree root protection areas as stipulated in the same BS.
9. **Local Highway Authority** has no objections to the scheme in principle but strongly recommends that the appropriate number of parking spaces to meet the District Council’s standards are provided and one of the two existing accesses be permanently and effectively closed.
10. **County Archaeology** states that its records indicate that the site lies in an area of some archaeological potential – there are several earthworks, some at least of medieval date, in and around Greenhedges – and it is possible that additional, as yet unknown, archaeological features may survive on the site which due to the size of the proposed development could be severely damaged or destroyed. It therefore recommends that a condition of any approval requires a programme of archaeological investigation to be agreed and undertaken.
11. **County Council Development Strategy Manager** states that Public Footpath 212/1 runs adjacent to the southern boundary of the site and recommends advisory comments in relation to the footpath be attached to any permission.
12. **Environment Agency** states that the District Council is required to respond on its behalf in respect of flood risk and surface water drainage related issues but notwithstanding this, makes advisory comments in respect of surface and foul water drainage.
13. **Cambs Fire & Rescue Service** is of the opinion that additional water supplies for firefighting are not required.

Representations

14. The following comments were received in relation to the original application:
 - a. Occupier of 33 Bar Lane asked to be informed of any further plans.
 - b. Occupier of 37 Bar Lane’s initial view is that a 75 bedroom care home is a potential overdevelopment of the site with 15-20 staff cars and approaching 50 visitors cars requiring in excess of 75 car parking spaces not to cause on-road parking problems.

- c. Occupier of 53 Bar Lane supports in principle a retirement home on the site but states that the proposed 75 bedroom project is too large, the size and mass of the building is too great in relation to the buildings around it; and there is inadequate parking proposed.
 - d. Occupiers of 51 Bar Lane object on the grounds that 75 bedrooms is too many in terms of ensuring adequate sanitation, electricity, water and gas supplies, traffic, insufficient parking, intrusion of security lighting and inevitable overlooking of neighbours. They are also concerned about the uncertainty as to what kind of people would be looked after there (noise of ambulances if they are infirm and dangers of accommodating mentally challenged next to a school) and uncertainty as to how high the building would be.
15. Any further comments received in relation to the additional information received will be reported verbally.

Planning Comments – Key Issues

16. The main issues in relation to this application are whether this is an appropriate site for a care home and, if so, whether the Local Planning Authority is satisfied that a 75-bedroom care home can be satisfactorily accommodated on the site with respect to the impact on the character and appearance of the area, neighbours' amenity, trees and highway and parking matters.
17. The County Council have recently sold the site as it is to be surplus to their requirements in view of the new special school being built adjacent to Linton Village College. I am satisfied that, with regard to the criteria in Local Plan Policy HG9, this site close to local amenities in a rural growth village is appropriate for a care home.
18. However, I am not satisfied that a 75-bedroom care home can be satisfactorily accommodated on the site. The submitted indicative layout only shows 73 bedrooms. Furthermore, whilst it would not in my opinion result in serious harm to the amenity of neighbours in respect of overlooking and other neighbour impact considerations, by virtue of the combination of its size and height (up to 10 metres) and the proposed forward projection at the southern end, it would result in an unduly dominant building in the street scene. The indicated footprint is also close to a number of important trees within and close to the boundaries of the site which, if they were to be compromised, would further harm the character and appearance of the area and exacerbate the impact of a 75-bedroom home in the street scene.
19. The use of one of the existing accesses would provide for an acceptable access. The applicant states that, in terms of the Local Plan standards, a 75-bedroom home would require a maximum of approximately 45 parking spaces (20 for staff and 25 for visitors). The submitted indicative layout shows 34 spaces. Whilst it would be difficult to refuse the application on parking grounds given that the parking standards in the Local Plan are maximum standards and there is already on-road parking associated with the school use of the site, it does perhaps further indicate that the site cannot satisfactorily accommodate a 75-bedroom care home.

Recommendation

20. Approval if the application is amended to delete reference to 75 bedrooms/Refusal for the following reason if it is not so amended.

Reason for refusal if the application is not amended as above

Whilst the site is considered to be an appropriate location for a care home, the Local Planning Authority has not been satisfied that a 75-bedroom home can be satisfactorily accommodated on the site. The submitted indicative site layout plan, floor plans and sketch elevations only go to show that the site cannot satisfactorily accommodate a 75-bedroom home. These plans only show a 73-bedroom home and, by virtue of the combination of its size and height (up to 10 metres) and the proposed forward projecting element at the southern end, the indicated building would result in an unduly dominant building in the street scene (contrary to South Cambridgeshire Local Plan 2004 Policy HG9(1)). Furthermore, in the absence of a detailed tree survey, the Local Planning Authority has not been satisfied that the indicated footprint would not compromise the important trees within and close to the boundaries of the site which, if they were to be compromised, would further harm the character and appearance of the area and exacerbate the impact of a 75-bedroom home in the street scene, contrary to South Cambridgeshire Local Plan 2004 Policies HG9(1) and EN5.

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

- South Cambridgeshire Local Plan 2004
- Cambridgeshire and Peterborough Structure Plan 2003
- Planning file Refs: C/0107/63, C/0054/72 and S/0528/06/O

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SOUTH CAMBRIDGESHIRE DISTRICT COUNCIL

REPORT TO:	Development and Conservation Control Committee	7 th June 2006
AUTHOR/S:	Director of Development Services	

**S/0657/06/F – Whittlesford
Dwelling (Amended Design) – Land at Scotts Gardens for A Phillips**

**Recommendation: Refusal
Date for Determination: 26th May 2006**

Conservation Area**Site and Proposal**

1. The application site is a grassed area comprising a number of mature trees and predominantly enclosed by 2 metre high close boarded and mesh fencing. It is located on the north side of Scotts Gardens, adjacent to its junction with the High Street. On the north side of the site is a walkway linking Scotts Gardens to the High Street beyond which lies 'Scotts', a Listed Building. To the south are residential properties whilst on the opposite side of the High Street to the east are listed barns at Scutches Farm that have been converted to offices.
2. Planning permission has been granted for the erection of a modest timber and brick dwelling on the site, although development has not commenced to date. The current full application, submitted on 31st March 2006, proposes to amend the design of the previously approved dwelling by introducing two dormer windows to each of the south/front and north/rear elevations of the dwelling and by increasing the width of glazing at ground and first floor levels on the west side of the building. The two dormers on the front elevation would replace previously approved rooflights whilst those to the rear would replace a rooflight and triangular window in the roof.
3. A covering letter submitted with the application argues that the dormers improve the design of the elevations, are more in keeping with the vernacular architecture of the surrounding area and allow the bedrooms to function better.

Planning History

4. **S/1165/01/F** - An application to erect a two storey brick house on the site was refused due to the impact of the development upon the character of the area and the impact upon the trees on the site. The application was subsequently dismissed at appeal.
5. **S/1392/04/F** – An application for a 1½ storey brick and timber dwelling was refused by this Authority on the basis that the dwelling was considered to harm the character and appearance of the Conservation Area. The application was subsequently allowed at appeal with the Inspector stating that the proposed property was a contemporary version of a traditional timber frame barn that would complement and remain subordinate to the greenery and space on the site. In addition its form and orientation with the end gable facing the High Street was considered to echo the traditional timber clad barn at Scutches Farm on the opposite side of the High Street.

6. The approved application was subsequently amended to slightly increase the size of the dwelling, the design of the fenestration and to add a rooflight to the Scotts Gardens elevation. In addition, a brick wall and railings was approved along the northern/footpath boundary of the site.

Planning Policy

7. **Policy P1/3** of the Cambridgeshire and Peterborough Structure Plan 2003 stresses the need for a high standard of design and a sense of place which corresponds to the local character of the built environment.
8. **Policy P7/6** of the 2003 Structure Plan requires development to protect and enhance the quality and distinctiveness of the historic built environment.
9. **Policy EN28** of the South Cambridgeshire Local Plan 2004 states that the District Council will refuse applications which dominate a listed building; damage the setting, well being or attractiveness of a listed building; or would harm the visual relationship between a listed building and its formal or natural landscape surroundings.
10. **Policy EN30** of the 2004 Local Plan requires new development in a Conservation Area to either preserve or enhance the character of the area.

Consultations

11. **Whittlesford Parish Council** recommends approval.
12. **The Conservation Manager** objects to the application, stating that the addition of dormers to the building is considered to be unacceptable. The Inspector allowed the scheme due to the building being 'a contemporary version of a traditional timber barn'. The design had no dormer windows and to introduce such features would lose this 'barn' character as agricultural buildings do not have dormer windows. Scutches Barn on the opposite side of the High Street, which has been referred to by the Inspector, has been converted to offices without the insertion of dormers. The provision of dormers will give the building a more domestic appearance, will have more presence in the street scene than rooflights and will add further bulk to the roof, making the roof form appear more cluttered. This would alter the character and appearance of the building to the detriment of the character of the Conservation Area. In addition, the proposed additional first floor glazing on the west elevation would erode the barn like appearance of the end elevation and give a more horizontal form to the fenestration, thereby losing the vertical emphasis of the building.

Representations

13. A letter of objection has been received from No.9-10 Scotts Gardens. The main points raised are:
 - a. Scutches Farm has flush flat windows in its pitched roof. The dormers should be no more intrusive than this;
 - b. The wall alongside the footpath should be sited so as to leave room for ornamental plants between the wall and footpath.

Planning Comments – Key Issues

14. The key issue to consider in the determination of this application relates to the impact of the proposed amendments to the dwelling upon:
 - a. The character and appearance of the Conservation Area; and
 - b. The setting of the adjacent Listed Buildings;
 - c. The amenities of adjoining residents.
15. As set out within the Conservation Manager's response, the erection of a dwelling on this site was only permitted at appeal on the basis that it was a modern interpretation of a traditional timber barn. Although I appreciate that the applicants have attempted to minimise the size of the dormers, they are features that would detract from the original barn concept of the approved scheme. The additional first floor glazing to the west elevation would have the same effect. Both changes to the design of the approved dwelling would therefore be harmful to the character of the Conservation Area and to the setting and appearance of the Listed barns opposite the site.
16. The addition of dormers is not considered to unduly harm the privacy of occupiers of properties to the south, the front elevations of which are in excess of 20 metres away or 'Scotts' to the north which is almost 30 metres away.
17. The erection of a brick wall along part of the northern/footpath boundary of the site has previously been agreed as an amendment to the approved application. The submitted block plan, however, does not correctly show the approved line of the wall in that it is shown extending under the canopies of trees to be retained. The applicant has confirmed that this is an oversight and will be submitting an amended plan showing the wall sited entirely beyond the tree canopies.

Recommendation

18. Refusal:

The original application for a dwelling (S/1392/04/F) was allowed on appeal as the Inspector considered that the design of a contemporary version of a traditional barn was not out of keeping with the locality. The proposed provision of four dormer windows to the roof area and additional glazing to the western gable end are considered to detract from the original barn concept of the approved scheme. Dormer windows are not part of the local agricultural building vernacular form and thus will form alien and intrusive elements to the design and appearance of the building. The first floor glazing to the rear garden gable elevation is equally considered to harm the barn concept of the approved scheme. The revised design is therefore considered to be out of keeping with the special character of the Conservation Area. The amendments will also detract from the setting and appearance of the Listed barns opposite the site, which the approved scheme was held to echo. Consequently, the proposal is contrary to Policy P7/6 of the Cambridgeshire and Peterborough Structure Plan 2003 which requires new development to protect and enhance the quality and distinctiveness of the historic built environment and to the South Cambridgeshire Local Plan 2004: Policy EN28 which states that applications for development that damages the setting of Listed Buildings will be refused and Policy EN30 which resists development that would adversely affect the character and appearance of Conservation Areas.

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

- Cambridgeshire and Peterborough Structure Plan 2003
- South Cambridgeshire Local Plan 2004
- Planning application references S/0657/06/F, S/1392/04/F and S/1165/01/F

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SOUTH CAMBRIDGESHIRE DISTRICT COUNCIL

REPORT TO: Development and Conservation Control Committee7th June 2006**AUTHOR/S:** Director of Development Services

**S/0704/06/F – Willingham
Extensions and Alterations at 158 Station Road, for S. Parker**

**Recommendation: Refusal
Date for Determination: 5th June 2006**

Members will visit this site on the 5th June 2006.

Site and Proposal

1. The application relates to an approximately 0.015 hectare (0.37 acre) site to the south of the village framework of Willingham. It is situated to the west of the B1050 leading from Willingham to Longstanton. It lies at the end of a small ribbon development of frontage development. An orchard/field lies to the north of the site.
2. Number 158 Station Road is a two-storey detached grey rendered house with a single storey garage with a shallow roof pitch to the side. A conservatory base has been constructed on the south elevation of the house. The dwelling appears to be have been erected in the Edwardian period. The existing garage does not appear to be used for parking.
3. The site is served by a vehicular access on the southern side of the plot from Station Road. Along the road frontage is an award drain. A yard with a rural building lies to the rear of the site, with adjacent land in the same ownership. A detached bungalow is situated to the south of the site (No. 164). On the opposite side of Station Road, there are several dwellings of mixed height and appearance.
4. The full application received on 10th April 2006 proposes several alterations to the dwelling, including a first floor front extension and raising of the ridge height of the dwelling, first floor rear extension and a two-storey rear extension, following the demolition of the existing side garage. The extensions will create an additional bedroom, upstairs bathroom/ensuite, enlarged kitchen/family room and enlarged two bedrooms.

Planning History

5. An application for an extension to the original dwelling and erection of a garage was refused in 1973 (Ref: **C/73/1279**), with a new application to extend the dwelling and erect a garage approved the following year (Ref: **S/74/0367**).
6. In 2000, planning permission was given for a rear conservatory and detached garage to the rear of the site (Ref: **S/0659/00**). The construction of the conservatory base has resulted in the implementation of the consent, although approved works have not been completed.
7. In May 2002 planning permission was refused for an extension to the dwelling, and was subsequently dismissed at appeal (Ref: **S/0591/02/F**). This proposal involved a

first floor front extension, a raising of the ridge height and a two storey rear extension, following demolition of the side garage, which resulted in a 114% cumulative increase in the floorspace of the original dwelling.

8. The Inspector stated in the appeal decision that “I consider that the proposed development would result in material harm to the character and appearance of the area by virtue of the scale of the proposed rear extension and would be contrary to adopted Local Plan Policy H31 and emerging Local Plan Policy HG18 (now HG13).”
9. In June 2002, planning permission was given for the erection of a storage barn/stables on land to the rear of the site (Ref: **S/0645/02/F**).
10. On 11th February 2003, a planning application for an extension to the dwelling was received (Ref: **S/0292/03/F**) and subsequently withdrawn prior to determination.
11. On the 15th July 2003, planning permission was given for a new vehicular access to the site (Ref: **S/1168/03/F**).
12. Within the immediate vicinity of the site, it is noted that the following applications have been received for extensions to dwellings in the Countryside between 2003 and 2006.
 - (a) **S/0119/06/F** – Extension to 171 Station Road Willingham. Approved. Resulted in less than 44% increase in the volume of the original dwelling.
 - (b) **S/1351/05/F** – Extension and Alterations to 111 Station Road, Willingham. Refused as contrary to policy HG13. Proposal resulted in a 94% increase in the floorspace of the original dwelling and the raising of the ridge height.
 - (c) **S/1019/05/F** – Extension and Alterations to 171 Station Road, Willingham. Refused as contrary to policy HG13. Proposal involved an extension to a bungalow to create a two storey dwelling.
 - (d) **S/0730/05/F** – Conservatory at 135 Station Road, Willingham. Approved.
 - (e) **S/2113/04/F** – Extension at 145 Station Road, Willingham. Approved at December 2004 Committee, contrary to officer’s recommendation. Proposal resulted in an approximately 145% increase in the volume of the original dwelling and 86% increase in floor area.
 - (f) **S/1462/04/F** – Roof Extension to Dwellings and Pitched Roofs to Garages at 153 and 155 Station Road, Willingham. Approved. Whilst proposal raised the ridge height of the bungalows, it represented a 12% increase in the volume over the original dwellings.
 - (g) **S/0355/04/F** – Single storey rear extension to 127 Station Road, Willingham. Approved.
 - (h) **S/0742/03/F** – Extension at 145 Station Road, Willingham. Approved. Extension resulted in a 59% increase in floor area.

Planning Policy

13. The site is located within the countryside, outside of the village development framework defined in the South Cambridgeshire Local Plan 2004.
14. South Cambridgeshire Local Plan 2004 Policy **HG13** states that extensions to dwellings in the countryside (i.e. outside of village frameworks defined in this Plan) will be permitted where: 1) the proposed development would not create a separate dwelling or be capable of separation from the existing dwelling; 2) the extension does not exceed the height of the original dwelling; 3) the extension does not lead to a 50% increase or more in volume or gross internal floor area of the original dwelling; 4) the proposed extension is in scale and character with the existing dwelling and would not materially change the impact of the dwelling on its surroundings; 5) the proposed extension has regard to the criteria in Policy **HG12** of this Plan.
15. Local Plan 2004 Policy **HG12** is concerned with extensions and alterations to dwellings within frameworks and refers to the use of appropriate design and materials; impact on neighbouring amenities; the loss of parking spaces; unacceptable visual impact on the street scene; and boundary treatment.
16. Cambridgeshire and Peterborough Structure Plan 2003 Policy **P1/2** states that development in the countryside will be restricted unless the proposals can be demonstrated to be essential in a particular rural location.
17. Policy **P1/3** of the County Structure Plan requires a high standard of design and sustainability for all new development and which provides a sense of place which responds to the local character of the built environment.

Consultation

18. **Willingham Parish Council** – Recommendation of Approval, subject to neighbours being consulted, and to the size of the proposed works being within planning guidelines.
19. **Old West Internal Drainage Board** – No comment from a drainage point of view.
20. **Councillor Corney** – Request that application be considered at Planning Committee, and be subject to a member site visit.

Representations

21. None received.

Representation by Agent

22. The following information (summarised) has been provided by the agent in support of the application.
 - (a) Calculations of the original dwelling should include structures adjacent the existing dwelling which have been subsequently demolished.
 - (b) The proposal results in a 40-55% increase in floor area above the “existing” dwelling.

- (c) The Inspector for the appeal for the 2002 planning application, raised no objection to the raising of the ridge height of the dwelling in the appeal decision.
- (d) Proposal will improve the visual appearance of the dwelling, by the loss of the side garage and replacement of windows along the front elevation.
- (e) The proposal does not result in an increased building footprint.
- (f) The mass of the building as proposed, when viewed from the front is reduced.
- (g) Other extensions to dwellings in the Countryside have been allowed, which are inconsistent with criteria in policy HG13; and
- (h) Proposal will not result in a large dwelling, by current standards.

Planning Comments – Key Issues

- 23. The application was informally discussed at the Chairman's Delegation Meeting of 19th May 2006, at which it was resolved that the application should come before Members at Committee, following a site visit.
- 24. The key issues in relation to this application are:
 - (a) The increase in floor space and volume of the dwelling from the original.
 - (b) The increase in ridge height; and
 - (c) The scale and character of the proposed development in context with the original dwelling and the resultant impact on the countryside.
- 25. The site lies within the countryside. Policy HG13 of the Local Plan requires extensions to dwellings in the countryside to not lead to a 50% increase or more in volume or gross internal floor area of the original dwelling and to not exceed the height of the original dwelling.
- 26. The policy looks to restrict the size of proposed extensions to dwellings in the countryside to carefully protect the character of rural locations and also to prevent the reduction in the stock of smaller and medium sized dwellings in countryside areas. This application proposes raising the ridge height from 6.5m to 7.5m, a first floor front and rear extension and a two storey rear extension. The proposal would result in an approximately 78% increase in external volume over the original dwelling and 72% increase in external floor area; and an increase in the number of bedrooms from 3 to 4.
- 27. It is calculated that previous extensions to the dwelling have resulted in a 55% increase in external floorspace to the original dwelling and 64% increase in volume. The proposal is calculated to result in an increase in floorspace of 20.4sq.m over the existing dwelling (as at 2006) taking into account the implemented conservatory permission and removal of the existing garage, and a 49.7 cubic metre increase in volume.
- 28. With respect to the calculations of the cumulative increase in volume and floorspace over the original dwelling, is noted that the agent has expressed the view, that calculations of the original dwelling should include buildings attached to the dwelling, which have been subsequently demolished. It is noted that no mention of these previous buildings was raised during the assessment of the earlier planning applications for extensions to this dwelling, that these structures/buildings are not

illustrated on the 1974 application plans for an extension to the dwelling, the applications plans for the 2000 extension (conservatory) show a small timber lean-to shed to be demolished adjacent the dwelling and no other outbuilding, and little information is presented on the domestic use of these structures. Overall, I am of the view that these demolished structures should not be included in the calculation of the original volume and floorspace of the dwelling.

29. Furthermore, it is noted that planning permission remains for a detached garage measuring 13.3m by 6.0m on the rear portion of the site, although this structure has not yet been built.
30. Policy HG13 of the Local Plan also states that extension to dwellings in the countryside should be in scale and character with the existing dwelling and not lead to a material change in the impact of the dwelling on its surroundings. The proposal would add to the visual bulk of the dwelling as viewed from the road and adjacent field by the first floor front extension and raising the ridge height of an existing two storey dwelling; and increasing the depth of the two-storey section of the dwelling at the rear. Collectively these extensions are considered to lead to an unacceptable change to the scale and character of the dwelling.
31. When considering this proposal it is also important to consider the context to which the site relates. I am of the view that officer recommendations have been consistent regarding extensions to dwellings in the countryside within the vicinity.
32. Unlike the current case, extensions at 153 and 155 Station Road, Willingham opposite the site, involved the raising of the ridge height for two bungalows positioned between two two-storey dwellings. This led to a small increase in volume over the original dwellings of 12%. The two sites are not considered comparable, as No. 158 is a two-storey dwelling which does not immediately adjoin existing dwellings. The percentage increase in volume is also significantly larger.
33. It is noted that planning permission was given for extensions at 145 Station Road, Willingham, which led to an increase in volume over the original dwelling of 145%. Members at the 1st December 2004 Committee meeting resolved to approve this application, as the site was situated amongst scattered dwellings, with restricted views of the proposed extension. The extended dwelling was considered of modest size and having minimal impact upon the visual amenity of the countryside. Due to the greater visual prominence of the current site, with the extensions readily visible from the road and adjacent field, these two sites are not considered comparable.
34. I am also of the view that applications should also be assessed on their own merits and note that adopted planning Policy HG13 makes no distinction between sites within the open countryside and sites which form part of a linear line of development adjacent a road frontage such as Station Road, Willingham or dwellings occupying large and small plots.
35. I have noted that the Appeal Inspector in 2002 did not consider that alterations to the front elevation and slight increase in ridge height (to 7.3m/7.4m) would harm the character and appearance of the area. He considered that the length of the rear extension (10.5m) would be out of character with the existing dwelling, would be intrusive in the countryside and would represent a significant increase in floorspace. I have taken those comments into consideration but do not consider they outweigh the harm to the character of the area by the scale of the extensions.

Recommendation

36. Refusal

1. No.158 Station Road is a detached dwelling sited in a loose ribbon of development outside the defined village framework for Willingham.
2. The proposed extensions including alterations to the front elevation, when combined with previous additions to the original property, would represent an increase in 78% and 72% in volume and floorspace respectively, over the original dwelling, which materially increases the impact of the dwelling on its surroundings when viewed from the road and field to the north. The proposed extensions are considered unsympathetic to the scale and character of the existing dwelling. The proposal would therefore contravene Policy HG13 of the South Cambridgeshire Local Plan 2004 which requires extensions to dwellings in the countryside to be in scale and character with the existing dwelling, not to exceed the height of the original dwelling and to not lead to an increase of 50% or more in volume or floorspace of the original dwelling.

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

- South Cambridgeshire Local Plan 2004
- Cambridgeshire and Peterborough Structure Plan 2003
- Planning File Refs: C/73/1279/F, S/74/0367/F, S/0659/00/F, S/0591/02/F, S/0645/02/F, S/0292/03/F, S/1168/03/F, S/0119/06/F, S/1351/05/F, S/1019/05/F, S/0730/05/F, S/2113/04/F, S/1462/04/F, S/0355/04/F, S/0742/03/F and S/0704/06/F

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SOUTH CAMBRIDGESHIRE DISTRICT COUNCIL

REPORT TO: Development and Conservation Control Committee 7th June 2006

AUTHOR/S: Director of Development Services

S/0743/06/0 - Willingham
House and Garage Adjacent 27 Station Road, for Mr J Corney

Recommendation: Refusal
Date for determination: 8th June 2006

Site and Proposal

1. The site occupies an area of 0.06ha and is part of the side garden of the applicant's detached house. The site fronts Station Road. The adjoining house to the south, No.27, stands close to the boundary with the application site, but has no windows on the facing elevation.
2. The outline application, dated 7th April 2006, proposes the erection of a house and garage. No details of the siting or appearance of the swelling have been submitted at this stage. All detailed matters have been reserved for subsequent approval. The application has been accompanied by a flood risk assessment.
3. The agent has confirmed that the applicant does not wish to amend the application to be for two dwellings and garages.
4. The proposal represents a density of 16.7 dwellings per hectare.

Planning History

5. A similar application was withdrawn in February of this year to enable a flood risk assessment to be prepared (**S/0071/06/O**).
6. Outline consents have been granted for the development of a house and garage on this plot in 1991, 1994 and 1999 (**S/1976/91/O**, **S/1930/94/O**, **S/0108/99/O**). No reserved matters applications were submitted subsequently, and consequently all of these outline planning permissions have lapsed.

Planning Policy

Cambridgeshire and Peterborough Structure Plan 2003

7. **P1/1** (Approach to Development) – provision of development within settlements will be preferred over the use of land outside the settlement. Development sites involving the use of previously developed land and buildings within existing settlements should be afforded the highest priority.
8. **P1/3** (Sustainable Design in Built Development) of the Cambridgeshire and Peterborough Structure Plan 2003 requires compact forms of development through the promotion of higher densities that responds to the local character of the built environment.

9. **P5/3** (Density) Local Planning Authorities should seek to maximise the use of land by applying the highest density possible which is compatible with maintaining local character. As a guideline, densities of less than 30 dwellings per hectare will not be acceptable. The supporting text to the policy states: *'It is intended that overall density levels will be significantly higher than the average 25-30 dwellings per hectare in the past'*.
10. **Policy P5/5** (Homes in Rural Areas) – small scale housing developments will be permitted in villages only where appropriate, taking into account the need for affordable rural housing, the character of the village and its setting, and the level of jobs, services, infrastructure and passenger transport provision in the immediate area.

South Cambridgeshire Local Plan 2004

11. **Policy SE2** (Rural Growth Settlements) – residential development will be permitted provided that the retention of the site is not essential to the character of the village, the development would be sensitive to the character of the village and the amenity of neighbours; and the village has the necessary infrastructure capacity. Development should achieve a minimum density of 30 dwellings per hectare unless there are strong design grounds for not doing so.
12. **Policy SE8** (Village Frameworks) of the Local Plan states that there will be a general presumption in favour of residential development within the frameworks of villages
13. **Policy HG10** (Housing Mix and Design) requires residential developments to have a mix of units making the best use of the site. The design and layout of schemes should be informed by the wider character and context of the local townscape.
14. **Policy CS5** (Flood Protection) – planning permission will not be granted where the site is likely to increase flood risk unless it can be demonstrated that the effect can be overcome by appropriate alleviation and mitigation measures

Consultations

15. **Willingham Parish Council** – recommends approval (no additional comments).
16. **Council's Building Control Manager** – the flood risk assessment is acceptable.
17. **Old West Internal Drainage Board** – no comment on the proposal from a drainage point of view.
18. **Environment Agency** – the site lies within Zone 2 (medium risk) of the Flood Map. The Agency has no further comments to add, and has delegated assessment of flood risk to the LPA.
19. **Highways Authority** – no objections subject to conditions to be attached to any consent issued.
20. **Chief Environmental Health Officer** – no objection.

Representations

21. None received.

Planning Comments – Key Issues

22. The main issue arising from the application is that of housing density. Policies P1/3, P5/3 and SE2 indicate that, in the Rural Growth Settlement of Willingham, new housing development should achieve a minimum density of 30 dwellings per hectare. This is a material change in policy since the grant of outline planning permission in February 1999. An exception to this approach can be made if there are strong design grounds for doing so, taking into account the local character of the built environment. The average density of development in this part of Station Road is only 9.0 dwellings per hectare. The area is characterised by detached houses set in reasonably-sized gardens. Plots have frontage lengths ranging from 11m to 23m, but typically 15-16m. The application site has a frontage length of 14.0m. The proposal represents a density of 16.7 dwellings per hectare.
23. The development of one house on the site would be in keeping with the existing density of development, and size of existing plots. On the other hand, the site is not on the fringe of the village, where lower densities might be appropriate, nor is it in the Conservation Area, where the pattern of existing development could amount to a consideration of greater weight. Policy H10 encourages a mix of residential units in any area. On balance, I consider that the character of the area would be preserved if the development took the form of a pair of semi-detached dwellings with a shared central access.
24. The applicant has indicated that he wishes the application to be determined as submitted. As the proposal fails to achieve the density of development normally expected in Willingham, my recommendation is for refusal on this ground. In other respects, I consider the proposal to be acceptable, in line with earlier planning permissions on this site.

Recommendation

25. Refusal
 1. The development of one dwelling on a site of area 0.6 hectare fails to make the best use of this land and does not represent a sustainable form of development. No strong design reason has been put forward to set aside the requirement to achieve a compact form of development as contained in the Cambridgeshire and Peterborough Structure Plan 2003, notably at Policy P1/3 (Sustainable Design in Built Development), and Policy P5/3 (Density) and in the South Cambridgeshire Local Plan 2004, notably at Policy SE2 (Rural Growth Settlements) and Policy HG10 (Housing Mix and Design).

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

- South Cambridgeshire Local Plan 2004
- Cambridgeshire and Peterborough Structure Plan 2003
- Planning files ref. S/0743/06/O, S/0071/06/O, S/0108/99/O, S/1930/94/O and S/1976/91/O.

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