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29 July 2008

To: Chairman – Councillor Mrs PS Corney  
Vice-Chairman – Councillor RJ Turner  
All Members of the Planning Committee - Councillors Mrs PM Bear, BR Burling,  
TD Bygott, Mrs JM Guest, Mrs SA Hatton, Mrs CA Hunt, SGM Kindersley,  
MB Loynes, CR Nightingale, Mrs DP Roberts, Mrs HM Smith and JF Williams,  
and to Councillor NIC Wright (Planning Portfolio Holder)

Quorum: 4

Dear Councillor

You are invited to attend the next meeting of **PLANNING COMMITTEE**, which will be held in the **COUNCIL CHAMBER, FIRST FLOOR** at South Cambridgeshire Hall on **WEDNESDAY, 6 AUGUST 2008** at **2.00 p.m.**

Yours faithfully  
**GJ HARLOCK**  
Chief Executive

**The Council is committed to improving, for all members of the community, access to its agendas and minutes. We try to take all circumstances into account but, if you have any specific needs, please let us know, and we will do what we can to help you.**

Members of the public and parish councils wishing to speak at this meeting must contact the Democratic Services Officer by no later than noon on Monday before the meeting.  
A [public speaking protocol](#) applies.

Planning Applications might be considered in a different order to that published below to assist in the effective management of public speaking. Any revision will appear on the website the day before the meeting.

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## AGENDA

	PAGES
<b>PROCEDURAL ITEMS</b>	
<b>1. Apologies</b> To receive apologies for absence from committee members.	
<b>2. General Declarations of Interest</b> General declarations include membership of, or other association with, a statutory consultee involved with every application. Declarations in respect of specific items on the agenda should be repeated immediately prior to those items being discussed for the benefit of those not present in the Chamber at 2.00pm. Where declarations are complex, a written statement on the attached form	<b>1 - 2</b>

will ensure that details are reflected accurately in the minutes.

**3. Minutes of Previous Meeting**

To authorise the Chairman to sign the Minutes of the meeting held on 2 July 2008 as a correct record. These minutes are available online at [www.scambs.gov.uk/meetings](http://www.scambs.gov.uk/meetings).

**PLANNING APPLICATIONS AND OTHER DECISION ITEMS**

- |     |  |                  |
|-----|--|------------------|
| 4.  | <b>S/6448/07/O - Cambourne (Jeavons Wood and Adjacent Land, Eastgate)</b>                | <b>3 - 24</b>    |
| 5.  | <b>S/0935/08/O – Milton (The Former EDF Depot and Training Centre, Ely Road, Milton)</b> | <b>25 - 58</b>   |
| 6.  | <b>S/0805/08/F – Wimpole (72A The Cottages, Wimpole Woodyard, Cambridge Road)</b>        | <b>59 - 66</b>   |
| 7.  | <b>S/0836/08/F and S/0690/08/LB – Conington (Marshalls Farm, Elsworth Road)</b>          | <b>67 - 76</b>   |
| 8.  | <b>S/0654/08/O – Waterbeach (Land R/O 10a Rosemary Road &amp; St Andrews Hill)</b>       | <b>77 - 90</b>   |
| 9.  | <b>S/0883/08/F – Bassingbourn (The Cedars and The Orchard, 26 South End)</b>             | <b>91 - 106</b>  |
| 10. | <b>S/0686/08/F – Cottenham (Land North of Orchard Close)</b>                             | <b>107 - 124</b> |

**INFORMATION ITEMS**

The following items are included on the agenda for information and are available in electronic format only (at [www.scambs.gov.uk/meetings](http://www.scambs.gov.uk/meetings) and in the Weekly Bulletin dated 30 July 2008). Should Members have any comments or questions regarding issues raised by the reports, they should contact the appropriate officers prior to the meeting.

**11. Appeals against Planning Decisions and Enforcement Action**

**Contact officers:**

Gareth Jones, Corporate Manager (Planning and Sustainable Communities) – Tel: 01954 713155

John Koch, Appeals Manager (Special Projects) – Tel: 01954 713268

**12. Appeal Statistics**

**Contact officers:**

Gareth Jones, Corporate Manager (Planning and Sustainable Communities) – Tel: 01954 713155

John Koch, Appeals Manager (Special Projects) – Tel: 01954 713268

**13. Planning Sub-Committee**

To receive the minutes of the meetings held on 3 August 2007, 2 November 2007, 1 February 2008, 4 April 2008 and 12 May 2008.

## **GUIDANCE NOTES FOR VISITORS TO SOUTH CAMBRIDGESHIRE HALL**

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No member of the public shall be allowed to bring into or display at any Council meeting any banner, placard, poster or other similar item. The Chairman may require any such item to be removed.

### **Disturbance by Public**

If a member of the public interrupts proceedings, the Chairman will warn the person concerned. If they continue to interrupt, the Chairman will order their removal from the meeting room. If there is a general disturbance in any part of the meeting room open to the public, the Chairman may call for that part to be cleared.

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### **Mobile Phones**

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## **EXCLUSION OF PRESS AND PUBLIC**

The law allows Councils to consider a limited range of issues in private session without members of the Press and public being present. Typically, such issues relate to personal details, financial and business affairs, legal privilege and so on. In every case, the public interest in excluding the Press and Public from the meeting room must outweigh the public interest in having the information disclosed to them. The following statement will be proposed, seconded and voted upon.

"I propose that the Press and public be excluded from the meeting during the consideration of the following item number(s) ..... 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(s) ..... of Part 1 of Schedule 12A of the Act."

If exempt (confidential) information has been provided as part of the agenda, the Press and public will not be able to view it. There will be an explanation on the website however as to why the information is exempt.

### **Notes**

- (1) 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 Corporate Manager (Planning and Sustainable Communities).
- (2) The Council considers every planning application on its merits and in the context of national, regional and local planning policy. As part of the Council's customer service standards, Councillors and officers aim to put customers first, deliver outstanding service and provide easy access to services and information. At all times, we will treat customers with respect and will be polite, patient and honest. The Council is also committed to treat everyone fairly and justly, and to promote equality. This applies to all residents and customers, planning applicants and those people against whom the Council is taking, or proposing to take, planning enforcement action. More details can be found on the Council's website under 'Council and Democracy'.

South Cambridgeshire District Council

Planning Committee – 6 August 2008 – Declaration of Interests

Councillor .....

**Personal / Personal and Prejudicial [delete as appropriate]**

Item no: ..... App. No. .... Villlage: .....

Reason:

**Personal / Personal and Prejudicial [delete as appropriate]**

Item no: ..... App. No. .... Villlage: .....

Reason:

**Personal / Personal and Prejudicial [delete as appropriate]**

Item no: ..... App. No. .... Villlage: .....

Reason:

**Personal / Personal and Prejudicial [delete as appropriate]**

Item no: ..... App. No. .... Villlage: .....

Reason:

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**Personal / Personal and Prejudicial [delete as appropriate]**

**Item no:** ..... **App. No.** ..... **Village:** .....

**Reason:**

**Personal / Personal and Prejudicial [delete as appropriate]**

**Item no:** ..... **App. No.** ..... **Village:** .....

**Reason:**

**Personal / Personal and Prejudicial [delete as appropriate]**

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**SOUTH CAMBRIDGESHIRE DISTRICT COUNCIL**

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**REPORT TO:** Planning Committee6<sup>th</sup> August 2008**AUTHOR/S:** Executive Director / Corporate Manager - Planning and Sustainable Communities

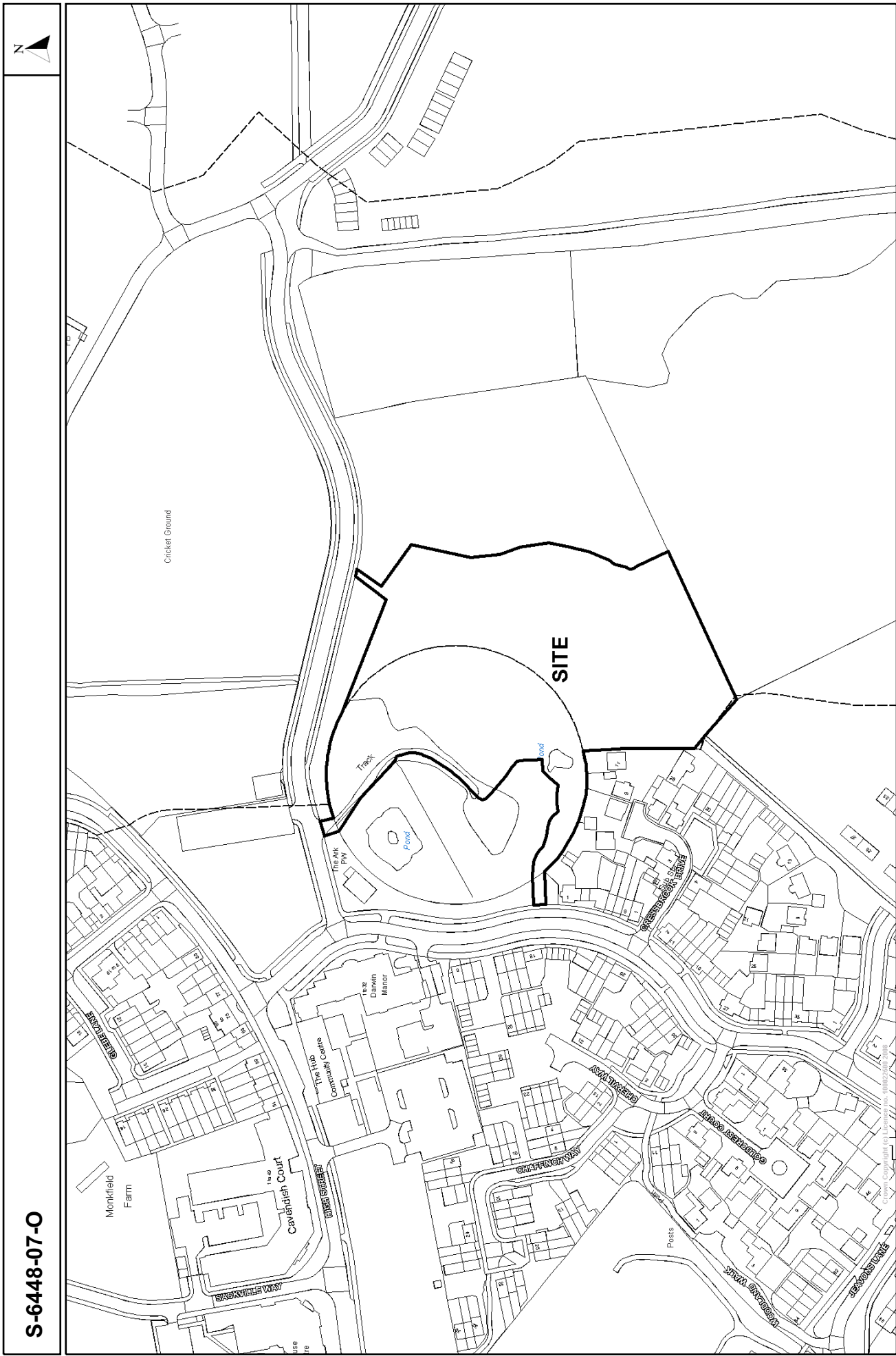
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**S/6448/07/O - CAMBOURNE****Outline application for the erection of a 2 form entry primary school with community facilities and external landscape places with layout and means of access submitted, At Jeavons Wood and adjacent land, Eastgate, Cambourne For MCA Development Ltd****Recommendation: Approval****Date for Determination: 8<sup>th</sup> March 2008****Notes:**

**This Application has been reported to the Planning Committee for determination because Cambourne Parish Council has raised objection and because the proposal does not accord with the Development Plan.**

**Departure Application****Site and Proposal**

1. The 1.93 hectare site lies on the south side of Eastgate, east of Jeavons Lane, and comprises the eastern part of an overgrown formal residential garden known as Jeavons Wood, and a portion of the open grassland between Jeavons and Great Common Wood West. It extends southwards from the spine road (Eastgate) as far as the east-west hedgerow and ditch which runs from Cressbrook Drive to Great Common Wood West. To the east of the site the Cambourne eastern valley provides a long open vista to the south. North of the spine road is the site allocated for a church, and the Great Cambourne cricket field, beyond which, north of Lancaster Gate, the sports playing fields complete the green separation between Great and Upper Cambourne. The Citi 4 bus route runs from Lower Cambourne every 20 minutes via Jeavons Lane into High Street.
2. **The proposal**, submitted by MCA Developments Ltd, the Cambourne developer and landowner of this site, is made in outline, the matters for current consideration being the access, layout, scale, and principles of landscaping. It comprises a single storey building with a taller section for the main Hall, maximum height 9 metres. It would be designed to accommodate one form of entry (7 classrooms) for 210 pupils with the option to expand in the first instance to 300 and then at a later stage to 420 pupil places if required. The main building would be articulated into an entrance/admin area with the Reception classes adjacent to it, and the taller Hall building to the rear. This would be linked by the Library/IT building to an L-shaped classroom area for key stages 1 and 2. These portions of the building would enclose an outdoor area to the southwest where 4 of the better quality Jeavons trees would be retained. To the



S-6448-07-O

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Scale 1/2500

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Date 25/7/2008

August 2008 Planning Committee





northeast of the main building a smaller community Extended School Facilities (ESF) building would be sited adjacent to the main pedestrian entrance from Eastgate. The return to the northeast of the two buildings would accommodate outdoor classrooms and two hard play areas, whilst further south (east of Cressbrook Drive) a grass pitch is proposed. A southern entrance to the site would give access from two proposed new footpaths, one through the south side of Jeavons to Jeavons Lane, and the other leading south to Bullrush Lane and beyond it to Tithe Way greenway.

3. **The Design and Access Statement** states “A key driver for the third school is the proposal for a further 950 houses, which would give enough children for a 10 class 300 place school”. However, more school places are in fact required now, as the applicant acknowledges “due to the higher than usual numbers of primary school pupils from the existing housing”, so that a site has been selected sufficient for a 14 class school to be built in phases.
4. **A Planning Statement** has been prepared by Mouchel Group on behalf of Cambridgeshire County Council to accompany the application. It describes the site selection process which considered Lower Cambourne but found no available land as the developers’ land is fully built out. A linear site adjacent to Monk Drive had insufficient development area and offered no locational advantage. The circular site of Jeavons would have had insufficient area and, because of the constraints of the mature trees, would have had additional construction costs and risks.
5. The Statement sets out the intended sustainability measures to be aspired to in the detailed design. The proposed scheme would score “very good” on the BREEAM Schools rating if implemented in accordance with the County’s draft scheme. The landscape principles are described as aiming for a secure, safe and friendly environment, outdoor education spaces of various types, retention as far as possible of existing trees and other landscape features, ecological enhancements, and creation of an “informal” eastern edge to the site by the use of a series of curves in the boundary fencing to allow new trees and climbing plants either side of it, masking the transition from golf course to school site. The boundary fence would be 2 metre high galvanised weldmesh for security.
6. The Planning Statement includes a draft map of the distribution of 3 school catchment areas across Cambourne, which shows the proposed school eventually serving the east side of Great Cambourne and the northwest part of Upper Cambourne.
7. **The Transport Assessment** (TA) describes the road network in the vicinity of the site, its suitability for pedestrians and cyclists, and the bus services. Parking provision for staff only, plus disabled parking and a delivery bay are proposed. It is stated that this will minimise the number of vehicles turning into the school access, and in turn the level of conflict between turning vehicles and pedestrians. Covered parking for 120 bicycles is proposed, with capacity for more if needed. The assessment takes account of the readjustment of school catchment areas which will eventually result from the continuing development of Upper Cambourne with the approximately 750 dwellings still to be built from the original 3,300. “As Upper Cambourne is currently not built out, the majority of pupils at The Vine School are drawn from the Great Cambourne area, whilst Monkfield Park takes pupils from Lower Cambourne and part of Great Cambourne. Pupils from Cambourne are also transported to schools in surrounding settlements, because the two Cambourne schools are over subscribed. As Upper Cambourne is built out it is likely that The Vine school will eventually draw more of its pupils from this area, meaning that a third primary school is needed to accommodate pupils from Great Cambourne.”

8. The car park access would be 50 metres from the Jeavons Lane junction, and can be provided with 70 metres visibility to the east. A separate access to Eastgate is proposed, to the east of the car park entrance, for pedestrians and cyclists, and this will form the main entrance to the school. The southern gate to the school site would be locked during school hours for security within the site. The TA recommends that the footway in the vicinity of the pedestrian access should be widened to accommodate carers waiting to drop off/pick up children. *[This is not shown on the submitted plans, and is not included within the application site, but can be required by Section 106 agreement].*
9. The type of measures which could be included in a School Travel Plan in order to discourage irresponsible car parking are discussed, along with the suggestion that the County council might negotiate an arrangement to use a nearby car park for "Park and Stride". A zebra crossing is proposed on Jeavons Lane south of the junction with Eastgate. No agreement has been suggested to secure this off-site provision, but the roads in this part of Cambourne are still in the control of the applicant, who therefore could make the provision to an adoptable standard. This can therefore be required through the S.106 Agreement.
10. The recorded data for travel to school at Monkfield Park shows a high propensity to walk and cycle to school. This has not been replicated at The Vine School during the period that construction disruption along Lancaster Way has discouraged walking and cycling. The TA anticipates that this situation will change when the route becomes relatively clear again, and as the readjustment of catchment areas reduces the number of "cross-town" trips to school. The school would be within 1.2 km walk of most of Great Cambourne. The TA has been prepared on the basis of various scenarios for the different stages of the build-out of Upper Cambourne and the different split of catchment areas as the schools become established. In order to make a robust assessment, the potential for additional 950 dwellings in Upper Cambourne has also been modelled in. Taking the above into account, the predicted traffic generation has been assigned to the road network, from which the TA concludes that "a proposed third primary school could result in considerable journey savings." Similarly it finds that the junction capacity modelling of High Street/Jeavons Lane and Jeavons Lane/Eastgate predicts "that both junctions would have sufficient capacity to accommodate the traffic generated by the proposed school, without causing significant additional delay."
11. **A Flood Risk Assessment** has been undertaken. The site lies on the watershed between 2 drainage catchment areas. With a view to reducing the overall flood risk to areas downstream, Environment Agency recommends that the developer should seek to control the surface water run-off to below existing rates, by the inclusion of Sustainable Urban Drainage (SUDS). Some techniques have been proposed, which would ensure that the post-development off-site discharge rates are restricted to at least those from the existing site or less. The Proposed Drainage Strategy plan shows the car park as porous paving, and the hard play area as an attenuation "open feature area 150mm deep to store excess surface water flows". Some other SUDS techniques have been discounted as not viable, including swales and filter drains which would have also improved the water quality of run-off before eventual discharge to the Cambourne strategic drainage system (the lakes). The conclusions of the Flood Risk Assessment are acceptable, in principle, to Environment Agency, but there remains some uncertainty as to its acceptability to the end user, and therefore the imposition of conditions is recommended. There is sufficient space within the site to meet the discharge rate limit by other SUDs measures which might be more acceptable to a school operator.

12. **An Arboricultural Report** is submitted which describes the trees on site. Although a copy of the TPO accompanies the Planning Statement, it is not clear whether T4 and T5, both Ash trees, are to be retained adjacent to the access way to the school. The largest oak tree T1 and the Group of Trees including 3 oak, 5 ash and 1 sycamore would lie outside the school site. The Area of mixed trees A1 would mainly be removed on the east side of Jeavons. The Report lists the size and condition of the trees, and proposes that 5 of the best quality trees should be retained within the school site, and identifies two of the more significant trees (the large central oak and a tall ash further south) to be retained on the adjacent Jeavons land.
13. **An Ecological Assessment** was prepared following an ecologist's survey in September 2007. No plant species protected under the Wildlife and Countryside Act were found. The report identifies that there are 3 trees in Jeavons Wood which are significantly older than the rest: 2 oak trees and an ash. When the site was laid out for the miniature railway there were additional shrub and tree plantings over a period of years. There is an outer circular hedge composed mainly of hawthorn with occasional field maple, privet and sycamore. Domestic plum trees are in the south eastern section of the hedge. There is a partial inner circle some 3 metres away, of 20-30 year old sycamore, horse chestnut, crack willow and balsam poplar. Within the southern part of the site there is a small orchard of apple, pear and plum trees. There are two areas of old grassland, probably lawns, within the miniature railway site. The land to the east of Jeavons is set-aside agricultural in character. Within Jeavons a small pond is known to a breeding place for great crested newts, which should be protected by newt fencing to exclude newts and reptiles from the construction site. The pond is shown retained within the school site. No information on the use of the site for bat roosts is available, but there is some potential for suitable crevices in the larger trees, and therefore a survey must be carried out before any work commences on site. It is also recommended that as wide a range of tree/hedge/scrub/grassland habitat as possible be kept to perpetuate the current diversity of plants and the invertebrates that feed on them. This objective will be sought in the management plan for the public open space and for the detailed landscaping scheme for the school development.

### **Planning History**

14. **S/1371/92/O** Outline permission for new settlement of 3,300 dwellings and associated facilities including, among other things, two primary schools.
15. **S/6339/06/RM** Eastern valley new landforms to accommodate spoil disposal: includes as Area D land between Jeavons Wood and Great Common Wood West to receive deposits to a depth of 1.5 metres and subsequently be re-landscaped as golf course. Approved
16. **S/0452/08/CC** Cambridgeshire County Council Regulation 3 application for provision of a temporary school on adjacent site to provide a two-form entry primary school with 120 pupil places in 4 classrooms, hall dining room, toilet facilities, cloakroom space, administration area and hard & soft play areas, on land to the east of Jeavons Wood. To be considered by the County Council Planning Committee on 25<sup>th</sup> July.
17. Cambourne approved **Masterplan** Revision 30 shows the land as open space/golf course, and the circular Jeavons site for built development, although Jeavons is not included for dwellings in the Housing Phasing Schedule approved in May 2007. The site is still shown on the Phasing Plan included as CR06 in Phase 6 (the remainder of which is currently being developed for housing).

18. Cambourne **Design Guide** 1995 shows Jeavons Wood as a primary school site (pages 23 & 24), with accompanying text “Jeavons School sits within its existing landscaped perimeter. Many good precedents for single storey primary schools exist. The natural existing enclosure provides a ready setting for a good quality contemporary building.” Recommended materials are stone, timber and glazed panel façade with metal panels roof. There is no Briefing Plan for this application site and Jeavons Wood.
19. **Tree Preservation Order** 02/01/SC dated 9<sup>th</sup> March 2001 covers the whole of the circular Jeavons site, and identifies 5 individual trees within the site, one group of oak, ash and sycamore on the bank across the west side of the site, and one area covering the whole perimeter encompassing conifers, horse chestnut, ash, oak, field maple, sycamore and thorn trees.
20. **S/6438/07/O** - outline application for 950 extra houses at Upper Cambourne, Decision pending.

### **Planning Policy**

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

21. **STa-k Objectives** – arising from the Strategic Vision for South Cambridgeshire.
  22. **ST/4 Rural Centres** (including Cambourne) – Development and redevelopment without any limit on individual scheme size will be permitted within the village frameworks of Rural Centres, as defined in the Proposals Map, provided that adequate services, facilities and infrastructure are available or can be made available as a result of the development.
- #### **Local Development Framework Development Control Policies 2007**
23. **DP/1** requires development to demonstrate that it is consistent with the principles of **sustainable development**, including efficient use of resources and (m) provision for, among other things, education.
  24. **DP/2** requires the **design of new development** to be of high quality, with criteria listed including (a) preserve or enhance the character of the local area, (f) be compatible with its location etc, and (i) provide an inclusive environment that is created for people, that is and feels safe etc.
  25. **DP/3** sets **development criteria**, including access for all and (h) design and layout that minimises opportunities for crime.
  26. **DP/6 d** requires **construction methods** to minimise impact for instance by accommodating spoil within the development whilst avoiding creation of features alien to the topography.
  27. **DP/7** outside **Development Frameworks** only development for, among other things, outdoor recreation will be permitted.
  28. **SF/6** public art in new developments.
  29. **SF/9** protection of existing **recreation areas**.

30. **NE/1** requires development to demonstrate measures to increase energy efficiency and reduce carbon emissions.
31. **NE/3** requires all development proposals greater than 1000m<sup>2</sup> to **include technology for renewable energy to provide at least 10% of predicted energy requirements.**
32. **NE/4** development shall **respect the local character of the Landscape Character Area.**
33. **NE/6** requires positive **biodiversity gain.**
34. **NE/11** minimising **flood risk** in the river catchment by use of **Sustainable Drainage Systems (SUDs).**
35. **NE/12** requires development to incorporate **water conservation** measures.
36. **TR/1** encourages **planning for more sustainable travel** through accessibility, alternative modes, and parking levels. This is supported by **TR/2** which sets **parking standards**, **TR/3** which requires **mitigation of travel impacts**, and **TR/4** which encourages **use of non-motorised modes.**

**South Cambridgeshire Local Plan 2004 saved policies**

**Cambourne 2** – Development in accordance with Cambourne Approved Masterplan and Design Guide.

**SE7** – Development in accordance with Cambourne Masterplan and Design Guide.

**Consultations**

**Cambourne Parish Council 3<sup>rd</sup> June 2008**

**Response updated to take account of Amended information and Transport Appraisal.**

37. After careful consideration of the Appraisal document and comments from the chairman on the Transport Assessment the Council was aware and is in support of the provision of a third school in Cambourne, but the Council still considers that this proposal is in the wrong location. The Parish Council resolved that it adhere to its original recommendation that the application be refused for the same grounds as the additional information still does not satisfy our concerns:
  - a) While accepting that there is a need for a third primary school and that Jeavons Wood was allocated as a school site in the original master plan, it is felt that there have been material changes since the master plan was agreed that means that Jeavons Wood is now inappropriate for the third school. The character of Eastgate has changed as there is a higher volume of traffic using the road due to the siting of the Second School and the increase by over 500 houses will further increase the volume of traffic. The basis for a number of the assumptions with Cambourne is that most of the residents would walk or cycle to work, school etc this has not proved to be the case.
  - b) The traffic survey should have been over more than one day and at least one of them should have been on wet or inclement day.

- c) Concern was raised by the people carrying out the survey, over cars cutting the corners which were considered a hazard, this was not included in the traffic survey report.
  - d) Improvements should be made to the junctions at High Street-Jeavons Lane and Eastgate-Jeavons Lane.
  - e) There should be no waiting on the bus routes i.e. Jeavons Lane in the interest of pedestrian safety.
  - f) Entrance footpaths should not be sited to infringe on the privacy of adjacent residential properties.
  - g) Care should be taken when siting the entrance footpaths to discourage parking on adjoining roads.
  - h) There is insufficient staff parking on site for the size of school, which will mean on street parking causing a traffic hazard.
  - i) All the Traffic concerns listed above will have an adverse effect on;
    - 1. Existing Great Cambourne residents.
    - 2. Upper Cambourne residents.
    - 3. Existing users of the Vine School.
    - 4. Users of the new School.
38. We understand that as the catchment areas of the two schools settle down some of the conflict of traffic will diminish, but this will take several years to take effect. Therefore safety of pupils at both schools should not be put at risk in the short term. To maintain the viability of the Vine school and avoid reductions in teaching staff during the construction of Upper Cambourne there will continue to be cross flow of pupils between the two villages and the schools.
39. Jeavons Wood - concern was also raised that the proposals have an adverse effect on the trees and wildlife in the now established wooded area.
40. The Council would reiterate that they have grave concern over the loss of trees in a sensitive area and would ask that the concern raised by a growing number of residents in Cambourne over the loss of trees and wildlife be taken into account when considering this application.
41. Traffic Appraisal: the Council raised further concerns over the length of the survey being for one day and should be carried out again over a longer period to confirm the existing usage and verify any additional movements since the original survey.
42. The length of the school day was questioned, as it would not meet the Ofsted standard for the length of day. The report should be represented with the correct title for The Vine School and the location corrected.
43. The Council again expressed concern at the drip feeding of information and incomplete data, making it difficult to judge the application as a whole.

44. The Council also raised concern that no allowance had been made in the Traffic Appraisal for the construction traffic impact on the temporary school during construction.
45. **County Highway** – required a drawing showing the visibility splays from the proposed new accesses. Whereas, the Cambourne Design Guide accepts splays of 2.4m x 45m on 30mph roads, given the periodically intense use of the proposed junction by vulnerable users the Highway Authority will seek a splay of 2.4m x 70m to the carriageway and 2.4m x 33m to the shared use footways/cycleways. *[A plan submitted 12 March 2008 shows 2.4m x 45m to the west and 2.4m x 70m to the east of the vehicular access. The land to achieve this is within the applicant's control, but not within the application site].*
46. The Highway Authority will also seek the provision of a controlled crossing point within the proposed adoptable public highway. Again taking into consideration the periodically intense use of the proposed junction it is unlikely that such a feature will be a signal controlled crossing, but is more likely to be a large central island to allow pedestrians and cyclists to cross the carriageway in two separate stages. This can be achieved under a Section 106 Agreement, as can the widened footway at the pedestrian access. The Highway Authority advises that the road network and junctions as considered in the Transport Assessment are adequate for the proposed use, such that no unacceptable risk to road users (vehicular, cyclist and pedestrian) would arise, and clarifies,
47. “Although the level of car traffic that is normally associated with school travel is often seen as presenting a significant risk to highway users and in particular children, the empirical reality is different. Even in an urban environment such as Cambridge where car usage is significantly higher than that in Cambourne, (where the majority of parents walk or cycle with their children to school), the number of accidents outside schools is very low”.
48. “This low level of risk is in part a response to the apparent confusion created by relatively high volumes of traffic (in all its modes pedestrian, cyclist and motor) actually heightens the awareness of motorists in particular to the potential hazards, leading to a less risky environment for all”.
49. “Clearly the management of the school entrances by the school itself can play a key role in reducing the normal risks associated with using the public highway and the Highway Authority would request that a Travel Plan for the school be implemented which includes elements of on site control”.
50. The installation of waiting restrictions do not have a significantly effect on the modal choice of parents as it is legal to park on 'double yellow lines' to drop of or pick up a passenger”.
51. **County Archaeologist** - The area has been subject to a programme of archaeological evaluation (Historic Environment Record Number ECB1064) and no further archaeological work is considered necessary in connection with this development proposal. He is keen to encourage the greater use of archaeology in schools and communities.
52. **Police Architectural Liaison Officer** – The Secure by Design Schools Guide recommends that the number of entrances to school sites should be reduced to the minimum practicable and preferably direct vehicles and pedestrians through one main entrance, and also that car parking should be restricted to designated car park areas where vehicles can be more readily supervised.

53. The proposed layout includes one vehicular and three additional footpaths, only one of which appears to lead to the main entrance, with the car parking out of view of the admin/reception area.
54. I am not clear as to the line which the 2m boundary fence takes. There should be no public footpaths running through the site and, given the limited natural surveillance over the two paths to the south, the fence with similar style gates should extend as close as possible to the boundary of the site.
55. Nonetheless, I would recommend that there be only a single entrance, shared by vehicles and pedestrians, which should benefit from natural surveillance from the main building entrance so that casual movement throughout the site is discouraged. Cycle stores should be sited also to benefit from effective levels of natural surveillance.
56. **Environment Agency** – No objection to the proposed development. Advice is offered on Biodiversity and Wildlife Corridors. Flood Risk Assessment Ref 11500809 dated April 2008 is acceptable. The calculations for the proposed impermeable area of 0.4ha are acceptable and demonstrate that the surface water runoff from this site can be accommodated on site. However we are unable to comment as to the acceptance of the attenuation system to the end user, for example is the education department happy for the hard play area to become an overflow attenuation area during times of intense rainfall?
57. At this stage we would recommend a condition to ensure that the final design meets our criteria and is accompanied with full calculations, flow control details, attenuation details and ownership and maintenance regime.
58. A condition is recommended to require a scheme for the provision and implementation of foul water drainage.
59. **Anglian Water** – The applicant will need to ensure sufficient sewerage capacity within the as yet unadopted system in this locality. There is at present available capacity for sewage treatment at the Uttons Drove works. Informatives are recommended.
60. **Council's Tree Officer** – More information is required especially as this is a site with TPO trees; information required:-
- a. scale plan identifying trees for removal
  - b. tree constraints plan
  - c. method statement.
61. All this information and guidance is in BS 5837 and needs to be presented before the details of the scheme can be considered.

### **Representations**

62. Responses to County Council Education Department consultation process June 2007.
1. Prior to the submission of the current application, a petition dated 15<sup>th</sup> June 2007 was sent to the County Council in response to the Education Department's consultation on primary school provision in Cambourne. It was copied to South Cambridgeshire District Council (SCDC) with the request that it be taken into account in consideration of any eventual planning application. 243 signatories



affirmed agreement with objections based on an interpretation of the proposal which asserted

2. "The third school for Cambourne will be on the corner of Jeavons Lane/Eastgate where the Ark is. This will lead to an extreme increase in traffic and therefore safety issues for the children attending both schools. There will be a total of 840 children at both The Vine and the new school. This is an extra 610 children on the school run, over and above what we have now! And what will become of our community pre-school? On an environmental front, it will also mean that yet another area of woodland will be removed along with the wildlife that lives there".
3. At the same time 3 letters of objection were received on grounds of traffic and parking congestion and hazards, loss of open space and trees, and imbalance of catchment areas in relation to Lower Cambourne.
2. In response to a further County consultation in December 2007, 65 response sheets were copied to SCDC, setting out residents' concerns as follows:-

**Traffic and parking**

- a) road safety would be prejudiced because of increased volume of traffic using the junction of Jeavons Lane and Eastgate, which also serves the Vine School, the Pre-School and the proposed church,
- b) while Back Lane was used as a haul road only, Eastgate was the only access road to Upper Cambourne,
- c) Lancaster Way has presented problems for pedestrians and cyclists during the construction of houses either side,
- d) insufficient parking space would be available, in the vicinity, for carers to pick-up/set-down children,
- e) parents of school children would be likely to park on the road, in residential side streets, or on the Jeavons Lane bus route, to the detriment of residential amenity, bus service and road safety.

**Loss of open space and trees**

- a) the green space of the Jeavons site is appreciated by residents as an amenity feature of the landscape,
- b) the development of the site and the consequent loss of trees would be detrimental to visual amenity,
- c) development and loss of trees would be detrimental to wildlife/biodiversity and to green corridors across Cambourne.

**Location in relation to catchment areas**

- a) the location of a school at Jeavons would exacerbate the inequity between Great Cambourne with two schools, Upper Cambourne with one, and Lower Cambourne with none,

- b) preference for a school in Lower Cambourne or on land to the west of the Lower Cambourne village envelope,
- c) failure to consider the transitory nature of the “baby boom”,
- d) lack of further provision for a secondary school,
- e) difficulty in adjustment of catchment areas, giving the potential short-term situation of passing one school to attend a more distant one,
- f) perception that the Developers could make other land available,
- g) preference for Cambourne to remain at 3,300 dwellings, which could free up other sites for a third school.

### Representations

63. Two email responses to consultation on the current application, recognising the need for a school, but objecting on grounds of:-
- Increased traffic volumes on Eastgate and Jeavons Lane at the beginning and end of the school day, to the detriment of road safety and residential amenity,
  - Potential conflict with construction traffic, requiring separation by hours of work,
  - Congestion and hazards caused by parked cars and irresponsible driving on Jeavons Lane which is a bus route,
  - Damage to an original landscape feature of the area,
  - Loss of privacy and seclusion at houses adjacent to the proposed footpath from Jeavons Lane, and lack of assessment of this aspect in the application submission,
  - Increased pedestrian flows in Jeavons Lane causing conflict with residential driveways,

### Planning Comments – Key Issues

64. The main planning issues are the appropriateness of the location in relation to the residential and catchment areas, the capacity of the site to accommodate the building and related activity, access and transport, safety and security, impact on ecology and biodiversity, displacement of excavated spoil to alternative sites, visual impact of the building and any associated fencing on the street scene and on open spaces, compliance with the Cambourne Masterplan and Design Guide, and replacement of loss of public open space on the “golf course” site by a properly managed woodland park in the remainder of Jeavons Wood.
65. **Location** – The County Council, as Education Authority, has an urgent need to provide for additional primary school places in Cambourne, and has therefore approached the applicant, MCA Developments, as landowner within Cambourne, to negotiate for a suitably sized site for the purpose. Lower Cambourne is fully built out, and therefore there is no suitable site there within the Development Framework. The land between Monk Drive and the sports fields north of Back Lane is of insufficient size for the County’s educational requirements. The undeveloped housing allocation of Jeavons Wood was the only available land of sufficient size within the Development Framework but outside Upper Cambourne, where there is already The Vine School. On closer

analysis, the County Council considered it inappropriate to site the school buildings entirely within Jeavons Wood, given the environmental impact on mature trees. It therefore explored with the applicant the possibility of the school and the community benefiting from the trees within a newly opened up public open space, and developing the school partly on the open land to the east. The application site does not include "The Ark" building which currently accommodates the Cambourne Pre-School, so there is no impact on pre-school provision.

66. The proposed catchments for the schools divide Cambourne into three areas; these do not wholly coincide with the three villages because Lower Cambourne has fewer dwellings (815) than Great Cambourne (1690) and Upper Cambourne (795 allocated, 950 applied for). Thus Monkfield Park school will serve Lower Cambourne and the western part of Great Cambourne, Jeavons is centrally placed for a catchment of the east and north parts of Great Cambourne along with the northwest part of Upper Cambourne, and The Vine serves the remainder of Upper Cambourne. Clearly there would be a transition period during which the current population continue with attendance at schools, which may not be their closest, but this is a temporary phase.
67. The site lies on the east side of Great Cambourne, the access being approximately 95 metres and 290 metres respectively from the residential areas to the west and east. It is 190 metres from the bus stop in the High Street. The site is thus close to the settlement centre, and is accessible on foot, cycle or by bus from all parts of Cambourne. This location is therefore considered suitable, and has the additional advantage that if, in the longer future, fewer school places are required as Cambourne matures demographically, the premises would have a useful and viable function for community purposes in a reasonably central location. The distance from houses is sufficient to minimise the impact of the building and associated activity on residential amenity. The proposal therefore complies with Policy DP1 of the Local Development Framework Development Control Policies DPD 2007.
68. **Capacity of the site** – The application is made in outline, but the layout of the site is for current consideration. The first phase of building would have 6 classrooms, hall and library, as well as the detached Extended School Facilities. The addition of phases 2 and 3 each with 4 classrooms would extend the building southwest just outside the line of the former Jeavons boundary, bringing it to 35 metres from the nearest house. The overall internal floorspace of the building would be 2500m<sup>2</sup>. The shape of the building, partially enclosing a group of trees where outdoor learning can take place, is considered suitable for the use. The provision of more extensive outdoor play and sport provision on land to the east of Jeavons Wood allows for these functions to be adequately accommodated close to the classrooms.
69. Provision for 24 staff cars and two disabled space is made to the west of the building, and a delivery bay for school and kitchen supplies adjacent to the main hall. This meets the Council's adopted parking standards. The space for storage of 120 bicycles proposed in three different shelters round the site would fit in with the layout and use of the site. The site is therefore considered to be adequate to accommodate school provision for 420 pupils (two forms of entry).
70. **Access and Transport** – The site is near a bus route. It is accessible on foot and cycle, and none of the proposed catchment area lies more than 1200metres (¾ mile) from the school. There is currently a perceived problem of road safety for pedestrians and cyclists because of the housing construction in Upper Cambourne and the route to the Vine School being used at the moment for an unusually high proportion of school journeys by private car. This indicates that crossing the roads (High Street, Jeavons Lane and Eastgate) to reach the site would be perceived as hazardous under the

current circumstances. The updated Transport Assessment takes account of the possible further development of 950 extra homes at Upper Cambourne and the readjustment of school catchment areas which would gradually reduce the number of cross-village journeys. It concludes that the roads and junctions at and around the site are adequate for the predicted volumes of traffic, but that a controlled crossing of Jeavons Lane would assist pedestrians and cyclists from Great Cambourne en-route to Jeavons and The Vine schools. This is to be sought by Section 106 agreement. A School Travel Plan should be prepared as soon as the school begins to recruit staff, and this will be required by condition. The changed road priority at the Back Lane/Lancaster Way junction routes more traffic via Back Lane instead of Eastgate; the only properties which require vehicular access directly from Eastgate are the Jeavons site and the church and burial ground sites.

71. It is considered that the proposal complies with Policy TR/3 (Mitigating Travel Impact) of the Local Development Framework Development Control Policies DPD 2007, by reducing travel distances to schools, improved road crossing safety, and the promotion of non-car modes of access in a School Travel Plan.
72. **Safety and security** – The application form states that the scheme does not incorporate “Secured by Design” principles because it is made in outline only. The proposal includes new access paths which do not lead to the main entrance, contrary to the Secure by Design Schools Guide. The proposal includes gates and fences to enclose the whole site with 2 metre high weldmesh along the outside boundary. This would create a secure environment when the gates are locked or controlled, in a similar arrangement to that at Monkfield Park and The Vine schools, where access in both cases is provided at each end of the site, but security controlled. The provision of alternative paths to the school is considered to be in the interests of sustainable travel, and could improve (by separating) the space available for carers waiting to see pupils into the school and pick them up at the end of the day. The layout could therefore comply with Policies DP/2 and DP/3 of the Local Development Framework Development Control Policies DPD 2007. The issues can be dealt with at the detailed application stage.
73. **Ecological impact** – The circular site contains mature trees at present, of which the most significant are on the west side which is proposed as public open space. Since the site was a residential garden prior to the development of Cambourne, there is a mixture of garden plants and trees with thickets of overgrown land. It has become a secluded refuge for wildlife, particularly because the land remains in the Developer’s ownership and is not officially open to the public. The land to the east is “set-aside agricultural” in character, and forms part of the foraging habitat for badgers from areas within Upper Cambourne. The available areas for foraging are changing as building work and spoil disposal disturbs different areas, but the badger population overall has remained more or less constant. No surveys of ground nesting birds, amphibians and bats have been reported, but would be required prior to work on site in order to comply with Policy NE/6 (Biodiversity) of the Local Development Framework Development Control Policies DPD 2007.
74. **Spoil disposal capacity** – The land to the east of Jeavons has planning approval for construction spoil disposal to a depth of 1.5 metres, as part of the spoil disposal strategy for the remainder of the permitted Cambourne development. Approved disposal area D, comprising most of the land between Jeavons Wood and Great Common Wood West would have accommodated 12,000 cubic metres of spoil. The capacity of all the approved disposal areas, at 401,000, was calculated to be adequate to accommodate spoil from development of up to 4,000 dwellings. An updated strategy has been submitted by MCA Developments to address the loss of

this site as well as revised calculations based on actual spoil generated from development so far. The calculations show that there is more than sufficient spoil disposal capacity within the approved areas to cater for the completion of the 3300 dwellings currently permitted for Cambourne, so that the grant of permission for Jeavons School would not prejudice the eventual decision on the new spoil disposal strategy. It is therefore concluded that the proposal complies with Policy DP/6d of the Local Development Framework Development Control Policies DPD 2007,

75. **Visual impact** – The building would be single storey, the tallest element being the hall which would be seen against the backdrop of the large retained trees. The rectilinear layout which makes the best, most economical use of space, would be articulated by the classroom lobby/service facilities, and the roof would be reduced in scale and impact by the use of a central atrium/“garden walk” between the sets of classrooms either side. The distance of the main buildings from the road frontage (minimum 45 metres), and their oblique angle to it, would reduce the visual impact in the street scene, and allows for significant new planting around the buildings even with the set-back required to keep landscaping clear of the access visibility splay. The ESF building would be closer to the road but smaller in scale. The ancillary structures such as cycle shelters, sun shades and play equipment will need to be designed and sites at detailed stage to be unobtrusive. Although the boundary fencing would be an incongruous feature in the open land between Great Cambourne and Upper Cambourne it is considered that its material (weldmesh rather than close boarded) and new planting around the informal line of the boundary will help to blend it in with the southward view of the existing hedgerow. There would remain a clear 60 metre wide swathe of open land (golf course or country park eventually) between the school boundary and the hedge boundary of Great Common Wood West. It is considered that this would form sufficient visual and functional separation between the two distinct villages as envisaged by the Cambourne Master Plan and Design Guide to comply with saved Policy Cambourne 2 of the South Cambridgeshire Local Plan 2004.
76. **Compliance with the Cambourne Masterplan and Design Guide** - The approved Cambourne Masterplan Revision 30 shows the circular Jeavons site as development site CR06, which was formerly scheduled for 6 dwellings in Phase 6. The Housing Phasing Schedule approved May 2007 does not allocate any housing numbers to it. The land to the east of Jeavons is shown on the Masterplan as landscaped area, indicatively as a golf course with a clubhouse. This proposal therefore does not comply with saved Local Plan Policies Cambourne 2 and SE7, and the proposal has therefore been publicised as a departure from the Development Plan. Similarly, the land east of Jeavons lies outside the Development Framework, so the proposal would not comply with Policy DP/7 of the Local Development Framework Development Control Policies DPD 2007. However, because the proposal allows for the substitution of public open space in the residual portion of the circular site known as Jeavons Wood in compensation for the loss of part of the eventual golf course or Country Park, it is considered to be an acceptable departure from the Masterplan policy for the area.
77. **Replacement public open space** - The residual (western) half of Jeavons Wood is excluded from the planning application site for the school, which would leave its planning status as allocated housing land unless a Section 106 agreement is made to secure its creation and maintenance as a properly managed woodland park. However, MCA Development Ltd has confirmed its willingness to enter into such an agreement to transfer the land to Cambourne Parish Council for that purpose. Cambourne Parish Council has liaised with the Wildlife Trust (which is responsible for similar areas of open space in Cambourne, such as Monkfield Wood) to prepare a scheme of the capital work required to create a park for enhanced biodiversity and public access, and for a management regime which would secure that benefit for the long-term. Subject to the

conclusion of a Section 106 agreement, it is thus considered that an enhanced public benefit can be gained, in terms of accessible and agreeable public open space, by allowing the school development to encroach on to the "golf course" land, and accepting Jeavons Wood in lieu. This would accord with Policy SF/9(1) of the Local Development Framework Development Control Policies 2007.

### Recommendation

78. That Members indicate that they are **minded to approve** the outline planning application, which will have to be **referred to the Secretary of State** as a Departure from the Development Plan. In the event that the Secretary of State does not call in the application for decision, such approval be subject to the conclusion of a **Section 106 agreement** to secure a pedestrian/cycle crossing near the Eastgate/Jeavons Lane junction, the provision of visibility splays to the site accesses and widened footway at the site pedestrian entrance, and to secure the provision and maintenance of a woodland park public open space on the remainder of site CR06 "Jeavons Wood", and, subject to the following conditions:

### Conditions

1. Approval of the details of the landscaping and appearance of the development (hereinafter called "the reserved matters") shall be obtained from the Local Planning Authority in writing before any development is commenced.  
(Reason - The application is in outline only.)
2. Application for the approval of the reserved matters shall be made to the Local Planning Authority before the expiration of three years from the date of this permission.  
(Reason - The application is in outline only.)
3. The development hereby permitted shall begin not later than the expiration of two years from the date of approval of the last of the reserved matters to be approved.  
(Reasons - The application is in outline only.)
4. All hard and soft landscape works shall be carried out in accordance with the details to be approved under condition 1 above. The works shall be carried out prior to the occupation of any part of the development or in accordance with a programme agreed in writing with the Local Planning Authority. If within a period of five years from the date of the planting of any tree that tree, or any tree planted in replacement for it, is removed, uprooted or destroyed or dies, another tree of the same species and size as that originally planted shall be planted at the same place, unless the Local Planning Authority gives its written consent to any variation.  
(Reason - To ensure the development is satisfactorily assimilated into the area and enhances biodiversity in accordance with Policies DP/2 and NE/6 of the adopted Local Development Framework 2007.)
6. No demolition, site clearance or building operations shall commence until tree protection comprising weldmesh secured to standard scaffold poles driven into the ground to a height not less than 2.3 metres (unless an alternative protection scheme is first agreed in writing by the Local Planning Authority) shall have been erected around all the trees shown on the landscaping scheme to be submitted under condition 1 as being retained on and adjacent to the site at a distance agreed with the Local Planning Authority following BS 5837. Such fencing shall be maintained to the satisfaction of the Local Planning Authority during the course of development operations. Any tree(s) removed without

consent or dying or being severely damaged or becoming seriously diseased during the period of development operations shall be replaced in the next planting season with tree(s) of such size and species as shall have been previously agreed in writing with the Local Planning Authority.  
(Reason - To protect trees which are to be retained in order to enhance the development, biodiversity and the visual amenities of the area in accordance with Policies DP/1 and NE/6 of the adopted Local Development Framework 2007.)

7. No development or site clearance shall take place until a suitably qualified ecologist has checked the site for the presence of nesting wild birds, protected species and important plants and declared them absent.  
(Reason – To prevent damage to or destruction of the nest of any wild bird whilst the development is being built, and any important plants, in the interest of the biodiversity of the site in accordance with saved Policy CAMBOURNE 2 of the South Cambridgeshire Local Plan 2004 and Policy NE/6 of the Local Development Framework Development Control Policies Development Plan Document 2007.)
8. No development shall take place until a scheme of ecological enhancement based on “Ecological Opportunities within the Built Environment” (ESL, November 2000) has been submitted to and approved in writing by the local planning authority. The scheme shall subsequently be implemented as approved before any of the buildings are occupied.  
(Reason – To ensure the ecological enhancement of the site in accordance with the Section 106 Agreement dated 20<sup>th</sup> April 1994, and the Aims and Objectives set out in the Cambourne Master Plan Report, saved Policy CAMBOURNE 2 of the South Cambridgeshire Local Plan 2004 and Policies DP/1, DP/3 and NE/6 of the Local Development Framework Development Control Policies Development Plan Document 2007.)
9. During the course of construction, outside a secure compound area (a secure compound is defined as an area with a security fence extending to the ground, and with a gate extending to the ground and locked at night), any steep sided trench of less than 600mm deep must have at least one end sloped, and any steep sided trench of over 600 mm in depth must be covered or fenced if left open overnight.  
(Reason – To prevent injury or death to badgers which may forage on the site and in accordance with the Section 106 Agreement dated 20<sup>th</sup> April 1994, and the Aims and Objectives set out in the Cambourne Master Plan Report, saved Policy CAMBOURNE 2 of the South Cambridgeshire Local Plan 2004 and Policies DP/2, DP/3 and NE/6 of the Local Development Framework Development Control Policies Development Plan Document 2007.)
10. No development shall take place until a plan showing the location and details of the contractors’ building compound and parking area has been submitted to and approved in writing by the Local Planning Authority. The plan shall be implemented as approved and no materials shall be stored, nor contractors’ vehicles parked, outside the approved compound and parking area.  
(Reason – To ensure that the compound and contractors’ parking are adequately accommodated without an adverse impact on existing landscape features, amenity areas or existing residential areas in accordance with Policies DP/2 and DP/6 of the Local Development Framework Development Control Policies Development Plan Document 2007.)
11. No development shall take place until a scheme showing access routes for construction traffic (contractors, deliveries and spoil removal) has been submitted

to and approved in writing by the Local Planning Authority. The development shall subsequently take place strictly in accordance with the approved scheme.

(Reason – In the interests of the amenities of existing residents in accordance with Policies DP/2 and DP/6 of the Local Development Framework Development Control Policies Development Plan Document 2007.)

12. No development shall take place unless and until a schedule of materials and finishes has been submitted to and approved in writing by the Local Planning Authority. The development shall subsequently be implemented in accordance with the approved schedule unless otherwise approved in writing by the Local Planning Authority.  
(Reason – In the interests of amenity and quality the development in accordance with saved Policy CAMBOURNE 2 of the South Cambridgeshire Local Plan 2004 and Policies DP/2 and DP/3 of the Local Development Framework Development Control Policies Development Plan Document 2007.)
13. Notwithstanding the submitted drawings, none of the buildings shall be used unless details of the boundary treatment including gates have been submitted to and approved in writing by the Local Planning Authority, and the works have been carried out in accordance with the approved details. The boundary treatment shall thereafter be maintained as approved unless otherwise agreed in writing with the Local Planning Authority.  
(Reason – To ensure that a coordinated strategy is adopted for this site in keeping with the aims of the Cambourne Design Guide in accordance with saved Policy CAMBOURNE 2 of the South Cambridgeshire Local Plan 2004 and Policies DP/2 and DP/3 of the Local Development Framework Development Control Policies Development Plan Document 2007.)
14. None of the buildings shall not be used unless and until details of external lighting for the site have been submitted to and approved in writing by the Local Planning Authority. The development shall subsequently be implemented and maintained in accordance with the approved details.  
(Reason – In the interests of the amenity, security and the quality of the development in accordance with saved Policy CAMBOURNE 2 of the South Cambridgeshire Local Plan 2004 and Policies DP/2, DP/3 and NE/14 of the Local Development Framework Development Control Policies Development Plan Document 2007.)
15. The permanent spaces to be reserved on the site for parking and turning of vehicles shall be provided before any of the buildings are used and those areas shall not thereafter be used for any purpose other than for the parking and turning of vehicles.  
(Reason – In the interest of highway safety and in accordance with Policies DP/2 and DP/3 of the Local Development Framework Development Control Policies Development Plan Document 2007.)
16. The buildings, hereby permitted, shall not be used until covered and secure cycle parking has been provided within the site in accordance with a scheme to be submitted to and approved in writing by the Local Planning Authority.  
(Reason - To ensure the provision of covered and secure cycle parking in accordance with Policy TR/2 of the adopted Local Development Framework 2007.)
17. No development shall commence until a scheme for the provision of footpath links to the south of the school (as shown on drawing 3002 rev P1 and 3003 rev P1) to meet the needs of the development has been submitted to and approved in writing by the Local Planning Authority. The scheme shall include a timetable for the



footpaths to be provided, and shall therefore be carried out and maintained in accordance with the approved scheme and timetable.

(Reason - To ensure that the development contributes towards pedestrian access in accordance with Policies DP/1, TR/1 and TR/4 and Policy DP/4 of the adopted Local Development Framework 2007.)

18. The school shall not be used until a Travel to School Plan for staff, pupils and visitors has been submitted to and approved in writing by the Local Planning Authority. The Plan shall be implemented as approved.  
(Reason - To reduce car dependency and to promote alternative modes of travel in accordance with Policy TR/3 of the adopted Local Development Framework 2007.)
19. Prior to the commencement of any development, a scheme for the provision and implementation of surface water drainage including maintenance and ownership shall be submitted and agreed in writing with the Local Authority. The works/scheme shall be constructed and completed in accordance with the approved plans/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 in accordance with Policies DP/1 and NE/11 of the adopted Local Development Framework 2007.)
20. Prior to the commencement of any development, a scheme for the provision and implementation of foul water drainage shall be submitted and agreed in writing with the Local Authority. The scheme shall be implemented as approved prior to the first use of the school hereby permitted.  
(Reason - To reduce the risk of pollution to the water environment and to ensure a satisfactory method of foul water drainage in accordance with Policy NE/10 of the adopted Local Development Framework 2007.)
21. Prior to the commencement of any development, a scheme for the provision and implementation of pollution control to the water environment shall be submitted and agreed in writing with the Local Authority. The scheme shall be implemented as approved prior to the first use of the school hereby permitted.  
(Reason - To reduce the risk of pollution to the water environment in accordance with Policy DP/1 of the adopted Local Development Framework 2007.)
22. During the course of construction, no work for the implementation of this permission shall take place on site outside the hours of 07:30 to 18:00 Monday to Friday, 08:00 to 13:00 Saturday, and no work shall take place on the site on Sundays, Bank Holidays or Public Holidays.  
(Reason – To protect the residents of nearby properties against the noise of construction work and construction traffic in accordance with Policy DP/6 of the Local Development Framework Development Control Policies DPD 2007.)
23. No development shall take place until a scheme for the provision of technology for renewable energy to provide at least 10% of the school's predicted energy requirements has been submitted to and approved in writing by the Local Planning Authority. The scheme shall be implemented as approved prior to the first used of the school hereby permitted.  
(Reason - To ensure the use of renewable energy in accordance with Policy NE/3 of the adopted Local Development Framework Development Control Policies 2007.)

24. No development shall begin until details of a scheme for the provision of public art to meet the needs of the development in accordance with adopted Local Development Framework Policy SF/6 have been submitted to and approved in writing by the Local Planning Authority. The scheme shall include a timetable for the provision to be made and shall be carried out in accordance with the approved details.  
(Reason - To ensure that the development contributes towards public art in accordance with Policy SF/6 and DP/4 of the adopted Local Development Framework 2007.)

### **Informatives**

### **Reasons for Approval**

1. The development is considered generally to accord with the Development Plan and particularly the following policies:
  - a) **South Cambridgeshire Local Plan 2004 saved policies**  
Cambourne 2 – Development in accordance with Cambourne Approved Masterplan and Design Guide.  
SE7 – Development in accordance with Cambourne Masterplan and Design Guide.
  - b) **Local Development Framework Core Strategy 2007 adopted January 2007**  
ST/4 Rural Centres including Cambourne
  - c) **Local Development Framework Development Control Policies 2007**  
DP/1 sustainable development  
DP/2 design of new development  
DP/3 development criteria  
DP/4 Infrastructure  
DP/6 d construction methods  
DP/7 development frameworks  
SF/6 public art  
SF/7 protection of existing recreation areas  
NE/1 energy efficiency and reduced carbon emissions  
NE/3 technology for renewable energy  
NE/4 local character  
NE/6 biodiversity  
NE/10 foul drainage  
NE/11 flood risk  
NE/12 water conservation  
NE14 lighting proposals  
TR/1 planning for more sustainable travel  
TR/2 parking standards  
TR/3 mitigation of travel impacts
2. The proposal recommended for approval is not considered to be significantly detrimental to the following material considerations, which have been raised during the consultation exercise: - traffic and parking, loss of open space and trees, and location in relation to catchment areas.

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

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

Local Development Framework Development Control Policies 2007

Planning file ref: S/1371/92/O Outline permission for new settlement of 3,300 dwellings

S/6339/06/RM Eastern valley new spoil disposal landforms

S/0452/08/CC Temporary school adjacent to Jeavons

Masterplan Revision 30

Design Guide 1995

Tree Preservation Order 02/01/SC dated 9<sup>th</sup> March 2001

**Contact Officer:** Pam Thornton – Senior Planning Officer  
Telephone: (01954) 713099

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**SOUTH CAMBRIDGESHIRE DISTRICT COUNCIL**

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**REPORT TO:** Planning Committee6<sup>th</sup> August 2008**AUTHOR/S:** Executive Director / Corporate Manager – Planning and Sustainable Communities

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**S/0935/08/O - MILTON**

**Outline Planning Application for the Demolition of Existing Buildings, Removal of Existing Pylons/Mast etc from Training Grounds and Construction of 121 Retirement Units (Including Restoration of North Lodge for Use as a Retirement Dwelling) 1 Wardens Unit, Visitor Accommodation, Central Facilities Building, Provision of Formal and Informal Open Space, Associated Landscaping and Improvements to the Existing Access at the Former EDF Depot and Training Centre, Ely Road, Milton for Helical (Milton) Ltd**

**Recommendation: Refusal****Date for Determination: 4<sup>th</sup> September 2008 (Major Application)****Notes:**

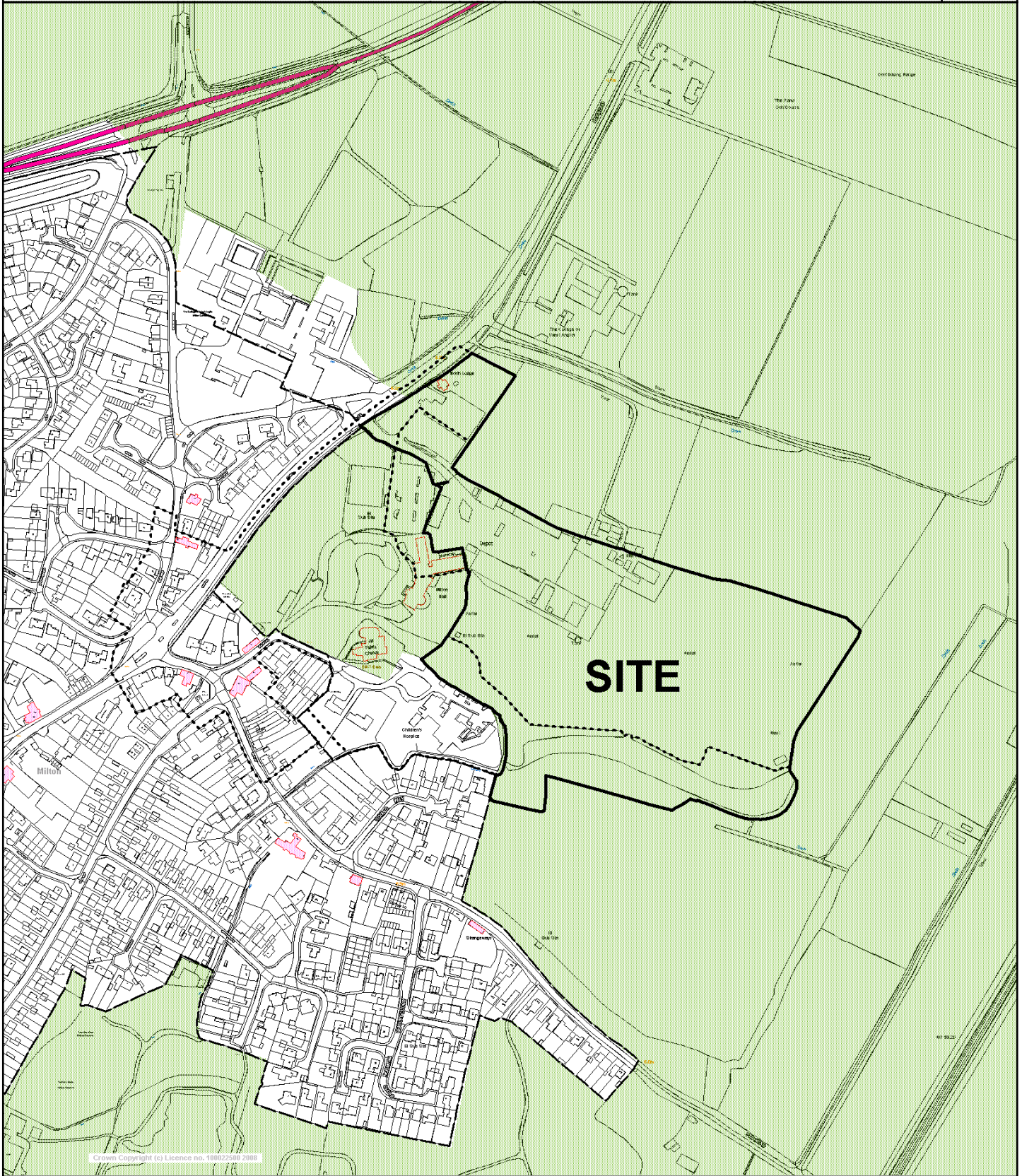
**This Application has been reported to the Planning Committee for determination at the request of the Development Control Manager due to the scale, nature and location of the development, planning issues concerned and nature of representations received.**

**Members will visit this site on 6<sup>th</sup> August 2008****Part within Conservation Area****Conservation Area****Site and Proposal**

1. The site comprises an area measuring in total approximately 8.42 hectares (ha). Within the site are distinct areas including:
  - (a) An existing access road from Ely Road that is at least 7 metres wide at the north-western end of the site. This also serves an office building fronting Ely Road;
  - (b) North Lodge, an unoccupied, semi-derelict Grade II Listed house associated with Milton Hall and car park at the northern end of the site accessed from the above road. This area measures approximately 0.75ha;
  - (c) Former electricity depot that comprises a large, hard-paved parking / yard area around which are a number of mainly single-storey buildings used for offices, storage, workshops and training rooms forming a complex. These buildings comprise a footprint of approximately 3,450m<sup>2</sup>. This area measures approximately 1.64ha. Within this area



S/0935/08/O - Milton



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Centre = 548149 E 262941 N

Planning Committee Aug 08



is a pair of trees grouped at the western end of the parking / yard area and a single oak tree centrally located. At the north eastern end of this yard is a telecommunications mast, which is to remain;

- (d) Beyond the complex, to the south and east, is an open area of grassland bounded to the south by woodland, within which is a pond / lake. Within the grassed area are many structures including pylons, electricity lines, substations etc. that are not connected but are remnants of the training facility. This area measures approximately 6.03ha. This area forms part of a landscaped setting to Milton Hall believed to have been designed by the famous landscape gardener, Humphrey Repton and set out in accordance with his design.
2. Beyond the site to the north is agricultural land, including adjoining riding stables. To the east is agricultural land, beyond which are the Ely – Cambridge mainline railway and River Cam. To the south are All Saints Church, Children’s Hospice and agricultural land. To the west is Milton Hall (Grade II Listed), which is used as an office. The Hall has modern extensions by way of two wings that project to the north and east of the original building in close proximity to the boundary with the application site. North of the Hall, the site bounds the car park to offices referred to at paragraph 1(a), above. The car park and North Lodge front Ely Road with mature tree planting providing a significant landscaped screen to the site. Pedestrian access to North Lodge is sited adjacent to the house, within the frontage.
  3. Parts of the site are within the Milton Conservation Area. Specifically the woodland along the southern part of the site entrance, frontage and area surrounding North Lodge. Trees within the Conservation Area are afforded statutory protection.
  4. This outline planning application submitted on 5<sup>th</sup> June 2008 seeks outline planning permission for:
    - (a) Demolition of existing buildings (n.b. this does not include North Lodge);
    - (b) Removal of existing pylons/mast etc. from training grounds;
    - (c) Construction of 121 retirement units (including restoration of North Lodge for use as a retirement dwelling);
    - (d) 1 wardens unit;
    - (e) Visitor accommodation;
    - (f) Central facilities building;
    - (g) Provision of formal & informal open space (likely to include two junior football pitches and sports pavilion);
    - (h) Associated landscaping, including restoration of the Repton designed landscape;
    - (i) Improvements to the existing access from Ely Road including, amongst others, provision of footpaths, entrance feature and speed calming on the existing entrance road); and
    - (j) Car parking is indicated to include 137 spaces for the occupiers, visitors and staff, with 40 for the football pitches.

All matters are to be reserved, with the exception of the access, and as such all details submitted relating to appearance, landscaping, layout and scale, are indicative only.

5. The application is accompanied by supporting documents including: Planning Statement; Design and Access Statement; Landscape and Visual Appraisal; Heritage Appraisal; Heritage Design report; Ecological Appraisal; Transport Assessment, Archaeological Desk based assessment; Aerial Photographic Assessment (for archaeology); Geophysical Survey Report; Brief for Archaeological Evaluation, Flood Risk Assessment; Site Investigations, Risk Assessment and Development of Remediation Strategy; and a draft Section 106 Agreement (S106). Indicative plans regarding the building scale parameters, amount of development and site layout are included.

### **Planning History**

6. Eastern Electricity/EDF:

- (a) **S/0205/99/F** Change of use of store to training school including elevation alterations (Approved).
- (b) **S/1727/98/F** Alterations and extensions (Approved).
- (c) **S/1413/98/F** Temporary office accommodation (Approved).
- (d) **S/1742/91/F** 3 metre high perimeter security fence (Approved).
- (e) **S/2141/90/A** Company flag on vertical wall mounted flag pole (Approved).

The main complex of the site historically was used as a depot for the storage and distribution of materials and a base for operations in connection with the maintenance of the electricity supply network. The use of the site changed in the early 1980s when the site became a training facility for electricity operatives.

7. Telecommunication Mast:

- (a) **S/0165/05/F** Installation of 2 antennas and retention of 4 antennas on existing tower (Approved).
- (b) **S/1941/01/PNT** Erection of antennae, equipment cabin and associated development (No objections).
- (c) **S/0078/01/PNT** 3 UMTS antennae, equipment cabinet and meter cabinet (No objections).
- (d) **S/2041/97/PNT** 3 cross sector antennas, 2 microwave dishes, 6 equipment cabinets at base and ancillary equipment on existing mast
- (e) **S/1138/96/F** New telecomm building (Approved).

Part of the site comprises a telecommunications mast, which appears to date from the mid 1990s.

8. North Lodge:

- (a) **S/1038/02/F** Erection of Garage/Utility, Fences and Gates (Approved).
- (b) **S/1039/02/LB** Internal and external alterations and refurbishment, installation of dpc and reinstatement of front door, rear windows and chimneys, works to entrance walls and gates. (Approved).  
**S/1325/94/LB** Part demolition, alterations and refurbishment including reinstatement of chimneys (Approved).



The Lodge is a dwellinghouse. It is not clear how long it has been vacant, however it has been marketed over previous year, prior to the applicants purchasing the site.

### **Planning Policy**

#### ***Planning Policy Guidance 2: Green Belts***

9. Identifies the purposes of including land within Green Belts (para. 1.5) and uses of land that can play a positive role to fulfil Green Belt objectives (para. 1.6). It establishes that there is a presumption against 'inappropriate development' as this is, by definition, harmful to the Green Belt. Applicants must identify very special circumstances to clearly outweigh harm by way of inappropriateness and other harm that maybe caused by the development proposed (paras. 3.1-3.3). Annex C sets out the approach to be taken to major sites, identified within the Local Development Framework (LDF) as 'major developed sites' in the Green Belt.

#### ***Planning Policy Statement 3: Housing***

10. Establishes that Local Planning Authorities (LPAs) should have regard to achieving housing that is high quality; of a good mix to reflect the accommodation requirements of specific groups, in particular families and older people; located on suitable sites; and uses land effectively and efficiently.

#### ***Planning Policy Statement 7: Sustainable Development in Rural Areas***

11. This requires LPAs to identify suitable sites for future economic development, especially in rural areas where there is a need for employment creation; and the criteria for permitting economic development such as expansion of business facilities to facilitate healthy and diverse economic activity in rural areas. It advises that LPAs follow the approach of PPG3 (now PPS3) in relation to housing in terms of providing housing to meet the needs of local people and applying strict control over new house building away from established settlements or areas allocated for housing.

#### ***East of England Plan 2008***

12. **Policy H1: Regional Housing Provision 2001 to 2021** requires LPAs to: manage the supply of housing in accordance with PPS3 and LDFs, facilitate the delivery of housing over the next 15 years.
13. **Policy ENV7: Quality of Built Environment** requires new development to be of a high quality that complements the distinctive character and best qualities of the local area and promotes urban renaissance and regeneration.
14. **Policy CSR3: Green Belt** states that in making provision for housing, employment and all other development a green belt should be maintained around Cambridge to define the extent of urban growth in accordance with the purposes of the Cambridge Green Belt which are:
  - (a) Preserve the character of Cambridge as a dynamic city with a thriving historic centre;
  - (b) Maintain and enhance the quality of Cambridge's setting; and

- (c) Prevent communities in the environs of Cambridge from merging into one another and with the city.

***Cambridgeshire and Peterborough Structure Plan 2003***

- 15. **Policy P6/1 – Development Related Provision** only permits development where the additional infrastructure and community requirements generated by the proposals can be secured, which may be by condition or legal agreement or undertaking.

***South Cambridgeshire Local Development Framework 2007:***

*Core Strategy*

- 16. **Policy ST/1 - Green Belt** establishes that a Green Belt will be maintained around Cambridge to define the extent of the urban area. The purpose of the Green Belt is to preserve the unique character of Cambridge as a compact, dynamic city with a thriving historic centre; maintain and enhance the quality of its setting; and prevent communities in the environs of Cambridge from merging into one another and with the city.
- 17. **Policy ST/2 - Housing Provision** sets out the need to make provision for 20,000 new homes, including affordable and key worker homes, in the period 1999 to 2016 in locations in order of preference:
  - (a) On the edge of Cambridge;
  - (b) At the new town of Northstowe;
  - (c) In the rural area in Rural Centres and other villages.
- 18. **Policy ST/3 - Re-Using Previously Developed Land and Buildings** states that between 1999 and 2016 at least 37% of new dwellings will either be located on previously developed land or utilise existing buildings.
- 19. **Policy ST/6 - Group Villages** identifies Milton and states residential development with a maximum scheme size of 8 dwellings will be permitted within village frameworks. Development may exceptionally consist of up to about 15 dwellings where this would make best use of a single brownfield site. Group villages are less sustainable locations for new developments, having fewer services and facilities for basic day-to-day requirements.
- 20. **Policy ST/8 - Employment Provision** aims to ensure sufficient employment land is available to enable further development of high technology clusters and meet local needs.

*Development Control Policies*

- 21. **Policy DP/1 - Sustainable Development** states development will only be permitted where it is demonstrated that it is consistent with the principles of sustainable development, as appropriate to its location, scale and form.
- 22. **Policy DP/2 - Design of New Development** states all new development must be of high quality design and, inter alia:
  - (a) Preserve or enhance the character of the local area.
  - (b) Conserve or enhance important environmental assets of the use.

- (c) Be compatible with its location and appropriate in terms of scale, mass, form, siting, design, etc. in relation to its surroundings.
- (d) Provide higher residential densities, and a mix of housing types including smaller homes.
- (e) Provide high quality public spaces.
- (f) Provide an inclusive environment that is created for people that is and feels safe, and that has a strong community focus.
- (g) Include high quality landscaping compatible with the scale and character of the development and its surroundings.

23. **Policy DP/3 - Development Criteria** states:

All development proposals should provide, as appropriate to the nature, scale and economic viability, inter alia:

- (a) Affordable housing.
- (b) Appropriate and safe access from the highway network.
- (c) Car parking, with provision kept to a minimum.
- (d) Safe and secure cycle parking.
- (e) Outdoor play space.
- (f) Safe and convenient access for all to public buildings and spaces, and to public transport.
- (g) Screened storage and collection of refuse, including recyclable materials.
- (h) A design and layout that minimises opportunities for crime.
- (i) Financial contribution towards the provision and, where appropriate, the maintenance of infrastructure, services and facilities required by the development.

It also states planning permission will not be granted where the proposed development would have an unacceptable adverse impact, inter alia:

- (a) Residential amenity
- (b) From traffic generated
- (c) On village character
- (d) On the countryside, and landscape character
- (e) On ecological, wildlife and archaeological interests.
- (f) On flooding and flood risk.
- (g) On quality of ground or surface water.
- (h) On recreation or other community facilities.

24. **Policy DP/4 - Infrastructure and New Developments** states planning permission will only be granted for proposals that have made suitable arrangements for the improvement or provision of infrastructure necessary to made the scheme acceptable in planning terms. Contributions may be necessary, inter alia, for the following:

- (a) Affordable housing
- (b) Education
- (c) Public open space
- (d) Community facilities
- (e) Landscaping and biodiversity
- (f) Drainage / flood prevention
- (g) Waste management
- (h) Arts and cultural provision
- (i) Preservation or enhancement of historic landscape or townscape.

25. **Policy DP/6 - Construction Methods** states where practicable, development which by its nature or extent is likely to have some adverse impact upon the local environment and amenity during construction and/or is likely to generate construction waste should, inter alia:
- (a) Recycle construction waste.
  - (b) Prepare a “Resource Re-use and Recycling Scheme” to cover all waste arising during the construction.
  - (c) Be bound by a “Considerate Contractors Scheme” or similar arrangement, including restrictions on hours of noisy operations.
  - (d) Where appropriate accommodate spoil within the site.
  - (e) Maximise the re-use and recycling of any suitable raw materials currently available on sites during construction.
26. **Policy DP/7 - Development Frameworks** states outside urban and village frameworks only development for agriculture, forestry or outdoor recreation and other uses which need to be in the countryside will be permitted. Redevelopment of unallocated land and buildings within development frameworks will be permitted, provided that:
- (a) Retention of the site in its present state does not form an essential part of the local character.
  - (b) Development would be sensitive to the character of the location, local features of landscape, ecological or historic importance, and the amenities of neighbours.
  - (c) There is the necessary infrastructure capacity to support the development.
  - (d) Development would not result in the loss of a local service or facility.
27. **Policy GB/1 - Development in the Green Belt** establishes that there is a presumption against inappropriate development (as defined in section 3 of PPG2: Green Belts) in the Cambridge Green Belt.
28. **Policy GB/2 - Mitigating the Impact of Development in the Green Belt** requires that any development that is considered appropriate must be located and designed so that it does not have an adverse effect on the rural character and openness of the Green Belt. If permitted landscaping conditions and maintenance of planting will be required to ensure that the impact on the Green Belt is mitigated.
29. **Policy GB/3 - Mitigating the Impact of Development Adjoining the Green Belt** requires that any adverse impact on the Green Belt must be taken into account and that development on edges of settlements surrounded by Green Belt must include careful landscaping and design measures of a high quality in order to protect the purposes of the Green Belt.
30. **Policy GB/4 - Major Developed Sites in the Green Belt** identifies designated major developed sites in the Green Belt. Milton Hall is not identified as a Major Developed Site on the Proposals Map. The policy establishes the parameters for limited infilling or re-development that may be permitted as:
- (a) 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 cumulative impact of infilling proposals will be taken into account.

- (b) Redevelopment will be limited to that which would not result in:
- i. A greater floor area than the existing built form;
  - ii. A greater footprint unless there are significant environmental improvements;
  - iii. The existing height of the built development being exceeded;
  - iv. There being a greater impact than the existing development on the openness of the Green Belt.

The supporting text states that 'Major Developed Sites, as identified on the Proposals Map, continue to be part of the Green Belt and remain subject to Green Belt policies. However, redevelopment where appropriate and infilling may be permitted within the defined confines of these sites subject to there being no adverse impact on the purposes of the Green Belt. The footprint of existing development within these sites excludes temporary buildings, open spaces with external access between wings of buildings, and areas of hard standing' (para. 3.10).

31. **Policy GB/5 - Recreation in the Green Belt** encourages proposals for the use of the Green Belt for increased or enhanced opportunities for access to the open countryside and which provide opportunities for outdoor sport and recreation, appropriate to it, where it would not harm the objectives of the Green Belt.
32. **Policy HG/1 - Housing Density** states that residential developments will make best use of the site by achieving average net densities of at least 30 dwellings per hectare unless there are exceptional local circumstances that require a different treatment. Higher average net densities of at least 40 dwellings per hectare should be achieved in more sustainable locations close to a good range of existing or potential services and facilities and where there is, or there is potential for, good local public transport services.
33. **Policy HG/2 - Housing Mix** states residential developments will contain a mix of units providing accommodation in a range of types, sizes and affordability, to meet local needs. A proportion of all new homes must be to Lifetime Mobility standards.
34. **Policy HG/3 - Affordable Housing** states proposals for housing developments will only be permitted if they provide an agreed mix of affordable housing. The amount of affordable housing sought will be 40% or more of the dwellings for which planning permission may be given on all sites of two or more dwellings. Within individual developments, the proportion and type of affordable housing will be the subject of negotiation with applicants. Account will be taken of any particular costs associated with the development (e.g. site remediation, infrastructure provision). In order to ensure sustainable communities, affordable housing will be distributed through the development in small groups or clusters. In exceptional circumstance, on smaller sites, the Council may accept financial contributions towards an element of off-site provision. Para. 4.14 indicates: 'It will not be appropriate for major development to provide financial contributions in lieu of built provision, as on-site provision is a key part of creating a sustainable community'.

35. **Policy HG/5 - Exceptions Sites for Affordable Housing** As an exception to the normal operation of the plan policies, planning permission may be granted for schemes of 100% affordable housing designed to meet identified local housing needs on small sites within or adjoining villages subject to a number of criteria and providing no alternative appropriate sites can be found of the scale and type and accords with policy regarding impact of new development on the local surroundings.

36. **Policy ET/6 - Loss of Rural Employment to Non-Employment Uses** states:

The conversion, change of use or re-development of existing employment sites to non-employment uses within village frameworks should be resisted unless one of the following criteria is met:

- (a) It is demonstrated that the site is inappropriate for any employment use to continue having regard to market demand. Applications will need to be accompanied by documentary evidence that the site is not suitable or capable of being made suitable for continued employment use. Evidence would be required that the property has been adequately marketed for a period of not less than twelve months on terms that reflect the lawful use and condition of the premises; or
- (b) The overall benefit to the community of the proposal outweighs any adverse effect on employment opportunities and the range of available employment land and premises; or
- (c) The existing use is generating environmental problems such as noise, pollution, or unacceptable levels of traffic and any alternative employment use would continue to generate similar environmental problems.

NB. The application site is located outside the village framework for Milton.

37. **Policy ET/8 - Replacement Buildings in the Countryside** Proposals for replacement buildings in the countryside for employment use will be considered subject to strict control over any increase in floor area for the benefit of the design and to better integrate the building with its surroundings only.

38. **Policy SF/6 - Public Art and New Development** states in determining planning applications the District Council will encourage the provision or commissioning of publicly accessible art, craft and design works. The Policy will apply to residential developments comprising 10 or more dwellings.

39. **Policy SF/10 - Outdoor Play Space, Informal Open Space and New Developments** states all residential developments will be required to contribute towards Outdoor Playing Space (including children's play space and formal outdoor sports facilities) and Informal Open Space to meet the additional need generated by the development in accordance with the standards in **Policy SF/11**. Sheltered dwellings and residential homes will not be required to provide Outdoor Play Space. Where appropriate provision should be on site.

40. **Policy SF/11 - Open Space Standards** states the minimum standard for outdoor play space and informal open space is 2.8ha per 1000 people, comprising:
  - (a) Outdoor sport 1.6ha per 1000 people.
  - (b) Children's Playspace - 0.8ha per 1000 people.
  - (c) Informal Open Space - 0.4ha per 1000 people.
41. **Policy NE/1 - Energy Efficiency** states development will be required to demonstrate that it would achieve a high degree of measures to increase the energy efficiency of new buildings, for example through location, layout, orientation, aspect and external design.
42. **Policy NE/3 - Renewable Energy Technologies in New Development** states all development proposals greater than 10 dwellings will include technology for renewable energy to provide at least 10% of their predicted energy requirement.
43. **Policy NE/4 - Landscape Character Areas** permits development only where it will respect and retain or enhance the local character and distinctiveness of the individual Landscape Character Area in which it is located.
44. **Policy NE/6 - Biodiversity** requires new developments to aim to maintain, enhance, restore or add to biodiversity. The District Council will refuse development that would have an adverse significant impact on the population or conservation status of protected species, priority species or habitat, unless the impact can be adequately mitigated by measures secured by planning conditions. Previously developed land will not be considered to be devoid of biodiversity. The re-use of such sites must be undertaken carefully with regard to existing features of biodiversity interest. Development proposals will be expected to include measures that maintain and enhance important features whilst incorporating them within any development of the site.
45. **Policy NE/8 - Groundwater** restricts development that will pose an unacceptable risk to the quality of the underlying groundwater from the chalk aquifer to the south and east of Cambridge.
46. **Policy NE/9 - Water and Drainage Infrastructure** restricts development where there exists inadequate water supply, sewerage or land drainage systems to meet the needs of the development.
47. **Policy NE/11 - Flood Risk** states that in relation to flood risk, applications for planning permission will be judged against national policy (currently in PPS25).
48. **Policy NE/12 - Water Conservation** requires that development must incorporate all practicable water conservation measures. All development proposals greater than 1,000 m<sup>2</sup> or 10 dwellings will be required to submit a Water Conservation Strategy prior to the commencement of the development to demonstrate how this is to be achieved.
49. **Policy CH/1 - Historic Landscapes** requires that planning permission not be granted for development which would adversely affect or lead to the loss of important areas and features of historic landscape whether or not they be statutorily protected.

50. **Policy CH/2 - Archaeological Sites** requires that archaeological sites will be protected in accordance with national policy (currently PPG16).
51. **Policy CH/4 - Development Within the Curtilage or Setting of a Listed Building** seeks to restrict development that would adversely affect the curtilage or wider setting of a Listed Building and requires that proposals must provide clear illustrative and technical material to allow that impact to be properly assessed.
52. **Policy CH/5 - Conservation Areas** requires planning applications for development proposals or affecting Conservation Areas will be determined in accordance with legislative provisions and national policy (currently in PPG15) and guidance contained in specific Conservation Area Appraisals (where they exist) and the District Design Guide.
53. **Policy TR/1 - Planning for More Sustainable Travel** states planning permission will not be granted for developments likely to give rise to a material increase in travel demands unless the site has a sufficient standard of accessibility to offer an appropriate choice of travel by public transport or other non-car travel modes. The amount of car parking provision in new developments should be minimised, compatible with their location. Developments should be designed from the outset with permeable layouts to facilitate and encourage short distance trips by cycle and walking. Safe and secure cycle parking shall be provided.
54. **Policy TR/2 - Car and Cycle Parking Standards** states car parking should be provided in accordance with the Council's maximum standards, to reduce over reliance on the car and to promote more sustainable forms of transport. Cycle parking provision should be provided in accordance with the minimum standards.
55. **Policy TR/3 - Mitigating Travel Impact** requires applications for major residential development to be accompanied by a Transport Assessment and Travel Plan.
56. **Policy TR/4 - Non-motorised Modes** states the District Council will use its planning powers by ensuring that all new developments are designed at the outset to facilitate and encourage short distance trips between home, work, schools and for leisure.

### **Consultations**

57. **Milton Parish Council** – approves. Commenting:

*“Green Belt.* Council supports the principle of change of use from industrial units to retirement housing on the existing footprint. We note that the proposed development is encroaching on to the Green Belt land and beyond the footprint for industrial units but we believe that this proposed development will bring an overall benefit to the village. We welcome the renovation of North Lodge, a listed building, with appropriate materials after many years of neglect. [Milton Parish Council has been trying for years to have this building restored].



*Visual aspect.* Such a development will improve the visual aspect of this area. Properties with appropriate landscaping will be an improvement over industrial units.

*Woods and lake.* We welcome the improvements to the lake and wood and their opening up to the public.

*Section 106 Agreement.* It is imperative that Milton Parish Council is a party to a S106 Agreement which must address the following:

1. Considerable support for sports facilities for community use.
2. Due to increased foot traffic provision should be made for improved footpaths especially in Church Lane
3. Traffic calming features in Ely Road and highway improvements
4. New bus shelter in Ely Road

*Age Limit* - it is essential that restrictions are in place to ensure that the properties are sold to the over 55's only".

58. **Planning Policy Manager** comments:

"The application proposes the redevelopment of buildings and hardstandings formerly used as a depot, offices and for training. The application also proposes development on open land formerly used for training in the repair/erection of electricity poles.

The whole of the application site lies in the Cambridge Green Belt where exceptional circumstances are necessary to permit development which would otherwise be inappropriate in a green belt. The present use is inappropriate development. The planning application proposals are also inappropriate development.

As a precursor to this planning application, the applicant objected to the Council's Site Specific Policies Development Plan Document, arguing that the sites should be designated as a 'Major Developed Site' where national policy in PPG2 "Green Belts" would allow limited infilling or redevelopment provided that it would result in environmental improvements without adding to the impact of the site on the openness of the Green Belt and the purposes of including land within it.

During the course of the subsequent examination, officers resisted the designation of the site as a 'Major Developed Site' because it failed the test for not being large enough but officers advised the inspector that taking a 'Major Developed Site' approach consistent with the advise in Annex C of PPG2 provided an appropriate policy framework for determining the future use or redevelopment of the built part of former helical site because of the present use of the buildings.

The starting point for that conclusion and for the Planning Policy comments on this planning application is that:

1. The present lawful use is inappropriate development.

2. The present employment buildings on the site have a greater impact on the openness of the green belt than domestic scale buildings.
3. There is no need to retain employment buildings on this site:
  - a. Policy ET/6 which seeks to retain employment in villages as a “scarce resource” needs to be applied on a case by case basis. Milton has a large amount of employment available in the village and the Parish including at Milton Hall, the Winship Industrial Estate, the Tesco Superstore and the Cambridge Science Park.
  - b. An Employment Land Review prepared for the Council has concluded that to meet the East of England Plan 2026 job forecasts that 412,000 – 462,000 sq.m of ‘B’ use class floorspace will be required in Cambridge City and South Cambridgeshire but that almost twice this amount of floorspace is currently available with planning permissions and land allocated in plans (844,750 sq.m). Much of this surplus is located in South Cambridgeshire.

The East of England Plan and the South Cambridgeshire Core Strategy both aim to increase the supply of houses in and close to Cambridge as a means of reducing commuting – losing employment sites such as this to residential development will have the same effect. A residential care development could therefore be considered as an inappropriate development for which there are exceptional circumstances if it can be demonstrated that:

1. The PPG2 tests of impact on the openness and other purposes of the green belt can be met - the Major Developed Sites tests are a useful planning tool for this purpose.
2. The proposed use of the development would have a lesser impact on the green belt than the present lawful uses for a depot, offices and training.

In all discussions with the prospective applicants, I have advised consistently that my interpretation of this policy framework is that to ensure that the development has no greater impact on the openness of the green belt than the current uses that development should be restricted to the existing built footprint of buildings and hardstandings”.

59. **Housing Development and Enabling Manager (Affordable Homes) –**  
comments:

“As I understand the proposed scheme is for a retirement village which will be age restricted and will provide a greater level of care than a typical retirement scheme as it has the benefit of an on site nurse and a regular doctors surgery.

Savills, the applicants agent for the affordable housing matters has suggested that affordable housing should not be provided on the site because of the social viability and the future service charge costs to residents, as such they have offered up and calculated their own commuted sum which as at the 29<sup>th</sup> April 2008, they calculated at £2.4 million. We are not sure whether this sum

is acceptable, as we have not asked our own independent valuer to carry out a commuted sum valuation.

The site is not within the development framework and would probably be classified as an exceptions site. Policy HG/ 3 of the Local Development Framework stipulates that “in smaller developments, where individual units of affordable housing cannot reasonably be provided on the development site itself, it may be appropriate for a financial contribution towards off-site provision to be secured through the S016 agreements”. The proposed development is not considered small.

Policy HG/5 on “Exceptions sites for affordable housing” states that “as an exception to the normal operation of the policies of this plan, planning permission may be granted for schemes of 100% affordable housing designed to meet identified local housing needs on small sites within or adjoining villages”.

The proposed scheme does not address the fact that exception site development should be 100% affordable and should meet local needs. I do not consider the scheme to be affordable and I have not seen any evidence from the client that this scheme will only be meeting the local needs of Milton”.

60. **Environment Agency** – advises:

- (a) The site is at low risk of flooding. It recommends however conditions requiring the submission of a detailed surface water drainage scheme and its maintenance.
- (b) It recommends a condition requiring further detailed scheme to manage the risk of contamination of the site in order to minimise the risk of pollution to the water environment.
- (c) A condition preventing any infiltration of surface water drainage into the ground without prior permission to prevent risk of pollution to the water environment.
- (d) The principle of the surface water drainage scheme set out in the Flood Risk Assessment (FRA) is acceptable.
- (e) The proposal offers good opportunities to enhance biodiversity. Mitigation measures should be implemented to avoid, reduce and remedy significant adverse effects to habitats or species in the vicinity of the proposed development.
- (f) Existing features such as ponds or hedgerows should be retained to allow wildlife corridors and linked to newly created ponds or planted hedgerows and grasslands.
- (g) Recommendations in the Ecological Appraisal should be followed and agreed with Natural England. The bat boxes should be put in position before work on the buildings begins.
- (h) Further information is required to be submitted regarding groundwater and land contamination.

- (i) Queries why sampling was not carried out of an identified source in buildings 1, 2, 7 and 8, which have highlighted sources.
  - (j) The site overlies a secondary aquifer that leads to a susceptibility to pollution – no direct discharge to groundwater will be permitted; any infiltration structures (permeable pavements, soakaways) must be constructed to as shallow a depth as possible to simulate natural infiltration and at least 1-metre above the highest seasonal water-table.
  - (k) Roof water should not go direct to the drainage system and there should be no open gratings e.g. use of water butts or back inlet gullies with sealing plates will be required.
  - (l) Roof water should discharge to separate filtration systems to those used for road and vehicle parking areas.
  - (m) Drainage systems must be constructed in line with CIRIA standards.
  - (n) Piling foundations on contaminated sites overlying aquifers is to be avoided. Rafts are preferred; however if piling is unavoidable a method should be selected that minimises the risks of ground water pollution or gas migration. Mitigation measures and or environmental monitoring may need to be incorporated into the design and presented in a “Foundation Works Risk Assessment Report” to be submitted for the approval of the LPA prior to development commencing.
61. **Anglian Water** – recommends a number of informatives.
62. **Drainage Manager** – comments awaited. A verbal update or addendum will be provided.
63. **Internal Drainage Board** – no comment on drainage.
64. **English Nature** – comments awaited. A verbal update or addendum will be provided.
65. **Ecology Officer** – comments awaited. A verbal update or addendum will be provided.
66. **Landscape Design Officer** – does not object, however a number of detailed points relating to the landscaping of the site are raised which will need to be addressed in detailed landscaping proposals.
67. **Trees and Landscape Officer** – no objection to the initial proposals.
68. **Divisional Environmental Health Officer**– Recommends conditions requiring further investigation of land contamination on the site and mitigation proposals.
69. **English Heritage** – comments awaited. A verbal update or addendum will be provided.

70. **Historic Buildings Officer** – comments:

- (a) The Conservation and Design team have serious concerns about the scale and scope of the development.
- (b) Pre-application comments seem not to have been taken into account.
- (c) The Church adjacent is a Grade II\*, and English Heritage should be consulted. In addition, the site contains two Grade II listed buildings in Milton Hall and North Lodge.
- (d) The relationship between the new build and the Lodge and Hall has not been well thought out.
- (e) The Lodge originally formed part of the main entrance to the Hall, and as such the land around it was always left open, with no development nearby. However, over time, this association has been lost. All that remains is North and West Lodge, which strengthens the argument to try and retain as much of this association to the Hall as possible. Providing new homes too close to the Lodge causes harm to the setting and character of the Lodge. The proximity of development towards North Lodge is too close and too dense. The building should retain the openness of space around it, as it currently has. A sufficient curtilage around the Lodge would be required prior to gaining any support from the Conservation and Design Team.
- (f) The proposals are detrimental as they change the character and setting of the Lodge from a rural backdrop to being closely surrounded by houses. The building should retain the openness of space around it as it currently has as curtilage of the listed building.
- (g) There are concerns that the scheme is contrary to planning policy in relation to the Green Belt and village framework.
- (h) The new development is felt to be too prominent in the landscape, which is quite special as it was a Repton Landscape. It does not relate well to the parkland setting.
- (i) There is insufficient information to properly determine the planning application within the existing application. Pre-application advice stated that if the application is an outline and there is insufficient detail to enable the assessment of the impact on the listed buildings, the application should be refused. A listed building application is yet to be submitted for works to North Lodge itself, therefore the outline application should stamp all drawings relating to North Lodge as 'not part of application' if required.
- (j) If the planning is likely to be supported, the decision notice should exclude all works to the listed building until they are included in a detailed listed building application.
- (k) It is understood that this application is an outline application, and that there is no immediate need for a listed building application, however, it will be required prior to any works taking place to the building itself. A listed building application has been awaited since early this year, as promised, to address the concerns of the team regarding the state of

the Lodge, which is on the Council's Buildings at Risk register and has been for some years. The building is wind and weather tight; however, the finer details are continuing to deteriorate, as well as the building being susceptible to vandalism. The building has already lost most of its original windows and glass on the outside, and internally there has been damage as well. The building is capable of being restored and brought back into use on a temporary basis regardless of the outcome of the redevelopment of the adjacent land.

- (l) North Lodge has its own access, which is currently hidden under years of ivy and growth. It was requested over a year ago that this growth and vegetation be removed from the listed wall and gate, as well as from around the building to emphasis the fact that the building is being looked after and that vandals are deterred from hanging around.
- (m) If prudent, North Lodge could be removed from the outline application, however, it would still form part of the assessment of the impact the proposed new development would have on the setting and character of the Lodge and the other two listed buildings adjacent. It is the responsibility of Officers to assess the harm any proposal may have on a listed building. It is also policy if an outline application does not have sufficient information to properly determine this impact, a refusal can be made. It is possible that any consent granted in regards to the outline application could have conditions excluding all works to the listed building.
- (n) Concern is expressed regarding the site line from the Hall and the new development. In addition, there has been little mention of the impact to the Grade II\* Church.
- (o) It is understood that the current planning application is an outline application, which is an initial submission and will not include the finer details required in a formal application. However, there are underlining principle to the review of the application in regards to the impact on the setting and character of the three listed buildings. Understanding the comments and concerns from other Officers, such as Trees, Biodiversity, Highways, etc. and from statutory amenity societies such as English Heritage are required to ensure a proper evaluation has taken place. A full understanding of the proposal and its potential harm is required regardless of the outline application status and must be tested against local and national policy.
- (p) The issues are not just about if the development can be physically seen from any of the listed buildings, but also the associated infrastructure, visual impact, all key criteria raised in PPG15. Reference is made to paragraphs 3.4 – 3.5 which require applications for Listed building consent to justify their proposals showing why works which would affect the character of a listed building are desirable or necessary, including full information, to enable the LPA to assess the likely impact of their proposals on the special architectural or historic interest of the building and on its setting.

- (q) The issues that are generally relevant to the consideration of all listed building consent applications are:
- i. The importance of the building, its intrinsic architectural and historic interest and rarity, in both national and local terms ('historic interest' is further explained in paragraph 6.11);
  - ii. The particular physical features of the building (which may include its design, plan, materials or location) which justify its inclusion in the list: list descriptions may draw attention to features of particular interest or value, but they are not exhaustive and other features of importance (e.g. interiors) may come to light after the building's inclusion in the list;
  - iii. The building's setting and its contribution to the local scene, which may be very important, e.g. where it forms an element in a group, park, garden or other townscape or landscape, or where it shares particular architectural forms or details with other buildings nearby;
  - iv. The extent to which the proposed works would bring substantial benefits for the community, in particular by contributing to the economic regeneration of the area or the enhancement of its environment (including other listed buildings).
- (r) As a result, the team do not support this application in its current form as it negatively impacts the setting of North Lodge, Milton Hall and the adjacent Church. In addition, the proposal neither enhances nor preserves the character and setting of the conservation area. Therefore, the proposal is contrary to Policy CH/4 and CH/5, and PPG15.

71. **Cambridge Archaeology - CCC** – comments:

“...Records indicate that the site lies in an area of high archaeological potential.

The proposed development area exists in an area known for its dense archaeological cropmarks (Historic Environment Record Numbers 08322, MCB17882), which where tested in other schemes, denote the remains of settlement dating from the Bronze Age to the Roman period. A Desk-based Assessment collating the known archaeological information has already been undertaken by CgMs (Gailey 2008), and has been followed by non-intrusive survey work (geophysical survey and aerial photograph assessment). The desk-based assessment and non-intrusive surveys have shown that significant archaeological remains are present on this site and that the known cropmarks continue into the development area. It is considered likely that these archaeological remains would be severely damaged or destroyed by the proposed development.

We strongly recommend that the site is subject to further **archaeological evaluation**, to be commissioned and undertaken at the expense of the developer, and carried out **prior** to the granting of planning permission. Further evaluation fieldwork is recommended in order to allow for the fuller consideration of the character and survival of archaeological remains within the development area. An informed judgement can then be made as to whether any

planning consent will need to include provisions for the recording and, more importantly, the preservation of important archaeological remains *in situ*".

72. **Local Highways Authority** – object commenting:

"Drawing Number 12 provided within this application is to a very poor scale and to make comments by the Highway Authority has been problematic please request the applicant to provide a drawing 1:500 showing the site as this would be preferable.

The Highway Authority believe that this application in its present form will have an negative impact on the living environment for the residents due to the two junior football pitches being feed off the only road within the development, therefore this could lead disturbance for the local residents.

The design of the site is loosely based around the 'Home Zone' principles which is a significant concern to the Highway Authority the use of such a design principle for accessing two sports facilities has potentially a high risk level. The Highway Authority believes that the scheme as it currently stands provides an unacceptable level of risk to the residents of the development and requests that the application in its present format be refused on the grounds of highway safety".

It requests of the applicant:

- (a) Drawing Number 12 shows 26 car parking spaces although it states that 40 spaces will be provided within the Traffic and Transportation Statement. Also no coach parking facilities for the football pitches have been shown. The Highway Authority request to see the total number of spaces for both the facilities.
- (b) A methodology for the match day parking as the Highway Authority recognise that the developer is passing the overseeing of the Junior football pitches to a third party, but a methodology of what is being proposed needs to be submitted prior to determination of the application.
- (c) Information on how the applicant proposes to service the community facilities i.e. car parking and bin storage. Please note that a bin collection point that South Cambridgeshire District Council refuse department approve is needed and should be located to the front of the proposed development.
- (d) More recent TRICS data in this area of Cambridgeshire, as the Highway Authority believes that there has been a 'demographic shift' and data recorded 10 years ago is no longer an accurate reflection of the traffic generation that a site like this would produce.

If the Planning Authority is minded to approve it recommends a number of the conditions/informatives: visibility splays, car parking spaces, manoeuvring areas, access width of access of 7.3 metres provided for a minimum distance of 20 metres from the highway boundary, a method statement relating to the process of demolition and any effects this may have on the adopted public highway, works within, or disturbance of, or interference with, the Public Highway, minimum internal measurements for single garages, a condition



survey in the vicinity before the works commence and the developer will be responsible for the repair of any damage to the adopted public highway that may be caused as a result of their operations, provision of a pedestrian access at the south western boundary between the hospice and the church, and provision of a turning head outside the gated entrance to the development to prevent vehicles reversing on the publicly maintainable highway.

The Highway Authority will seek contribution for traffic management measures on Ely Road in the vicinity of the site and footway improvement within the Church Lane Vicinity, under a Section 106 Agreement.

The Highway Authority will not adopt any gated development.

73. **Highway Agency** – comments that the proposed retirement village is likely to have a lower trip generation than the possible existing use of the site. The development is unlikely to have an adverse affect on the Trunk Road Network.
74. **Countryside Access Team – Cambridgeshire County Council (CCC)** – comments awaited. A verbal update or addendum will be provided.
75. **Sustainability Officer**– comments awaited. A verbal update or addendum will be provided.
76. **Building Control** – comments awaited. A verbal update or addendum will be provided.
77. **General Works Manager**– comments awaited. A verbal update or addendum will be provided.
78. **Cambridgeshire Fire and Rescue** – requires fire hydrants to be secured via condition or S106 at the expense of the developer and access and facilities for the fire service should be in accordance with Building Regulations.
79. **Police Architect Liaison Officer** – comments:
  - (a) Given the potentially vulnerable nature of a number of the proposed occupants that entry into the site is to be restricted to Ely Road is supported.
  - (b) There is concern about the mews layout and the associated vehicle parking. Vehicles parked to the rear of dwellings are likely to be more vulnerable to crime, while the lack of clear boundaries to rear garden space exposes the rear of the dwellings to crime, especially if rear patio doors are left insecure. As distraction burglary often involves one offender at the front door while another enters through the back door, the mews arrangement with open rear gardens should be reconsidered.
  - (c) The permeability through the site may give rise to difficulty at times when a large number of visitors are on the site, such as when the sports pitches are in use. Such permeability provides offenders with additional access and escape routes together with the anonymity they seek.

80. **Primary Care Trust**– comments awaited. A verbal update or addendum will be provided.
81. **Cultural Services Manager**– comments awaited. A verbal update or addendum will be provided.

### **Representations**

82. A letter has been received on behalf of Milton Hall Estates Ltd who own Milton Hall, which is adjacent to the application site, to make a number of observations in relation to this application.

“Milton Hall Estates have no objection in principle to the proposal as it is generally seen as bringing about an environmental improvement to the local area particularly with the restoration of the parkland.

Generally the proposal is acceptable however Milton Hall Estates wish to object to the relationship of:-

1. The proposed three storey apartment block and
2. The three storey residential facilities building to the north and north east of Milton Hall.

### **Reasoning**

The north and northeast wings of Milton Hall are set close to its site boundaries and are glazed office/R&D buildings. The proposed three storey apartments and residential facilities buildings shown on the layout plan are close to the site boundaries given their bulk and scale and the position of the existing buildings on the adjacent site.

The separation distance between and relative heights of the buildings are considered unacceptable and could have a detrimental impact both on the established employment use at Milton Hall and on future residents of the new dwellings.

It is often the case that staff work late at Milton Hall and, particularly in the winter months and these wings and the people within them could be highly visible as a result of internal illumination.

This could give rise to complaints from future residents about overlooking or a perceived invasion of privacy to the detriment of residential amenity. Similarly residents could see into the offices.

The bulk and scale of these buildings, in close proximity to Milton Hall would also adversely impact upon the character and setting of the listed building. There would in effect be an unacceptable massing of buildings immediately adjacent to the listed building at this corner.

Set against this background and notwithstanding the fact that this is an outline application we would ask the Local Planning Authority through the application of conditions should:-

- a) Specifically condition that there will be no three storey buildings in these locations;
- b) Direct that the three storey elements are positioned elsewhere within the site or;
- c) Require their replacement with single storey development, which would be a more acceptable relationship with Milton Hall in visual terms, or
- d) Increase significantly the separation distances between the proposed and existing buildings.

These issues are material considerations and the concerns are justified in terms of the policies contained within the development plan relating to conservation areas and listed buildings, design and residential and visual amenity”.

83. 3 local residents of Milton have written in support commenting:
- (a) The scheme is “much needed for the older generation and younger generation alike”.
  - (b) This is good use of land however lack of parking spaces for the people using the sports pitches.
  - (c) It is nice to see that the site is to be sensitively developed.
84. Two further objections have been received raising:
- (a) Biased flyers sent to every residence in Milton seeking support for the application (see paragraph below).
  - (b) The communal facilities building will be some 3 stories high. This will block sunlight into the east wing of Milton Hall due to the height of the building in close proximity.
  - (c) The proposed development will encroach on Milton Hall and the current open grounds. Currently the site does not have any buildings south of the east wing of Milton Hall. The indicative plan shows that the development will come south and be aligned with the main part of Milton Hall. This will spoil both the views from Milton Hall but more importantly the views of Milton Hall from the surrounding area. The Council should restrict the development to the existing site which has already been built upon and leave the existing park land.
  - (d) The application appears to include cottages, apartments and bungalows, although the description only refers to cottages and apartments. Bungalows are more suitable as homes for retired people.
  - (e) The plan seems to be indicating that the development is gated and consists of retirement dwellings. It is a great mistake to have

recreational facilities and playing fields included as this will generate a lot of traffic (vehicular and pedestrian).

- (f) The scheme should be for retired people or playing fields, not both.
85. A leaflet outlining the scheme's advantages has been distributed to an unspecified number of residences in Milton inviting recipients to return the form indicating their support for the scheme. 54 have been returned. It should be noted that the form does not provide an option to object to the scheme or otherwise comment on the merits of the proposal and therefore carries limited weight, although feedback recorded from pre-application public consultation carried out by the developers appears to have generally been positive.
86. A revised scheme has been tabled at a meeting with officers held on the 25<sup>th</sup> July 2008 for a reduced scheme of 100 units. This would be entirely within the existing built area of the depot and North Lodge, without incursion into the land to the south and east of the depot complex. The Planning Committee will receive an addendum to this report for consideration following submission of details by the applicants. Officers will then re-evaluate the issues to ascertain if there are very special circumstances to allow a reduced scheme. If this were found to be the case, the amended development proposals would not be inappropriate development in the Green Belt.

#### **Planning Comments – Key Issues**

87. The key issues in considering this outline application are:
- (a) Whether the development is inappropriate in the Green Belt;
- (b) If the proposals do amount to inappropriate development in the Green Belt, whether it would cause other harm in addition to that caused by inappropriateness (this includes, impact on the countryside, housing provision, loss of employment, historic buildings and Repton landscape, archaeology, landscape, environmental matters (e.g. drainage, contamination and water bodies), public art, public open space, access and the provision of reserved matters); and
- (c) Whether there are very special circumstances that clearly outweigh the harm caused by the development, by way of inappropriateness and in any other respect.

#### ***Green Belt – Inappropriate Development***

88. The site is within the Cambridge Green Belt. In determining applications for development the first consideration is whether the development can be considered 'appropriate', as defined in 'PPG2: Green Belts'. In cases elsewhere for similar retirement village schemes, it has been found that due to the mix of care, housing and associated facilities, the use class for such developments is *sui generis*. Essentially, however, the scheme proposes housing. With the exception of the proposed sports pavilion and junior football pitches the proposals are by definition 'inappropriate development'. It is noted that the existing land use is also 'inappropriate development'.

89. PPG2 advises that "...inappropriate development is, by definition, harmful to the Green Belt. It is for the applicant to show why planning permission should be granted. Very special circumstances to justify inappropriate development will not exist unless the harm by reason of inappropriateness, and any other harm, is clearly outweighed by other considerations." A balancing exercise is required to ascertain whether the material planning considerations put forward by the applicants amount to very special circumstances that outweigh the harm to the Green Belt and other harm.

***Other harm***

***Openness of the Green Belt***

90. The applicant does not accept that the re-development of the site be considered on major developed site (MDS) principles, as it is not identified as such within the Local Development Framework.
91. This issue was considered by the Inspector at the Development Control Policies DPD Examination. The Council put forward, in response to a 'duly made representation' that the site should not be classified as a major developed site, on grounds that development outside of the footprint of the depot site would harm the vista from the Hall and the openness of the Green Belt. The smaller site (depot) was considered to be capable of re-development sensitively using MDS principles of PPG2 to increase the openness of the site and assist in meeting the Government's land use objectives for Green Belts. It went on to conclude that the applicant may be able to demonstrate that the re-development of the site could reduce the impact upon the Green Belt, and as such be permissible under paragraph 3.2 of PPG2. This approach was supported by the Inspector and is a useful approach in the consideration of these proposals as a consequence.
92. Although the indicative layout is not to be determined at this stage there is a concern that the proposed re-development would not accord with the principles of development on MDSs. It would have a greater impact than the existing development on the openness of the Green Belt. This is due to the significant additional footprint of buildings that also will extend beyond the existing built area; and the proposed heights exceeding that of the existing development which, despite the former use of the site, are relatively low-key due to the buildings largely being limited to 1-1.5 storeys.
93. In the Examination proof it was also suggested that the pylons, power lines and other structures within the fields to the east and south of the depot site could be removed by planning condition or Section 215 Amenity Notice now that they are no longer required.

***Countryside***

94. Countryside policy (Policy DP/7) limits development outside frameworks to that which is needed to be located in the countryside. The aim of the policy is to protect the countryside from gradual encroachment, to guard against incremental growth in unsustainable locations. This site is however, a brownfield site, where some re-use of the existing buildings or limited re-development on a like-for-like basis could be supported (see Policies ET/7 Conversion of Rural Buildings for Employment and ET/8 Replacement Buildings in the Countryside). PPS7 "Sustainable Development in Rural

Areas” takes a similar approach by favouring the re-use or redevelopment of buildings in the countryside for employment use. Notwithstanding, that is not what this application seeks.

***Housing Provision***

95. Additional housing developments in South Cambridgeshire are currently required to meet a shortfall identified through the Regional Spatial Strategy. Any shortfall in housing provision within the current Local Development Framework process will however, be made up from allocated sites and windfall sites at more appropriate and sustainable locations, in accordance with policy ST/2.
96. Milton is a group village where residential development within the framework is limited to 8 dwellings or exceptionally about 15 where it would make best use of a brownfield site. The site, however is not within the framework.
97. It is noted that this scheme provides for a specific population group in providing homes of older people. In this respect it aims to meet the objectives of PPS3. There are however no reasons why such sites specifically tailored towards the older population shouldn't come forward on sites in sequentially preferable locations within villages, including existing allocations, as has been the case in examples in South Cambridgeshire's villages.
98. In terms of housing mix, the proposals are for 44 no. 2-bedroomed flats and 77 no. 2-bedroomed houses. These would be all owner-occupied. The mix does not reflect that set out in HG/2. It is attempted to justify this by way of the specialist nature of the development proposed, however these are commercial justifications based on lifestyle choices rather than need. Policy seeks to ensure that housing developments are socially inclusive and in failing to propose an adequate mix of house sizes, types and tenures this is not achieved. For example, evidence elsewhere indicates that a mix of unit sizes is desirable to allow older persons a choice regarding how they occupy their homes. In providing only 2-bedroomed units there is a lack of choice for people who may only require one-bedroom or who want family or carers to stay, therefore needing additional bedrooms. Similarly, in order to secure a balanced community provision of affordable housing is required on site as part of the development.
99. Any housing outside frameworks is usually limited, by way of an exception to normal policy, to that which is 100% affordable to meet the needs of the village to which it is related. The scheme does not propose exception housing. Although policy HG/5 establishes the principles against which exception sites will be assessed the applicants suggest that these proposals be treated as a departure to policy and that the principles of HG/3 only be applied i.e. that 40% affordable provision.
100. The comments of the Housing Development & Enabling Manager flag several potential areas of concern.
101. The historical development of Milton leaves limited scope within the Parish to provide exception housing on sites elsewhere within the Parish. The application proposes to provide 40% affordable housing, as per Policy HG/3 rather than following exception site principles. The starting point of HG/3 is however, to provide all affordable housing provision resulting from major

residential schemes on site. Financial contributions towards off-site are not supported.

102. It is suggested by the applicants that the practical issue arising from service charges their occupiers pay towards grounds maintenance and health and support facilities on site should preclude them from making provision on site. Instead of on-site provision they offer a £2.4 million contribution. This equates to a significant shortfall in the sum that would be usually required, although no financial assessment had been submitted by the applicants at the time of writing this report, it is likely that this shortfall could be as much as £1.4million. This would, of course, have to be the subject of independent financial assessment. Final figures may be affected by the current market, works required to bring this brownfield site forward and improvements to the historic built environment.
103. In any event, the starting point is to provide affordable housing on-site. The proposals are therefore contrary to Policy HG/3, as described above. The site fails to meet the basic requirements in relation to affordable provision.

### ***Employment***

104. As the site is a brownfield site outside of the village framework it does not fit neatly within the Council's employment policies. It is accepted that elements of the scheme will contribute towards employment; however the predominant use of the site would be as housing in one form or another. The most relevant policy is ET/6 (Loss of Rural Employment to Non-Employment Uses).
105. The loss of employment land is to be considered on a case by case basis. There is currently a major surplus of employment land in South Cambridgeshire. The Planning Policy Manager has provided a clear steer as to how to consider the loss of employment from the site. The oversupply of employment in and close to Cambridge is the justification for the current development strategy, which seeks to correct that imbalance by dramatically increasing the supply of housing in and on the edge of the City. The strategy has a second objective of reducing the growth in commuting. The loss of employment from this site would decrease employment opportunities within the village but like Cambridge as a whole, Milton Parish has a significant excess of jobs over the working population and losing this site will result in a decrease in overall commuting by the general population.

### ***Historic Buildings and Conservation Area***

106. While the detailed layout is not for consideration under this outline application it is reasonable and necessary to make an assessment of the impact of the development's scale and nature in relation to North Lodge, Milton
107. It is clear from the Historic Buildings Officer's comments that the Conservation and Design Team consider the setting of North Lodge to be harmed as a consequence of the scheme, due to the proximity and density of development in the vicinity. Historical linkages between Milton Hall and West Lodge and North Lodge have been weakened and subsequently, the importance of retaining the historic linkage with Milton Hall is greater. Although the Lodge is currently adjoined by an unattractive car park this development does retain an openness to its setting in comparison to the application proposals. The impact on the Lodge is detrimental and changes

the character and setting of the building from a rural backdrop to being closely surrounded by houses.

108. The Historic Buildings Officer comments that the Conservation and Design Team is also concerned about the impact of the proposed development on both the vista from Milton Hall and its parkland setting. The improvement of the vista from Milton Hall, by the removal of the many pylons, overhead lines and other structures and various landscape improvements, can be considered positively, particularly in the winter months when these will be more visible through trees. It is not clear at the time of writing, in judging these improvements, whether they will be balanced out by the encroachment of buildings proposed beyond the existing built area of the depot.
109. There is a lack of consideration relating to the setting All Saints' Church. As this is Grade II\* Listed the comments of English Heritage are awaited and an update will be provided.
110. The wooded southern area, frontage and area surrounding North Lodge is within the Conservation Area. The remainder of the site can be considered to be adjacent to it. In considering whether the proposals will preserve or enhance the character and appearance of the Conservation Area it is concluded that the proposals will not achieve these objectives on balance. The development will improve the woodland within the Conservation Area and would be an enhancement. The removal of unsightly structures adjacent to the Conservation Area is also an enhancement, however this can be secured by other means, specifically a Section 215 Amenity Notice. The encroachment of development where there currently is a feeling of openness i.e. the vista from Milton Hall, of its parkland setting, and introduction of buildings surrounding North Lodge detracts from this rural backdrop to the village and listed buildings. Therefore, it is considered to neither preserve or enhance the character or appearance of the Conservation Area.

### ***Archaeology***

111. Further investigation is being undertaken by the applicant's archaeologists on site, as required by Cambridgeshire Archaeology. Any response to the findings of these will be reported by way of a verbal update or addendum to this report.

### ***Landscape***

112. No in principle objections have been received in terms of the wider landscape or landscaping of the site, although it is clear that detailed schemes will need to be the subject of further work at the reserved matters stage, having liaised with the Trees and Landscape and Landscape Design Officers'. Comments are awaited from English Heritage. Should these address the historic landscaped setting of the Hall an update will be provided.
113. It is noted that the draft S106 submitted at Appendix 6 of the Planning Statement accompanying the application includes terms relating to a Landscape and Ecological Management Strategy Plan.



***Environmental Matters***

114. The scheme is likely to bring about environmental improvements through decontamination of the site, ecological enhancements and provision of measures to provide 10% of the site's energy requirements through renewable sources, as required by policies. Further comment is awaited from the Environment Agency and a verbal update or addendum to the report will be provided if necessary.
115. It appears likely that planning conditions can address all matters relating to environmental and human health concerns, including detailed schemes for surface water drainage, foul water drainage, foundations, land contamination, ecological enhancement and renewable energy schemes.

***Public Art***

116. There is no reference within the application relating to the provision of public art. The agent has subsequently confirmed that the applicant is willing to consider providing public art on the site. They consider that this should be dealt with at reserved matters stage and that there are opportunities within the proposed layout to provide for a piece of public art such as in the squares, within the open space and at the entrance into the site. As the scheme falls within the parameters of Policy SF/6 (Public Art) provision is to be encouraged. It can be provided by a planning condition.

***Public Open Space***

117. The scheme provides significant provision for open space to meet the needs of the development and the public generally. Without the precise breakdown of house types it is not possible to ascertain whether the provision being made accords with policy SF/10, although it is likely given the scale of provision being made. The scheme involves formal sports pitches and informal open space. Retirement schemes are not required to provide play space.
118. The publicly accessible areas are proposed on a limited access basis through a lease to the Parish Council and are intended to contribute to making up an acknowledged shortfall of sports pitches in the village. The draft proposed terms for public access are detailed in the S106 attached at Appendix 6 of the Planning Statement. The Consultation Draft Open Space Supplementary Planning Guidance (2008) states that public open spaces that "...are available as a matter of policy and practice for public use on a regular and frequent basis" can be included within provision. Communal spaces to serve the development will not be included. On this basis the provision proposed is likely to be acceptable and it is noted that it is supported by the Parish Council subject to the details being agreed.
119. Although the provision of open space, including sports pitches is a positive element of the scheme. Notwithstanding, all new residential development is required to contribute towards the provision of open space to meet the needs of its occupiers. Provision over and above that which is directly required as a consequence of the development is of course welcomed. It is worth noting that there is an extant planning permission for sports pitches at Landbeach Road can provide alternative provision to that proposed.

**Access**

120. The Highway Agency has not objected to the scheme in terms of traffic generation.
121. The comments of the Local Highway Authority express a number of concerns relating to the detailed layout of the site. In particular they raise concerns relating to the traffic assessment and the lack of up-to-date information. Without this it is difficult to ascertain whether there will be a negative traffic impact as a result of the proposals. The other issues relating to matters of detail could be addressed through the submission of reserved matters relating to the layout.

**Reserved Matters**

122. Issues, such as landscaping, have been raised through consultation and representations that relate to the reserved matters of appearance, landscaping, layout and scale. If the application were supported these could be the subject of detailed discussion with the relevant officers and organisations to achieve an acceptable scheme.

**Very special circumstances**

123. The material considerations put forward which the applicant considers amount to very special circumstances, in summary, are:
- (a) The need to provide housing specifically designed to meet the needs of the elderly, which is in short supply. Such provision can help to address serious health and social issues faced by older people. This need is unlikely to be met elsewhere.
  - (b) Improvements to the landscape, including removal of pylons and associated equipment, restoration of the lake and its woodland setting.
  - (c) Provision of extensive recreational opportunities for local residents by way of sports pitches and informal access to woodland and grassland. Pitches to be made available on a managed basis.
  - (d) Restoration of North Lodge and rehabilitation of its setting – securing its long term future.
  - (e) Improvements to the setting of Milton Hall – screening of modern extensions to the Hall by way of 3-storey building adjacent and removal of pylons etc and creation of a parkland vista.
  - (f) Delivery of 48 affordable homes off-site which would otherwise not be forthcoming.
  - (g) Delivery of housing to meet the Regional Spatial Strategy target.

Cumulatively the applicants suggest these outweigh any harm by way of inappropriateness.

124. Officers agree that of these other considerations there is merit in several, including: landscape improvements, the restoration of the Repton landscape,

potential improvement to the setting of Milton Hall, though balanced against the comments in Para 107 above, and the replacement of an unsightly employment use with a well designed domestic scale development. However, given the various comments from the Conservation and Design Team and the objectives of national planning policy to improve the appearance of the Green Belt, it is my conclusion that this proposal seeks too much development and should be restricted to the footprint of the existing developed area.

125. The considerations do not amount to very special circumstances that are sufficient to clearly outweigh the harm by way of inappropriateness and the other identified harm in regard to affordable housing, principally impact upon the setting of the Listed Building at North Lodge and the character and appearance of the Conservation Area.

### **Recommendation**

126. A. Subject to the receipt of awaited comments from Drainage Manager, Ecology Officer, English Heritage, English Nature, Countryside Access Team, Sustainability Officer, Building Control Manager, General Works Manager, Primary Care Trust and Cultural Services Manager and further comments of the Historic Buildings Officer, Environment Agency and Cambridgeshire Archaeology Unit:

#### **Refusal** on the following grounds:

1. The proposed development is within the Cambridge Green Belt. It is by definition inappropriate development, as defined by 'PPG2: Green Belts'. The proposals are therefore contrary to PPG2 and policy GB/1 of the South Cambridgeshire Local Development Framework, Development Control Policies DPD adopted 2007.
2. The site currently includes open and landscaped areas that serve to physically separate the village from the countryside beyond. The proposals are considered, by way of their likely form, footprint and height, including extending the built area beyond that currently occupied by buildings, to significantly increase the extent of buildings in this location. As a consequence the proposals will be harmful to the openness of the Green Belt, having a greater impact upon it than the existing development. The application is contrary to Policies CSR3 of the East of England Plan adopted 2008 and ST/1 of the South Cambridgeshire Local Development Framework, Core Strategy DPD adopted 2007 as it fails to maintain and enhance the quality of Cambridge's setting.
3. The proposals fail to establish, due to insufficient detailing, that they will not be harmful to the setting of adjacent listed buildings, Milton Hall, North Lodge and All Saints' Church. In particular:
  - i. The further erosion of the main entrance to the Hall, formed by North Lodge, and loss of the open land that has always surrounded it. Providing new homes too close to the Lodge

and at such a high density will cause harm to the open, rural setting and character of the Lodge; and

- ii. Encroaching upon the vista from Milton Lodge through the extension of the built area, with subsequent harm to its parkland setting and outlook.

The application fails to accord with PPG15 and Policy CH/4 of the of the South Cambridgeshire Local Development Framework, adopted 2007, which require developments affecting the curtilage or setting of listed buildings to provide clear illustrative and technical material that allow that the impact to be properly assessed and protection of the building's setting and its contribution to the local scene

4. The encroachment of development where there currently is a feeling of openness i.e. the vista from Milton Hall, its parkland setting, and the introduction of buildings surrounding North Lodge, which provides a rural backdrop to the village and listed buildings, would fail to preserve or enhance the character and appearance of Milton Conservation Area and as such would be contrary to Policy CH/5 of the of the South Cambridgeshire Local Development Framework, adopted 2007, which requires development in Conservation Areas to be in accordance with legislation, national policy and the District Design Guide.
  5. The proposals fail to make provision for an appropriate mix of housing including affordable housing on the site and as such contravene the requirements of Policies HG/2 and HG/3 of the South Cambridgeshire Local Development Framework, adopted 2007, which require housing developments to include a range of types, sizes and affordability, including provision on site to meet local need.
  6. The applicant has failed to demonstrate that there are other material considerations which when taken either individually or collectively amount to very special circumstances that clearly outweigh the harm by way of inappropriateness in the Green Belt and the identified other harm.
- B. Require removal of redundant structures to the south and east of the depot by way of a Section 215 Amenity Notice, which currently harm the setting the adjacent Listed Buildings (Milton Hall, North Lodge and All Saints' Church), character and appearance of Milton Conservation Area and openness and visual amenity of the Cambridge Green Belt.

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

- South Cambridgeshire Core Strategy DPD 2007
- South Cambridgeshire Development Control Policies DPD 2007
- East of England Plan 2008
- Planning Policy Guidance 2: Green Belts
- Planning Policy Statement 3: Housing

- Planning Policy Statement 7: Sustainable Development in Rural Areas
- Open Space Consultation Draft SPD 2008
- Development Control Policies DPD Examination Statement ref. DCPR4 – SCDC
- Planning file refs. S/0935/08/O, S/0205/99/F, S/1727/98/F, S/1413/98/F, S/1742/91/F, S/2141/90/A, S/0165/05/F, S/1941/01/PNT, S/0078/01/PNT, S/2041/97/PNT, S/1138/96/F, S/1038/02/F, S/1039/02/LB and S/1325/94/LB.

**Contact Officer:** Mrs Melissa Reynolds – Team Leader (East Area)  
Telephone: (01954) 713237

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**SOUTH CAMBRIDGESHIRE DISTRICT COUNCIL**

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**REPORT TO:** Planning Committee6<sup>th</sup> August 2008**AUTHOR/S:** Executive Director / Corporate Manager - Planning and Sustainable Communities

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**S/0805/08/O - WIMPOLE****3 Affordable Houses, 72A The Cottages, Wimpole Woodyard, Cambridge Road for Mr R Foster****Recommendation: Delegated Approval****Date for Determination: 1<sup>st</sup> July 2008****Notes:**

**This Application has been reported to the Planning Committee for determination as it relates to an exception site for affordable housing.**

**Members will visit this site on Wednesday 6<sup>th</sup> August 2008.**

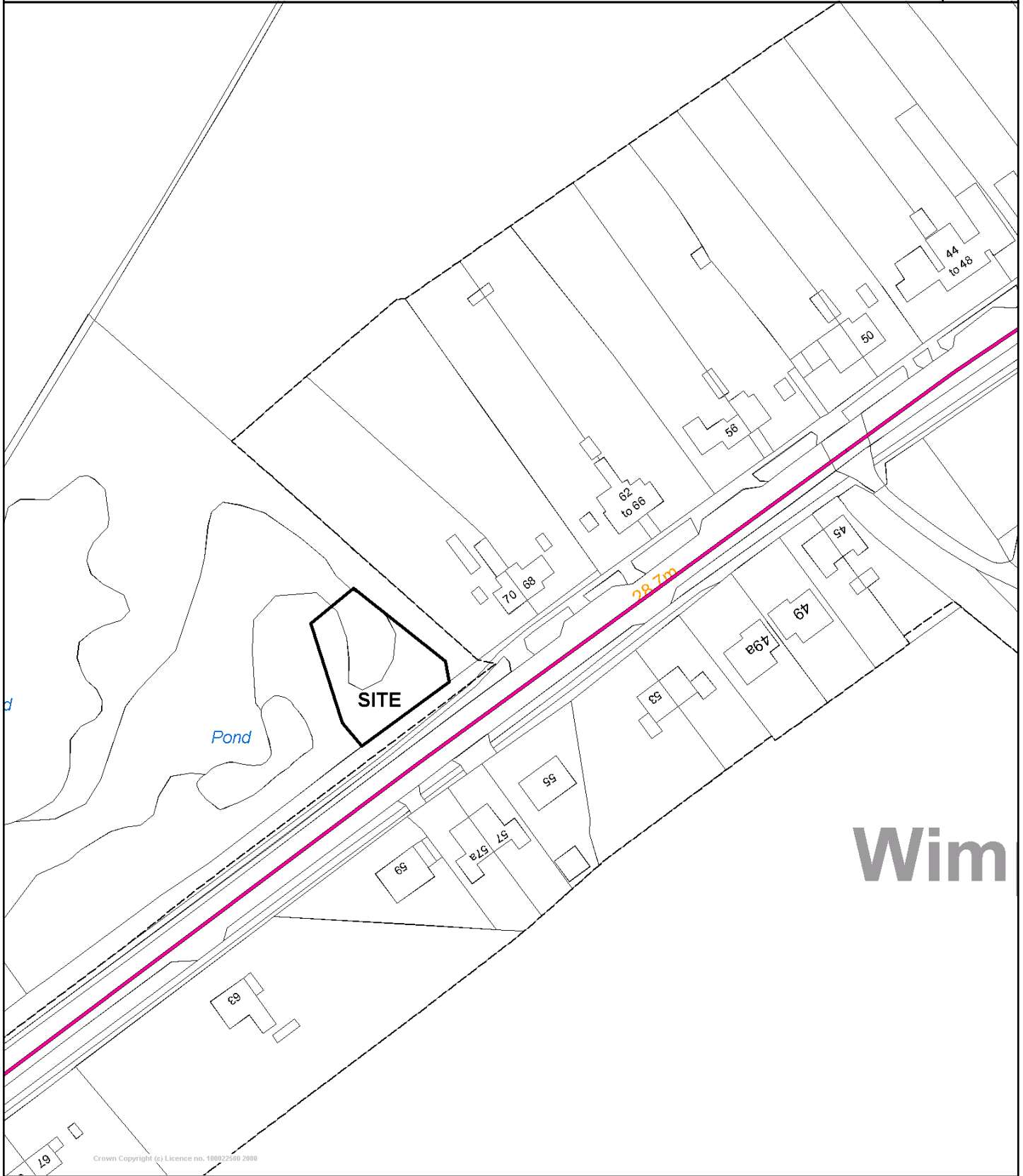
**Site and Proposal**

1. This outline application, received on 6<sup>th</sup> May 2008, proposes the erection of a terrace of three 3-bedroom affordable dwellings on a 0.3ha area of land associated with the former woodyard site in Cambridge Road (A603).
2. A new single vehicular access, 4m wide, is to be formed to Cambridge Road serving all three new dwellings, with parking provided for 4 vehicles and a shared turning area. The proposed dwellings are shown sited 13m back from the road and will have a ridge height of between 7.5 and 8.25m.
3. Two new market dwellings (see History below) to the south west of the application site, within the area of the old woodyard are currently in the course of construction.
4. To the north east of the site is a pair of semi-detached houses. A 4m wide strip of land has been left between the application site and the boundary with these adjacent properties. Opposite the site are residential dwellings.
5. The application is accompanied by a Design and Access Statement.
6. The density of the scheme is 15 dph.
7. The site is outside but adjoining the village framework.

**Planning History**

8. Planning consent was granted in 2006 for the erection of two dwellings on the former woodyard site as a departure from the Development Plan (Ref: **S/0031/06/F**). That application indicated that the applicant would be prepared to provide an area at the north east end of the site for the construction of two affordable dwellings. A Section 106 Agreement was entered into requiring either the provision of two affordable

S-0805-08-F



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dwellings (subject to obtaining the appropriate planning consent) or the payment of a commuted sum in lieu of such provision.

9. A revised planning application for the two market dwellings on the site was approved in 2007 (Ref: S/1407/07/F). The houses are currently under construction.

### **Planning Policy**

*South Cambridgeshire Local Development Framework 2007*

10. **Policy HG/1 - Housing Density** is set at a minimum of 30 dph unless there are exceptional local circumstances that require a different treatment in order to make best use of land. Higher densities of 40 dph will be sought in the most sustainable locations.
11. **Policy HG/2 - Housing Mix** Affordable housing should be of an appropriate mix to respond to identified needs at the time of the development in accordance with HG/3
12. **Policy HG/3 - Affordable Housing** occupation will be limited to people in housing need and must be available over the long-term. The appropriate mix in terms of housing tenures and house sizes of affordable housing will be determined by local circumstances at the time of planning permission, including housing need and the achievement of mixed and balanced communities. In order to ensure sustainable communities, affordable housing will be distributed through the development in small groups or clusters.
13. **Policy HG/5 – Exception Sites for Affordable Housing** states that as an exception to the normal operation of the policies of this plan, planning permission may be granted for schemes of 100% affordable housing designed to meet identified local housing needs on small sites within or adjoining villages. The following criteria will all have to be met:
- (a) The development proposal includes secure arrangements for ensuring that all the dwellings within the scheme provide affordable housing in perpetuity for those in housing need;
  - (b) The number, size, design, mix and tenure of the dwellings are all confined to, and appropriate to, the strict extent of the identified local need;
  - (c) The site of the proposal is well related to the built-up area of the settlement and the scale of the scheme is appropriate to the size and character of the village;
  - (d) The site is well related to facilities and services within the village;
  - (e) The development does not damage the character of the village or the rural landscape.
14. **Policy DP/1 - Sustainable Development** states development will only be permitted where it is demonstrated that it is consistent with the principles of sustainable development, as appropriate to its location, scale and form.
15. **Policy DP/2 - Design of New Development** requires all new development to be of a high quality design and indicates the specific elements to be achieved where appropriate. It also sets out the requirements for Design and Access Statements.

16. **Policy DP/3 - Development Criteria** sets out what all new development should provide, as appropriate to its nature, scale and economic viability and clearly sets out circumstances where development will not be granted on grounds of an unacceptable adverse impact e.g. village character and residential amenity.
17. **Policy DP/4 - Infrastructure and New Developments** requires that development proposals should include suitable arrangements for the improvement or provision of infrastructure necessary to make the scheme acceptable in planning terms. It identifies circumstances where contributions may be required e.g. affordable housing and education.
18. **Policy NE/1 - Energy Efficiency** states development will be required to demonstrate that it would achieve a high degree of measures to increase the energy efficiency of new buildings, for example through location, layout, orientation, aspect and external design.
19. **Policy NE/6 - Biodiversity** requires new developments to aim to maintain, enhance, restore or add to biodiversity. The District Council will refuse development that would have an adverse significant impact on the population or conservation status of protected species, priority species or habitat, unless the impact can be adequately mitigated by measures secured by planning conditions. Previously developed land will not be considered to be devoid of biodiversity. The re-use of such sites must be undertaken carefully with regard to existing features of biodiversity interest. Development proposals will be expected to include measures that maintain and enhance important features whilst incorporating them within any development of the site.
20. **Policy NE/9 - Water and Drainage Infrastructure** indicates that planning permission will not be granted where there are inadequate water supply, sewerage or land drainage systems to meet the demands of the development unless there is an agreed phasing agreement between the developer and the relevant service provider to ensure the provision of necessary infrastructure.
21. **Policy NE/12 – Water Conservation** states that development must incorporate all practicable water conservation measures.
22. **Policy TR/1 - Planning for More Sustainable Travel** states planning permission will not be granted for developments likely to give rise to a material increase in travel demands unless the site has a sufficient standard of accessibility to offer an appropriate choice of travel by public transport or other non-car travel modes. The amount of car parking provision in new developments should be minimised, compatible with their location. Developments should be designed from the outset with permeable layouts to facilitate and encourage short distance trips by cycle and walking. Safe and secure cycle parking shall be provided.
23. **Policy TR/2 - Car and Cycle Parking Standards** states car parking should be provided in accordance with the Council's maximum standards, to reduce over reliance on the car and to promote more sustainable forms of transport.
24. **Policy TR/4 - Non-motorised Modes** states the District Council will use its planning powers by ensuring that all new developments are designed at the outset to facilitate and encourage short distance trips between home, work, schools and for leisure.

## Consultation

**Wimpole Parish Council** recommends refusal commenting:

25. "The Council understood that only 2 houses would be built. Parking allocated is inadequate. Some flooding has occurred in recent years. It is essential that the adequacy of the electrical and sewage systems are checked in view of the new building on both sides of the road. A significant number of residents attended the PC meeting to express opposition."
26. The **Corporate Manager (Health and Environmental Services)** requests that a condition is attached to any consent requiring the submission of a scheme for the investigation and recording of any contamination of the site, along with remediation objectives.
27. The **Local Highway Authority** requests the provision of visibility splays and that the drawing show the dimensions of parking spaces and reversing space. Conditions should be attached to any consent securing the splays and the maintenance of the manoeuvring area. Provision should be shown for cycle parking. The access should be widened to a minimum of 4.8m, although 5.5m would be preferable. The applicants should be asked to consider accessing the development through the existing main entrance to the site. The Highway Authority states that it will seek the upgrading of the existing footpath to a minimum width of 1.5m along the frontage of the development under a Section 106 Agreement.
28. The **Environment Agency** comments that it assumes that drainage will be as the previous scheme for the main site and has commented accordingly. It points out that the issue of ground contamination remains unresolved.
29. The comments of the **Ecology Officer, Trees and Landscapes Officer, Housing Development and Enabling Manager** and the **Affordable Housing Panel** will be reported at the meeting.

## Representations

30. The occupier of No 70 Cambridge Road, the property immediately to the north east of the site, makes the following comments.

The application states that the site is not recorded on the Environment Agency maps within any flood zones and is therefore not at risk of flooding, however the site was flooded recently (in April or May) and this was not the first time. The waters of the main lake and the pond shown adjacent to the proposed cottages "joined-up", and the combined waters came to within 4m of the boundary with No70 and certainly covered part of the designated area for the proposed cottages.

The proposed car parking provision appears inadequate when looking at the experience of other new developments in the area and given that it is not possible to park on the road outside the houses. When a planning application was submitted for an extension to No 70 the owner was advised that two additional parking spaces should be provided.

There is concern about the extra loading on village utilities. The electricity for the village is fed by 2 transformers and previous conversations with electricity field engineers have indicated that both units are pretty much overloaded. Recently there

have been a number of occasions when dimmed lights have occurred and low voltage warnings issued by power supplies in the house.

Have any checks been made on the capacity of the electricity supply, sewage and water supply?

All the existing houses on this side of the road are semi-detached. As the original proposal was for 2 houses why is a terrace of 3 now being considered.

31. The occupiers of 55 Cambridge Road, opposite the site strongly object for the following reasons.
- (a) Not enough services in the village and neighbouring villages for education to accommodate more dwellings
  - (b) All new development within the village has been on brownfield sites, this is a Greenfield site.
  - (c) The location of the site is where common spotted and bee orchids have been found which now have to be relocated.
  - (d) In winter months when there is heavy rain the site is flooded
  - (e) Access to Cambridge Road will cause traffic problems
  - (f) Additional strain on drainage system which is already at capacity
  - (g) Inadequate parking provision which will lead to parking on the grass verge causing visibility obstructions.
  - (h) Trees will need to be removed to form the new entrance opening up views from properties on the opposite side of the road.
  - (i) Why has the proposal been increased to three dwellings?

#### **Planning Comments – Key Issues**

32. The key issues to consider with this application is whether the scheme complies with the criteria for exception sites in Policy HG/5
33. The planning consent for the erection of the two market dwellings on the former woodyard site required either the erection of two affordable dwellings, subject to obtaining the necessary planning consent, or the payment of a sum in lieu of their provision. The previous application indicated that the north east corner of the land was where these dwellings might be sited. The Section 106 Agreement did not specify the size of the unit but required one to be for rent and one for shared equity lease.
34. The current application proposes the erection of 3 affordable dwellings rather than 2. I have no objection to this change in principle provided that the additional affordable unit can be demonstrated to be in line with the proven local need for the village. I will report the comments of the Housing Development and Enabling Manager on this point.
35. An Affordable Housing Panel will need to be convened to discuss the proposal.

36. I am of the view that the site complies with the criteria in Policy HG/5 in that it is well related to the built-up area of the settlement and that the scale of the scheme is appropriate to the size and character of the village. Although one of the neighbours has pointed out that the existing dwellings on this side of Cambridge Road are semi-detached, I do not consider that a well-designed small terrace of three dwellings would be inappropriate.
37. As an infill village the level of facilities and services are limited but existing development on the opposite side of Cambridge Road extends beyond the site to the south west so I consider it to be as well related as existing properties.
38. Provided there is a high quality of design achieved, with appropriate landscaping I consider that the development will not materially harm the character of the village or the rural landscape although I will want to look at the maximum height of the units proposed to ensure that it is keeping with the existing properties to the north east
39. I note the comments made about highway safety, including those of the Local Highway Authority. An amended plan will be sought increasing the width of the access as required. As the site can be said to be in a poorly accessible areas, and acknowledging the difficulty of parking on the A603, I am of the view that, as the dwellings proposed are 3-bedroom, the provision of two parking spaces per dwelling should be sought. This is in line with the adopted standards of the Local Development Framework and an amendment to the existing layout will be sought.
40. The Corporate Manager (Health and Environmental Services) requests a condition regarding the investigation into possible contamination of the site. Although the applicant has indicated that this work has been carried out as part of the conditions attached to the planning consent for the erection of the two market dwellings the Corporate Manager (Health and Environmental Services) is of the view that insufficient investigative work would have been carried out in this part of the site and further work needs to be done.
41. I have written to Anglian Water requesting that it confirms whether or not the existing foul water drainage system is adequate to cater for the additional development proposed. I will reports the comments received.
42. The views of the Trees and Landscapes Officer and Ecology Officer will be reported at the meeting. Both officers have been involved in the existing planning consents for this site and are therefore aware of this possible development.
43. I have asked the applicant to comment on the local concerns about flooding of this part of the site and if necessary a flood risk assessment will be requested.

**Recommendation**

44. Provided that the Housing and Development Manager supports the scheme and that any issues regarding access, parking, drainage, ecology and landscaping can be resolved I will seek delegated powers to grant outline planning permission subject to safeguarding conditions.

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

- South Cambridgeshire Local Development Framework 2007
- Planning Files Ref: S/0805/08/O, S/1407/07/F and S/0031/06/F

**Case Officer:** Paul Sexton – Principal Planning Officer  
Telephone: (01954) 713255

**SOUTH CAMBRIDGESHIRE DISTRICT COUNCIL**

**REPORT TO:** Planning Committee

6<sup>th</sup> August 2008

**AUTHOR/S:** Executive Director / Corporate Manager - Planning and Sustainable Communities

**S/0836/08/F and S/0690/08/LB - CONINGTON**  
**Conversion and Alteration of Barn and Outbuildings to 4 No. Live/Work Units with Attached Fences and Gates following Demolition of Building E at Marshalls Farm, Elsworth Road for Mr N Wright**

**Recommendation: Delegated approval**  
**Date for Determination: 4<sup>th</sup> July 2008 (S/0836/08/F)**  
**5<sup>th</sup> June 2008 (S/0690/08/LB)**

**Notes:**

**These applications have been reported to the Planning Committee for determination because the applicant is a District Councillor.**

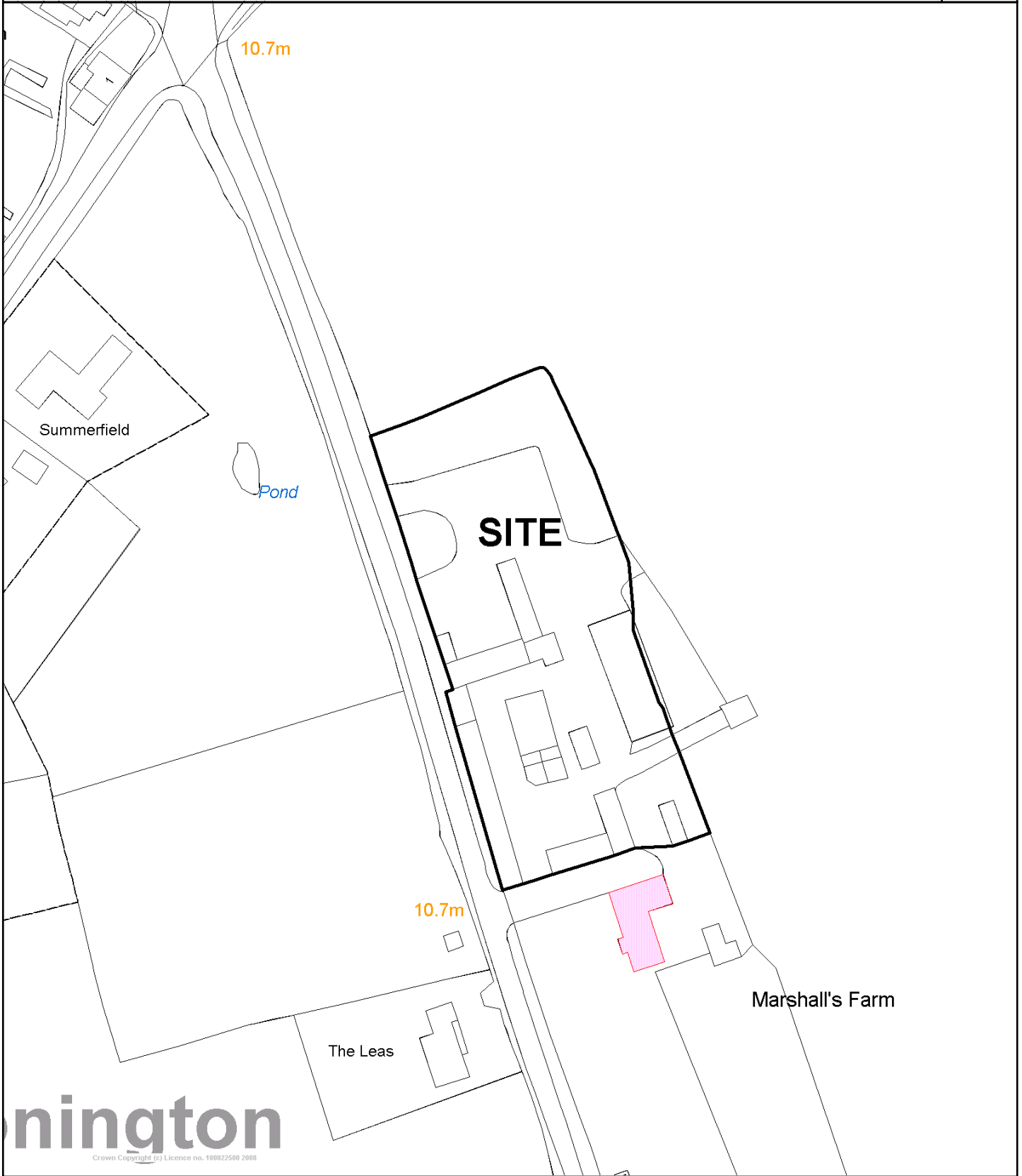
**Site and Proposal**

1. The application site lies to the east of Conington village, accessed from Elsworth Road. At the current time, the site comprises a former farmyard with surrounding farmland. There are a number of old barns and outbuildings that are curtilage listed centred around a courtyard. The farm buildings and yard are associated with Marshalls Farm, but are no longer in active use. There is a listed Grade II timber-framed and plastered farmhouse immediately to the south of the site. The site lies outside the defined settlement boundary of the village.
2. The site lies within Flood Zones 2 and 3.
3. The applications, submitted on 9th May 2008 (planning) and 10th April 2008 (LB), propose the conversion of the curtilage listed redundant farm buildings to create four live/work units. The scheme involves an element of demolition (240m<sup>2</sup>) and new build (90m<sup>2</sup>) and utilises an existing access point into the site from Elsworth Road. Units 1, 2 and 4 are single storey. Unit 3 is two storey. The mix is 1 x 2 bed, 2 x 3 bed and 1 x 4 bed. The units are each provided with a work space of approximately 40m<sup>2</sup>.
4. Submitted with the application is a design and access statement, a planning and listed building consent statement, a report on potential conversion to office use, a marketing report, a flood risk assessment, a protected species survey and a structural condition survey.

**Planning History**

5. **S/0036/02/F** – Conversion of farm buildings to B1 (offices/research and development/light industrial) and B8 (warehousing/storage) together with demolition of existing sheds and their replacement with a single storey building for B1 use. This application was approved with conditions on 9<sup>th</sup> April 2002.

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6. **S/0035/02/LB** – Internal and external alterations and conversion of barn B to offices. Including new timber floor on steel frame support, staircase, W.C.'s and Kitchen Conversion of attached buildings A and D to offices and demolition and rebuilding of building C. This application was approved with conditions on 26<sup>th</sup> February 2002.
7. **S/2463/06/F** – Conversion of barn and outbuilding into 3 dwellings and one live/work unit with attached fences and gates - withdrawn.
8. **S/2464/06/LB** – Alterations, restoration and conversion of barn and outbuildings to form 4 residential units with attached fences and gates and demolition of building E - withdrawn.

### **Planning Policy**

*South Cambridgeshire Local Development Framework 2007:*

9. **HG/8 – Conversion of Buildings in the Countryside for Residential Use.**
  1. Planning permission for conversion of rural buildings for residential use will not generally be permitted. Planning permission will only exceptionally be granted where it can be demonstrated, having regard to market demand or planning considerations:
    - (a) Firstly it is inappropriate for any suitable employment use;and
    - (b) Secondly it is inappropriate for employment with residential conversion as a subordinate part of a scheme for business re-use.
  2. Any conversion must meet the following criteria:
    - (a) The buildings are structurally sound;
    - (b) The buildings are not of a makeshift nature and have not been allowed to fall into such a state of dereliction and disrepair that any reconstruction would require planning permission as a new building;
    - (c) The buildings are capable of re-use without materially changing their existing character or impact upon the surrounding countryside;
    - (d) The form, bulk and general design of the buildings are in keeping with their surroundings;
    - (e) Perform well against sustainability issues highlighted by policy DP/1.
  3. Any increase in floor area will not be permitted except where it is necessary for the benefit of the design, or in order to better integrate the development with its surroundings. Future extensions of such buildings will not be permitted. Incidental uses such as car parking and storage should be accommodated within any group of buildings, or on well related land where landscaping can reduce the visual impact of the new site.

4. Development must be in scale with the rural location. Residential uses must be located close to local services and facilities, and in an accessible location with a choice of means of travel, including non-motorised modes. The cumulative impact of the conversion of a number of buildings on adjoining sites or the local area will also be considered.
  5. Residential conversion permitted as a subordinate part of a scheme for business re-use, will be secured by planning condition or agreement to ensure the occupation of the dwelling remains directly related to the operation of the enterprise. The dwelling part of the unit must be interdependently linked with the commercial part. A live-work unit should have a minimum of 40m<sup>2</sup> of definable functional workspace in addition to the residential element. Internal uses may be horizontally or vertically split. The workspace must be flexible, and capable of accommodating a range of employment uses.
10. Paragraph 4.23 states:
- PPS7: Sustainable Development in Rural Areas requires authorities to include policies setting out criteria for permitting conversion of rural buildings for residential uses. There has been considerable pressure to convert barns and vacant rural buildings into residential units, but this is clearly contrary to the general policy of restricting housing proposals outside established village limits. Policy ET/7 supports conversion of appropriate buildings for employment uses, and this remains the preferred use for such buildings. If this cannot be achieved the second preference is for a residential unit directly tied to operation of a rural enterprise, often referred to as a live-work unit. This would be more sustainable, than a conversion for a purely residential use, due to the reduced implications for commuting. Conversion purely for residential use will only be permitted as a last resort, particularly to secure the future of buildings of particular architectural quality or character.
11. **CH/3 – Listed Buildings** states that there is a presumption in favour of the retention and preservation of local materials and details on Listed Buildings and applications should be determined in accordance with legislative provisions and national policy.
12. **ET/7 – Conversion of Rural Buildings for Employment**
1. The change of use or adaptation of buildings (without extension) in the countryside for employment use will be permitted provided the following apply:
    - (a) The buildings are structurally sound;
    - (b) The buildings are not makeshift in nature and are of permanent, substantial construction;
    - (c) The buildings are capable of re-use without materially changing their existing character or impact upon the surrounding countryside;
    - (d) The form, bulk and general design of the buildings are in keeping with their surroundings.
  2. Any increase in floor area will be strictly controlled, and must be for the benefit of the design, or in order to better integrate the development with its surroundings. There will be a general presumption against future extensions of such buildings. Incidental uses such as car parking and storage should be

accommodated within the group of buildings, or on well related land where landscaping can reduce the visual impact of the new site.

3. Employment generated must be in scale with the rural location. Developments resulting in significant numbers of employees or visitors must only be located near to larger settlements or accessible by public transport, cycling, or walking. The cumulative impact of the conversion of a number of buildings on adjoining sites will also be considered.
13. **DP/1 – Sustainable Development** states that development will only be permitted where it is demonstrated that it is consistent with the principles of sustainable development, as appropriate to its location, scale and form.
14. **DP/2 Design of New Development** requires all new development to be of a high quality design and indicates the specific elements to be achieved where appropriate. It also sets out the requirements for Design and Access Statements.
15. **DP/3 Development Criteria** sets out what all new development should provide, as appropriate to its nature, scale and economic viability.
16. **Policy NE/6 - Biodiversity** requires new developments to aim to maintain, enhance, restore or add to biodiversity. The District Council will refuse development that would have an adverse significant impact on the population or conservation status of protected species, priority species or habitat, unless the impact can be adequately mitigated by measures secured by planning conditions. Previously developed land will not be considered to be devoid of biodiversity. The re-use of such sites must be undertaken carefully with regard to existing features of biodiversity interest. Development proposals will be expected to include measures that maintain and enhance important features whilst incorporating them within any development of the site.
17. **Policy NE/9 - Water and Drainage Infrastructure** indicates that planning permission will not be granted where there are inadequate water supply, sewerage or land drainage systems to meet the demands of the development unless there is an agreed phasing agreement between the developer and the relevant service provider to ensure the provision of necessary infrastructure.

### **Consultation**

18. **Conington Parish Council** comments in relation to the Listed Building application:

“There was overwhelming support for the previous plans and as there have been no further comments approval is given for these plans.”
19. No comments have been received in relation to the planning application.

### **Environmental Protection Team Leader**

20. “No development approved by this permission shall be commenced until:
  - (a) The application site has been subject to a detailed scheme for the investigation and recording of contamination and remediation objectives have been determined through risk assessment and agreed in writing by the Local Planning Authority.

- (b) Detailed proposals for the removal, containment or otherwise rendering harmless any contamination (the Remediation method statement) have been submitted to and approved in writing by the Local Planning Authority.
- (c) The works specified in the remediation method statement have been completed and a validation report submitted to and approved in writing by the Local Planning Authority, in accordance with the approved scheme.
- (d) If, during remediation works, any contamination is identified that has not been considered in the remediation method statement, then remediation proposals for this material should be agreed in writing by the Local Planning Authority.”

### **Conservation Manager**

21. “The scheme is very similar to the one that was previously proposed and withdrawn and in principle there is no objection to the conversion of the mid-late 19<sup>th</sup> century timber framed barn and early 20<sup>th</sup> century outbuildings. The buildings are curtilage listed and although of some historic interest they are of no great merit and therefore the proposed alterations will not have a significant impact on their character and appearance or on the setting of the grade II listed farmhouse. However there are some points that need to be addressed:

The solar panels are still located on the west elevation. In our comments of 14/08/07 it was suggested that they should be moved to the east elevation but if this is not practical they could perhaps be sited on the ground.

There are no stores for refuse bins, garden equipment etc and we would not wish to see garden sheds erected. Consideration should be given to this and if necessary the workspace units could be extended or adapted to provide some storage.

The fence between units 3 and 4 is shown as a 1.8m high boarded fence when all the others are post and rail. There is no reason why this has to be the case and a post and rail fence would be more appropriate.

Bound gravel would be more appropriate for the shared access than tar spray over chippings and the edging should be granite sets and not standard kerbs.

PD rights should be removed.

Conditions should include details of joinery, samples of slate, sample of stained weatherboarding confirmation of the colour of the paint for units 1, 2 & 4.”

### **Environment Agency**

22. The submitted Flood Risk Assessment is acceptable in principle.

It recommends conditions be imposed in relation to floor levels being set at least 300mm above the average surrounding ground level and submission of a scheme for the provision and implementation of Flood Proofing Measures, both to protect the development from flooding in extreme circumstances and a scheme for surface water drainage.

In addition it recommends a number of informatives.

### **Ecology Officer**

23. "The protected species survey is dated February 2007. With regard to the previous withdrawn proposal I do not consider anything significant to have changed in the design with respect to potential impact upon biodiversity.
24. I feel that the previous comments of Natural England still to be relevant, in so far that they removed their objection but recommended conditions.
25. Conditions should be used to secure:
- (a) An update on the bat and barn owl survey immediately prior to development (given that a period of time has passed since the original survey).
  - (b) That compensatory measures will be provided for bats and barn owls.
  - (c) That no development will commence during the bird nest season.
26. If such conditions are worded properly and fully I have no objection to the development."

### **Local Highway Authority**

27. No objections subject to conditions to require dimensioned car parking spaces, visibility splays, no unbound material used for the driveway, gates to be set back a minimum of 5m, access road to be a minimum of 5m for the first 15m with a 1.8m footway, restriction of discharge of surface water drainage onto the highway, marking out, surfacing and sealing of car parking bays, retention of car parking areas for parking and the provision of a bin collection point.

### **Representations**

28. None received.

### **Planning Comments - Key Issues**

39. The key issues to consider are:

The principle of the development  
Impact on curtilage listed buildings and setting of Listed Farmhouse  
Highway safety  
Ecology  
Flood Risk  
Contamination

### ***Principle***

29. There are no specific policies in the Development Plan that consider the reuse of rural buildings for live/work units. However, policy HG/8 considers conversion to residential use and ET/7 conversion to employment (see above). The proposal should therefore be judged against these policies
30. Looking at the criteria in Policy ET/7 I am satisfied that the buildings are structurally sound. The structural condition survey submitted with the application concludes that: "the conversion of the farm buildings...is structurally viable with most of the existing structures used in either their present form or with limited modification and strengthening and without substantial demolition or re-building". I am mindful that the buildings have been granted planning permission for conversion to employment use in 2002, although this permission has now lapsed.

31. In order to ensure that the information in the survey is accurate, however, and to take account of the need for a more detailed examination (the report indicates that some more detailed consideration will be necessary for example to determine which timbers may need to be replaced due to woodworm damage) it will be necessary to impose a condition requiring a detailed schedule of works to the buildings to be submitted prior to development commencing.
32. Should a more detailed analysis reveal that more significant works are required such that replacement buildings are necessary a new planning application would be required to consider this and would be judged against national and local policies that do not preclude the replacement of buildings in the countryside in principle.
33. For similar reasons to the above I do not consider the buildings to be makeshift in nature and they are of permanent and substantial construction.
34. The proposed elevational treatment shows a scheme that is sympathetic to its setting such that it demonstrates the buildings are capable of re-use without materially changing their existing character or impact upon the surrounding countryside. I note, however, the comments of the Conservation Manager in relation to some minor changes that are felt necessary to ensure the scheme fully respects its historic setting.
35. The form bulk and general design are typical of a courtyard farm setting and I consider are in keeping with their surroundings.
36. There is an element of new build following demolition but this amounts to a net decrease in floor area and is not therefore of concern.
37. The development will not attract significant numbers of employees and therefore it is not required to be located near to larger settlements or accessible by public transport, cycling or walking. The nature of the scheme as live/work should reduce the number of vehicle movements normally associated with a solely employment site.
38. I conclude that the site is appropriate for employment use and conforms with the criteria set out in Policy ET/7.
39. With regard to Policy HG/8, this considers the conversion to solely residential use and states that this will not generally be permitted and is to be considered as a last resort, particularly to secure the future of buildings of particular architectural quality or character. It states that the first preference for re-use is employment but "if this cannot be achieved the second preference is for a residential unit directly tied to operation of a rural enterprise, often referred to as a live-work unit" [paragraph 4.23 – see above]. Whilst I have already concluded that employment re-use is acceptable the applicant must demonstrate why this cannot be achieved.
40. The applicant contends that there is no market for an employment use and that to convert the buildings in this way is economically unviable.
41. The evidence upon which the market assertions are based is not in my opinion compelling. A 'To Let' sign was erected on the buildings in October 2003 and again in January 2004. A board visible from the A14 was up for 12 months and 8 press adverts were published over a 4 month period in 2004. The details have, until August 2006, been available on the agents website. All of this generated 16 responses between Feb 2004 and August 2006 the details of which do not indicate any serious enquiries. I would have preferred to see a more thorough 12 month marketing campaign but I do not disagree with the agents that the market has slowed for such premises over the last couple of years and I do not doubt that this combined with the costs of conversion and the likely low returns (detailed in the submitted reports) make a solely employment scheme difficult to achieve.

42. I do not consider that these factors would justify a purely residential scheme. The previous, now withdrawn applications, for residential conversion were to be recommended for refusal due to the lack of certainty that solely employment use could not be achieved.
43. I therefore consider that, on balance, live-work units, as a second preference are acceptable in principle.
44. Turning to the remaining tests in Policy HG/8 these are broadly similar to those for conversion in ET/7 and the arguments are discussed above.
45. With regard to the sustainability issues. The site is poorly served in terms of its location, the availability of alternative methods of transport and lack of facilities but I consider the benefits of bringing the home and the work place being together will to some extent counter this especially when having regard to the likely number of vehicle movements that could be associated with a solely employment use.
46. I therefore conclude that the principle of a scheme for the conversion of the buildings to live-work units complies with the relevant policies of the development plan in principle.

### ***Listed Building impact***

47. I note the support for the scheme from the Conservation Manager but I feel that the suggested changes should be required and that this should be considered prior to any planning permission being granted. I am also mindful of the suggestions of the Environment Agency in relation to floor levels. This has the potential to impact on the physical conversion works and I would need to be satisfied that this would not result in any conflict with the historical factors of the conversion. To this end I would like to visit the site with the Conservation Manager to further consider this detail. If Members are minded to approve the application I would request that the decision be delegated to officers in light of the need for this further examination and be subject to the satisfactory resolution of these issues.

### ***Highway safety***

48. I note the comments of the Local Highway Authority. Provided the suggested conditions are imposed I do not consider the scheme to be unacceptable in relation to highway safety.
49. I am satisfied that the scheme provides sufficient parking for the use.

### ***Ecology***

50. I note the support from the Ecology Officer but again conditions are necessary to ensure that the relevant biodiversity issues are satisfactorily addressed.

### ***Flood Risk***

51. The Environment Agency is satisfied with the Flood Risk Assessment and subject to the satisfactory resolution of its requirements with the historic factors appropriate conditions can ensure that the development does not represent an unacceptable flood risk.

### ***Contamination***

52. I note the comments of the Environmental Protection Team Leader. Adequate conditions will ensure that any potential contamination is not a concern for the future occupiers of the site.

**Recommendation**

53. Delegated approval subject to further consideration of the comments of the Conservation Manager and the Environment Agency and subject to the following condition to ensure the interdependent links between the residential and employment elements of the use and to conditions requested by the Conservation Manager, the Ecology Officer, the Local Highway Authority, the Environment Agency and the Environmental Protection Team Leader as appropriate for the planning and listed building applications:

1. At least one member of the household of each live-work unit, hereby permitted, shall, in association with and for the duration of, the residential occupation of that unit, occupy the defined employment space for that unit, as shown on plans reference 05-45-11 rev. F and 05-45-14 rev. B, as their sole or principal place of work. The employment spaces shall not be used for any purpose other than employment in association with the corresponding residential occupation of each unit.

**Background Papers:**

- Planning Application Files Ref S/0836/08/F, S/2463/06/F and S/0036/02/F
- Listed Building Consent Application Files Ref. S/0690/08/LB, S/2464/06/LB and S/0035/02/LB
- South Cambridgeshire Local Development Framework Development Control Policies Development Plan Document 2007

**Contact Officer:** Nigel Blazeby – Development Control Team Leader  
Telephone: (01954) 713165



**SOUTH CAMBRIDGESHIRE DISTRICT COUNCIL**

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**REPORT TO:** Planning Committee 6<sup>th</sup> August 2008  
**AUTHOR/S:** Executive Director / Corporate Manager - Planning and Sustainable Communities

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**S/0654/08/O - WATERBEACH**

**9 Dwellings and Associated Vehicular Access, Land Rear of 10A Rosemary Road and 3 St Andrews Hill for Mrs A Dant, Mr N Foster and Mr T Brown**

**Recommendation: Delegated Approval**

**Date for Determination: 29<sup>th</sup> May 2008**

**Members will visit the site on Wednesday 6<sup>th</sup> August 2008.**

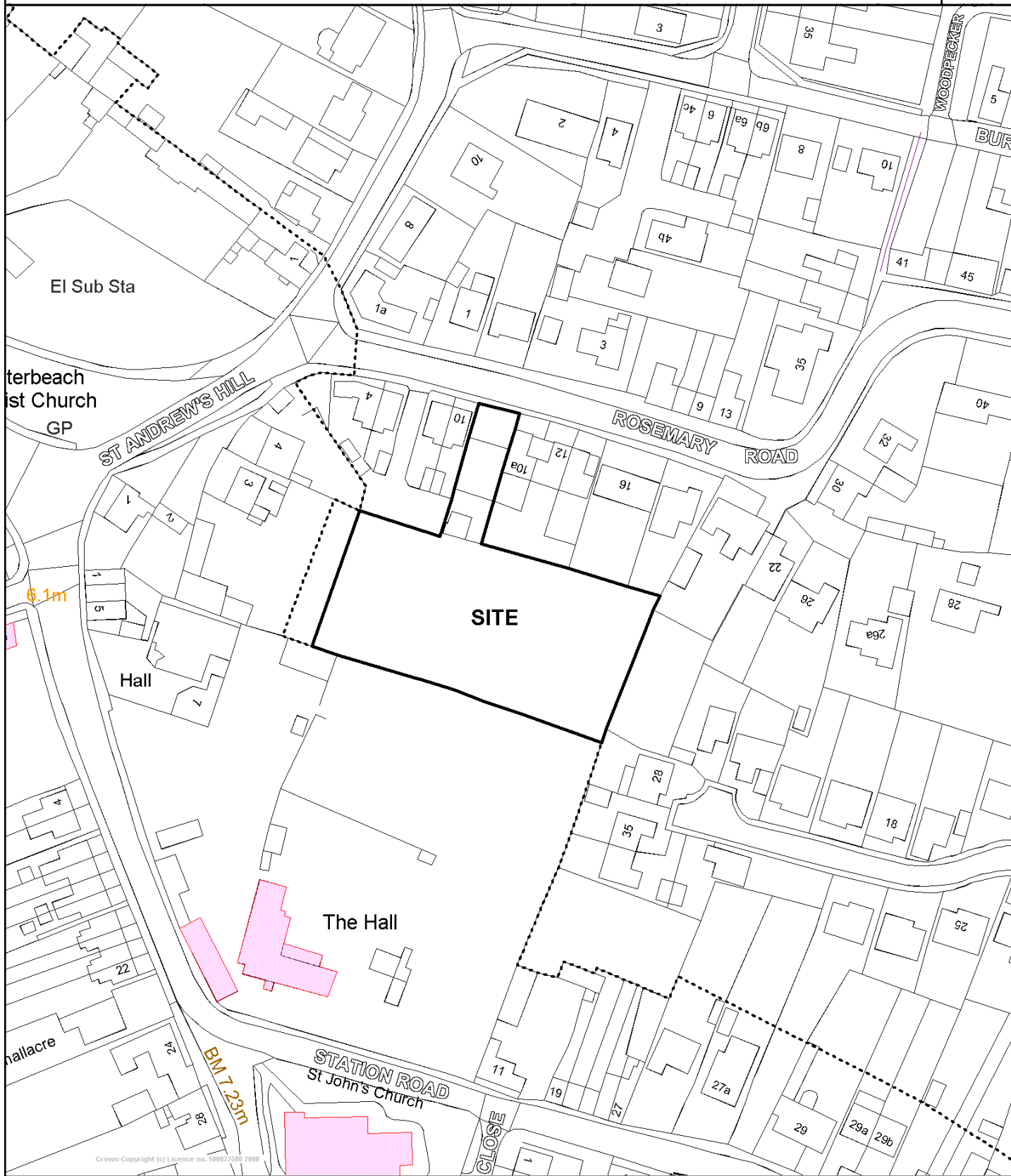
**Notes:**

**This Application has been reported back to the Planning Committee for determination following deferral at the 2<sup>nd</sup> July 2008 meeting for a Site Visit.**

**Site and Proposal**

1. The 0.26 hectare site consists of a back land plot behind Nos. 4, 6, 8, 10, 10a, 12, 14, 16 and 18 Rosemary Road. The site is believed to be a former coal yard, which over the years has been used as an orchard as the site has become overgrown and foliage has taken hold. The site is accessed via an access point between Nos. 10 and 10a, which currently is closed with boarded gates and it would seem is used as additional off road parking. The dwellings fronting the site are modern units modest in scale with low front boundaries consisting of dwarf walls and open fences.
2. There is a similar access point between Nos.6 & 8 Rosemary Road, which leads to a garage block. To the rear of the site is a grade II Listed Building at The Hall, which fronts onto Station Road. There is a prominent and mature Leylandii hedgerow just off the common boundary with the Listed Building and the site in question, which makes up an important buffer for the Waterbeach Conservation Area abutting the site to the west and south. Rosemary Road is a 30mph street with mainly residential housing, although there is a small village shop opposite the site at No.3.
3. This planning application, dated 3<sup>rd</sup> April 2008, is for outline consent and includes the following details for approval:
  1. Layout
  2. Means of access and
  3. Landscaping
4. The proposal is for 9 dwellings in total, 4 of which (2 bed terrace two storey dwellings) are to be affordable homes, whilst the remaining 5 market dwellings are to be a mixture of 2 two bedroom, 2 three bedroom and 1 four bedroom properties. The density equates to 35 dph. These properties are to be situated in a row with the four affordable properties consisting of a terrace at

S/0654/08/O - Waterbeach



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Planning Committee Aug 2008

the centre of the development. Although this application does not seek the determination of the scale and appearance of the proposed dwellings the information supplied suggests that the properties are to be two-storey dwellings.

5. The application is accompanied by a design and access statement, an Access Appraisal, Arboricultural Assessment and Flood Risk Assessment.
6. The planning application has now been amended to increase the area from the garages to plots 1 and 2 and the visitor parking directly opposite to a minimum distance of 6m. The amended plans now clearly provide adequate turning facilities for these plots.

### **Planning History**

7. Planning Application **S/0381/07/O** was refused on the 26<sup>th</sup> April 2007 for the siting and access of 8 dwellings to the rear of No.10a Rosemary Road. This application was refused on two grounds; firstly due to an inadequate access road and visibility splays and secondly due to the close proximity of the proposed dwellings to the Leylandii hedgerow and Conservation Area, which was deemed to put pressure on this landscaping, which would result in further impact upon the setting of the adjacent Listed Building.

### **Planning Policy**

**South Cambridgeshire Local Development Framework (LDF) Core Strategy, adopted January 2007 and Development Control Policies adopted July 2007.**

8. **Policy ST/5 “Minor Rural Centres”** identifies Waterbeach and such a settlement where residential development and redevelopment up to an indicative maximum scheme size of 30 dwellings will be permitted within village framework.
9. **Policy DP/1 “Sustainable Development”** only permits development where it is demonstrated that it is consistent with the principles of sustainable development. The policy lists the main considerations in assessing whether development meets this requirement.
10. **Policy DP/2 “Design of New Development”** requires all new development to be of a high quality design and indicates the specific elements to be achieved where appropriate. It also sets out the requirements for Design and Access Statements.
11. **Policy DP/3 “Development Criteria”** sets out what all new development should provide, as appropriate to its nature, scale and economic viability and clearly sets out circumstances where development will not be granted on grounds of an unacceptable adverse impact e.g. residential amenity and traffic generation.
12. **Policy DP/4 “Infrastructure and New Developments”** requires that development proposals should include suitable arrangements for the improvement or provision of infrastructure necessary to make the scheme acceptable in planning terms. It identifies circumstances where contributions may be required e.g. affordable housing and education.

13. **Policy DP/7 “Development Frameworks”** permits development within village frameworks provided that retention of the site in its present state does not form an essential part of the local character; it would be sensitive to the character of the location, local features of landscape, ecological or historic importance, and the amenities of neighbours; there is the necessary infrastructure capacity to support the development; and it would not result in the loss of local employment, or a local service or facility.
14. **Policy HG/1 “Housing Density”** is set at a minimum of 30dph unless there are exceptional local circumstances that require a different treatment in order to make best use of land. Higher densities of 40dph will be sought in the most sustainable locations.
15. **Policy HG/2 “Housing Mix”** sets a mix of at least 40% of homes with 1 or 2 bedrooms, approximately 25% 3 bedrooms and approximately 25% 4 or more bedrooms for housing developments of less than 10 dwellings.
16. **Policy HG/3 “Affordable Housing”** at a level of 40% of all new dwellings on developments on two or more units is required to meet housing need. The exact proportion, type and mix will be subject to the individual location and the subject of negotiation. Affordable housing should be distributed in small groups or clusters. Financial contributions will be accepted in exceptional circumstances.
17. **Policy NE/6 “Biodiversity”** Aims to maintain, enhance, restore or add to biodiversity. Opportunities should be taken to achieve positive gain through the form and design of development. Where appropriate, measures may include creating, enhancing and managing wildlife habitats and natural landscape. The built environment should be viewed as an opportunity to fully integrate biodiversity within new development through innovation.
18. **Policy SF/10 “Outdoor Play Space, Informal Open Space and New Development”** requires that all new residential development contribute towards outdoor space. The policy states the specific requirements, including that for small developments (less than ten units) it is expected that only informal open space be provided within the site. Contributions to off-site provision and maintenance of other types of open space will be expected in addition to this.
19. **Policy SF/11 “Open Space Standards”** sets out minimum space requirements as follows: 2.8ha per 1000 people comprising 1) 1.6ha per 1000 people outdoor sport; 2) 0.8ha per 1000 people children’s play space; and 3) 0.4ha per 1000 people informal open space.
20. **Policy NE/1 “Energy Efficiency”** requires development to demonstrate that it would achieve a high degree of measures to increase the energy efficiency of new and converted buildings. Developers are encouraged to reduce the amount of CO<sub>2</sub>m<sup>3</sup> / year emitted by 10%.
21. **Policy NE/9 “Water and Drainage Infrastructure”** indicates that planning permission will not be granted where there are inadequate water supply, sewerage or land drainage systems to meet the demands of the development unless there is an agreed phasing agreement between the developer and the relevant service provider to ensure the provision of necessary infrastructure.

22. **Policy TR/1 “Planning for More Sustainable Travel”** states that planning permission will not be granted for developments likely to give rise to a material 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 mode(s). Opportunities to increase integration of travel modes and accessibility to non-motorised modes by appropriate measures will be taken into consideration. The Local Transport Plan road user hierarchy will also be taken into account in the determination of planning applications to ensure adequate emphasis has been placed on the relevant modes, although no modes should be promoted to the exclusion of others.
23. **Policy “TR/2 Car and Cycle Parking Standards”** identifies maximum parking standards to reduce over-reliance of the car and to promote more sustainable forms of transport. Cycle parking should be provided in accordance with minimum standards

#### **East of England Plan 2008**

24. **Policy SS1 “Achieving Sustainable Development”** seeks to bring about sustainable development through the principles of the UK Sustainable Development Strategy.

#### **Consultation**

25. **Waterbeach Parish Council** – Recommend Refusal on the following grounds:
- a. Overdevelopment of the site;
  - b. Inadequate provision of parking and movement of vehicles;
  - c. Adjacent to Listed Building with a concern about the view from the Gault and the Green;
  - d. Concern over light pollution due to street lighting to the rear of existing properties;
  - e. Crowded site would result in noise and disturbance to residents;
  - f. If loft space is developed there could be issues of overlooking, this should be safeguarded by condition;
  - g. Inadequate access, which does not appear to conform to highway standards;
  - h. Inadequate access for emergency vehicles and refuse;
  - i. Elevation drawings do not show relationship with surrounding buildings;
  - j. Pedestrian access would appear unsatisfactory;
  - k. Earth moving could cause damage to the Listed Wall;
  - l. Landscaping

26. **County Council Archaeology** – Recommends that the site be subject to an archaeological evaluation prior to the granting of planning permission due to the site lying in an area of high archaeological potential within the village core. The applicant has been made aware that, before a decision can be issued, investigation works will have to be carried out in relation to a full archaeological assessment of the site. Following July's Planning Committee Meeting the applicant has now been out in contact with the Cambridgeshire County Council's Archaeological Unit.
27. **Building Control** – Provision for domestic waste storage is not included, this must be provided in accordance with approved document H6.
28. **Conservation** – No objection providing adequate screening can be retained along the southern boundary of the site.
29. **Highway Authority** - Recommends a condition requiring that two 2.0 x 2.0 metres pedestrian visibility splays be provided and shown on the drawings.
30. The Highway Authority recommends that visibility splays with dimensions of 2.4 metres by 70 metres as measured from and along the nearside edge of the carriageway should be provided and shown on the drawings on both sides of the access. The area within each splay should be kept clear of any obstruction exceeding 600mm in height at all times. Given the sites location the Highway Authority is prepared to consider the application of the principles of Manual for Streets provided that the developer is able to produce empirical evidence to demonstrate that the traffic speeds, flows etc. for the surrounding area fall within the required parameters.
31. The Highway Authority is in agreement that this access road shall remain private and not adopted as the design is not suitable and will therefore remain private at all times. The applicant must show the dimensions for the access road and the proposed car parking spaces, which should be 2.5m x 5m with a 6m reversing space.
32. The access should be laid to a gradient not exceeding 4% for the first 6 metres from the highway boundary and not exceeding 8% thereafter. Prior to commencement of the development details should be approved in writing by the Local Planning Authority showing the means to prevent the discharge of surface water from the development onto the highway. The approved scheme should be carried out in its entirety before the access is first used and should be retained at all times.
33. No unbound material should be used in the surface finish of the driveway within 6 metres of the highway boundary of the site. In order to mitigate the potential traffic impact that the proposed development may have on the surrounding streets, the Highway Authority will seek a contribution to investigation and the potential implementation of traffic regulations within the vicinity of the site, under a Section 106 Agreement.
34. **Ecology** – No buildings of interest on site so a bat roost is unlikely, however, a condition should be attached for site clearance in light previous comments on S/0381/07/O;
35. **Landscape Design** – No objections but a detailed landscape plan would be required;

36. **Trees Officer** – No objection in view of footprints of dwellings having been revised to accommodate the Leylandii hedge at The Hall.
37. **County Financial Planning Officer** – The local primary and secondary schools both have the capacity to absorb the expected demand from this proposal and therefore it does not require a contribution towards education.
38. **Council's Drainage Manager** – Flood Risk Assessment (FRA) appears satisfactory but a soakaway test will be required at a later stage. Consent should be given subject to a standard condition that SW drainage details must be provided and approved in writing prior to work commencing.
39. **Waterbeach Internal Drainage Board** – The board will not object to this application providing surface water accommodation is a reserved matter in the form of a condition.
40. **Housing Development Officer** – There is general support of the number and type of properties being offered up for affordable housing. The needs for the contribution as part of this type of development are assessed across the district and my opinion is that there would be no problem for and RSL letting either rental or shared ownership units in Waterbeach.
41. **Environment Agency** – No objections subject to advice upon sustainable drainage to manage surface water run-off.
42. **Environmental Health** – Condition to be attached restricting the use of power operated machinery during the construction period and details of pile driven foundations. Furthermore, a preliminary risk assessment shall be carried out by condition in relation to contaminated land.
43. The Environmental Health Officer (Contaminated Land Scientific Officer) has recommended the imposition of the following consultations.

“No development approved by this permission shall be commenced until:

- a) The applicant site has been subject to a detailed scheme for the investigation and recording of contamination and remediation objectives have been determined through risk assessment and agreed in writing by the Local Planning Authority.
- b) Detailed proposals for the removal, containment or otherwise rendering harmless any contamination (the Remediation Method Statement) have been submitted to and approved in writing by the Local Planning Authority.
- c) The works specified in the remediation method statement have been completed, and a validation report submitted to and approved in writing by the Local Planning Authority, in accordance with the approved scheme.
- d) If, during remediation works, any contamination is identified that has not been considered in the remediation method statement, then remediation proposals for this material should be agreed in writing by the Local Planning Authority. (Reason - To prevent the increased risk of pollution to the water environment in accordance with Policy DP/1 of the adopted Local Development Framework 2007.”)

**Representations**

44. 9 neighbour objection letters have been received, the contents of which have been summarised below:
- a. The access situation has not changed since the previous refusal S/0381/07/O, if anything this will be made worse by the proposal seeking 9 dwellings rather than 8. The access width is inadequate for bin collection and emergency vehicles;
  - b. The visibility splays still encroach upon land outside of the control of the applicants and therefore cannot be kept free of obstruction, which will cause hazards to pedestrians and passing traffic;
  - c. There is an under provision of parking on the site, with manoeuvrability made difficult by the parking layout and the width of the road;
  - d. The layout is not significantly different to that which was refused and is contrary to Policy HG/11 of the local plan now superseded;
  - e. It is impossible to judge the height of the buildings in relation to their impact upon the adjacent Listed Building;
  - f. The proposed southern landscaping screen is inadequate;
  - g. Continued impact to Listed Wall via rear access to proposed terrace;
  - h. The FRA makes no reference to 3 recent incidents of flooding of adjoining land;
  - i. Dwelling would be in close proximity to existing dwellings resulting in overlooking and a loss of privacy;
  - j. Rosemary Road is already congested and further vehicles would exacerbate this issue;
  - k. 4 Bungalows would be more appropriate than 9 dwellings;
  - l. A full tree survey should be completed before work commences;
  - m. A more detailed landscaping proposal should be provided;
  - n. Boundary treatments to the properties abutting the site will require careful consideration;
  - o. The local shop in Rosemary Road already results in excess traffic through deliveries and visitors along with the residents of Rosemary Road, further traffic would result in highway danger;
  - p. There have been no change in circumstances since the last refusal;
  - q. The density of the development is unreasonably high;
  - r. Further traffic and street lighting to the rear would impact upon the amenity to the rear gardens of properties fronting Rosemary Road;



- s. Lower profile housing would be more appropriate within this location given the close proximity of the adjacent Conservation Area;
- t. The site contains a mixture of birds, bats and foxes that will all be affected by the loss of habitat;
- u. Refuse trucks would not be allowed to manoeuvre safely within the site;
- v. Development of this nature would put demands on village amenities;
- w. The Bannold Road development for 100 homes and development such as this will put further demand on school numbers;

### **Planning Comments – Key Issues**

- 45. The site is previously developed land. The proposal for 9 dwellings, representing a net density of 35 dwellings per hectare, is within the threshold of the requirements of Policy HG/1 and would result in a good use of land in a Minor Rural Centre. It would comply with Policy ST/5 of the adopted Core Strategy. The proposal would also provide affordable dwellings on site adhering to the 40% provision as set out in Policy HG/3. Although the affordable dwellings would not be pepper-potted throughout the development they would be integrated within a terrace at the centre of the proposed development. The remaining market dwellings mix would meet the requirements of Policy HG/2.
- 46. The dwellings will be laid out in a linear format fronting the access road, all of which would accommodate off road parking, which would meet the requirements of Policy TR/2, with the proposal being only 0.5 of a space short of the maximum standard. This would see a total of 13 spaces serving the 9 dwellings, which is in line with the 1.5 space per dwelling standard. Whilst it is acknowledged that Rosemary Road suffers from on road parking problems, which are intensified by the local shop, this application fully complies with the Council's parking standards and is in a very sustainable location within the village with local services and means of public transport within a short distance.
- 47. The proposed dwellings have been carefully sited in order to provide a 12m buffer between the rear elevations of the dwellings and the listed wall along the southern boundary. This is deemed adequate, as it would not result in a building having a negative impact upon the adjacent Conservation Area or the setting of the listed building, whilst minimising any harm from overshadowing from the Lelandii hedge adjacent to the southern boundary. An indicative planting scheme proposes several trees in the rear gardens.
- 48. The proposed dwellings, although brought forward from the southern boundary, would still have a back-to-back relationship with the existing dwellings in Rosemary Road of approximately 30m. This is considered more than adequate for two-storey housing to safeguard light and privacy. It is therefore considered that the proposed dwellings would not result in material loss of privacy upon the amenities that the occupiers of Rosemary Road currently enjoy. Given this distance and the proposed housing types it also considered that the proposal would not result in any significant loss of light to the surrounding properties nor would the dwellings be unduly visually overbearing from views outside of the site.

49. It is proposed that the access road to the development will be a private road and therefore will not be adopted by the local highway authority. As a consequence it will not be required to meet the minimum dimensions of 6m width with the provision of public footpaths to meet the Highway Authority standards.
50. Nevertheless the access width of 5 metres for the initial 10 metres and thereafter 4.1 metres will allow two vehicles to pass and will be suitable for emergency vehicles. Furthermore, the applicant has now supplied a traffic speed survey to justify the use of the Manual for Streets and the lower provision of 2.4m x 45m vehicular visibility splays together with evidence that these splays can be achieved.
51. Although the site would not provide footpaths on both sides of this access road, there would be the option of a shared surface for pedestrians upon the eastern edge of the road, whilst the western edge is to provide planting.
52. I am of the opinion that the proposal has adequately addressed the two reasons for refusal of the previous planning application S/0381/07/O. This is also the opinion of both the Conservation Officer and Trees Officer along with the Highway Authority. This application has also taken heed of the newly adopted policies that did not apply on the previous planning application and would provide a valuable housing development, which would conform with the policies of the Local Development Framework 2007. Given the constraints of the site in relation to the 12m buffer to the southern boundary, the site is unable to provide any informal play space. The applicant is however, willing to provide a scheme for informal space by way of a financial contribution to provide such space elsewhere within the village.

### **Recommendation**

53. Subject to the nature of comments from the County Archaeology Office upon the archaeological assessment, delegated approval as amended by Plans No.165/01 A and 165/03A franked 15/07/2008.

### **Conditions**

1. Approval of the details of the scale and appearance of buildings, and the detailed landscaping of the site (hereinafter called "the reserved matters") shall be obtained from the Local Planning Authority in writing before any development is commenced. (Reasons - The application is in outline only.)
2. Application for the approval of the reserved matters shall be made to the Local Planning Authority before the expiration of three years from the date of this permission. (Reasons - The application is in outline only.)
3. The development hereby permitted shall begin not later than the expiration of two years from the date of approval of the last of the reserved matters to be approved. (Reasons - The application is in outline only.)
4. All hard and soft landscape works shall be carried out in accordance with the approved details. The works shall be carried out prior to the occupation of any part of the development or in accordance with a programme agreed in writing with the Local Planning Authority. If within a period of five years from the date

of the planting of any tree that tree, or any tree planted in replacement for it, is removed, uprooted or destroyed or dies, another tree of the same species and size as that originally planted shall be planted at the same place, unless the Local Planning Authority gives its written consent to any variation.

(Reason - To ensure the development is satisfactorily assimilated into the area and enhances biodiversity in accordance with Policies DP/2 and NE/6 of the adopted Local Development Framework 2007.)

5. No development shall take place until there has been submitted to and approved in writing by the Local Planning Authority a plan indicating the positions, design, materials and type of boundary treatment to be erected. The boundary treatment for each dwelling shall be completed before that dwelling is occupied in accordance with the approved details and shall thereafter be retained. (Reason - To ensure that the appearance of the site does not detract from the character of the area in accordance with Policy DP/2 of the adopted Local Development Framework 2007.)
6. Visibility splays shall be provided on either side of the junction of the proposed access road with the public highway. The minimum dimensions to provide the required splay lines shall be 2.4m measured along the centre line of the proposed access road from its junction with the channel line of the public highway, and 45m and 31m measured along the channel line of the public highway from the centre line of the proposed access road to the east and west respectively. (Reason - In the interest of highway safety in accordance with Policy DP/3 of the adopted Local Development Framework 2007.)
7. Visibility splays shall be provided on both sides of the access and shall be maintained free from any obstruction over a height of 600mm within an area of 2m x 2m measured from and along respectively the highway boundary. (Reason - In the interest of highway safety in accordance with Policy DP/3 of the adopted Local Development Framework 2007.)
8. Prior to the commencement of any development, a scheme for the provision and implementation of surface water drainage shall be submitted to and approved in writing by the Local Planning Authority. The works/scheme shall be constructed and completed in accordance with the approved plans prior to the occupation of any part of the development or in accordance with the implementation programme agreed in writing with the Local Planning Authority. (Reason - To ensure a satisfactory method of surface water drainage and to prevent the increased risk of flooding in accordance with Policies DP/1 and NE/11 of the adopted Local Development Framework 2007.)
9. During the period of construction no power operated machinery (or other specified machinery) shall be operated on the premises before 08.00 am on weekdays and 08.00 am on Saturdays nor after 18.00 pm on weekdays and 13.00 pm on Saturdays (nor at any time on Sundays or Bank Holidays), unless otherwise previously agreed in writing by the Local Planning Authority in accordance with any agreed noise restrictions. (Reason - To minimise noise disturbance to adjoining residents in accordance with Policy NE/15 of the adopted Local Development Framework 2007.)
10. Any removal of trees, scrub or hedgerow shall not take place in the bird-breeding season between 15 February and 15 July inclusive, unless a mitigation scheme for the protection of bird-nesting habitat has been submitted to and approved in writing by the Local Planning Authority. (Reason - To avoid

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

11. No development shall begin until a scheme for the provision of bird nest boxes has been submitted to and approved in writing by the Local Planning Authority; the dwellings shall not be occupied until the next boxes have been provided in accordance with the approved scheme. (Reason - To achieve biodiversity enhancement on the site in accordance with adopted Policies DP/1, DP/3 and NE/6 of the adopted Local Development Framework 2007.)
12. The development shall not begin until a scheme for the provision of 4 two bedroom affordable dwellings as part of the development has been submitted to and approved in writing by the Local Planning Authority. The affordable housing shall be provided in accordance with the approved scheme. The scheme shall include:
  - i. The timing of the construction of the affordable housing;
  - ii. The arrangements to ensure that such provision is affordable for both initial and subsequent occupiers of the affordable housing; and
  - iii. The occupancy criteria to be used for determining the identity of prospective and successive occupiers of the affordable housing, and the means by which such occupancy shall be enforced.  
(Reason - To ensure the provision of an agreed mix of affordable housing in accordance with Policy HG/3 of the adopted Local Development Framework 2007.)
13. No development shall take place until a scheme for the siting and design of the screened storage of refuse has been submitted to and approved in writing by the Local Planning Authority. The screened refuse storage for each dwelling shall be completed before that dwelling is occupied in accordance with the approved scheme and shall thereafter be retained. (Reason - To provide for the screened storage of refuse in accordance with Policy DP/3 of the adopted Local Development Framework 2007.)
14. No development shall begin until details of a scheme for the provision of outdoor sports and playing space and informal open space infrastructure to meet the needs of the development in accordance with Policy SF/10 of the Local Development Framework Development Control Policies 2007 has been submitted to and approved in writing by the Local Planning Authority. (Reason - To ensure the development provides a suitable level of public open space for occupants of the development, in accordance with Policies SF/10 and SF/11 of the South Cambridgeshire Local Development Framework 2007)
15. No development approved by this permission shall be commenced until:
  - a) The application site has been subject to a detailed scheme for the investigation and recording of contamination and remediation objectives have been determined through risk assessment and agreed in writing by the Local Planning Authority.

- b) Detailed proposals for the removal, containment or otherwise rendering harmless any contamination (the Remediation method statement) have been submitted to and approved in writing by the Local Planning Authority.
- c) The works specified in the remediation method statement have been completed, and a validation report submitted to and approved in writing by the Local Planning Authority, in accordance with the approved scheme.
- d) If, during remediation works, any contamination is identified that has not been considered in the remediation method statement, then remediation proposals for this material should be agreed in writing by the Local Planning Authority.

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

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

- East of England Plan 2008
- South Cambridgeshire Local Development Framework Core Strategy (adopted January 2007) and Development Control Policies adopted July 2007.
- Planning Files Ref: S/0654/08/O and S/0381/07/O
- Documents referred to in the report including appendices on the website only and reports to previous meetings

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

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**REPORT TO:** Planning Committee6<sup>th</sup> August 2008**AUTHOR/S:** Executive Director / Corporate Manager - Planning and Sustainable Communities

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**S/0883/08/F - BASSINGBOURN****Conversion of The Cedars into 2 Semi-Detached Dwellings, Erecting of 21 Affordable Houses, Landscaping and Associated Car Parking following Demolition of Existing Outbuilding, The Cedars and The Orchard, 26 South End, for Braxted Homes (Bassingbourn) Ltd****Recommendation: Refusal****Date for Determination: 15<sup>th</sup> August 2008 (Major Application)****Notes:**

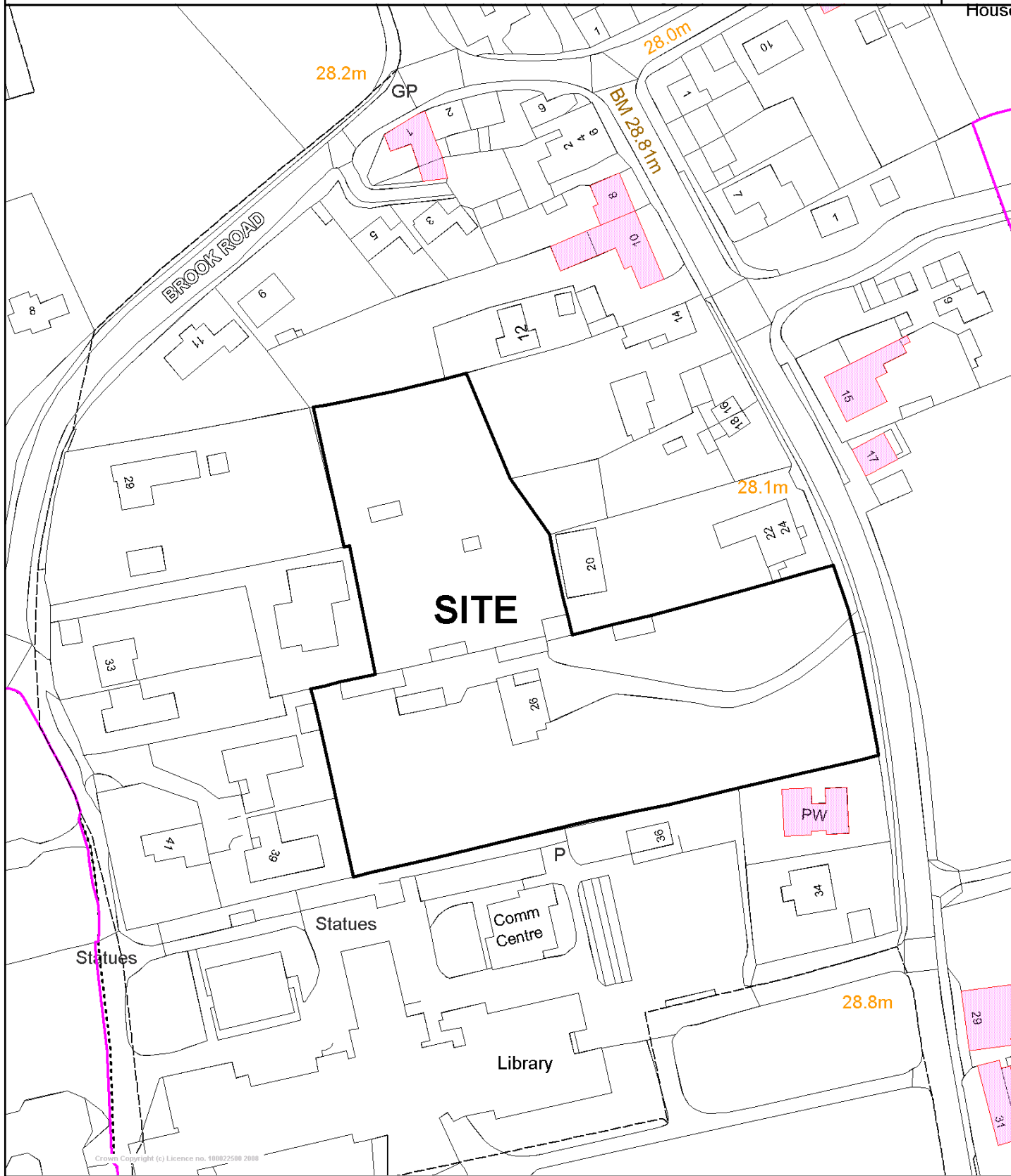
**This Application has been reported to the Planning Committee for determination as it relates to an exception site for affordable housing.**

**Members will visit this site on Wednesday 6<sup>th</sup> August 2008.**

**Conservation Area****Site and Proposal**

1. This full application, received on 16<sup>th</sup> May 2008 relates to a 0.85ha area of land to the west of South End. The site comprises The Cedars, No 26 South End, a 19<sup>th</sup> Century detached house standing back from the road in well treed grounds and outbuildings, and an area of orchard land to the north, to the rear of existing properties in South End and Brook Road.
2. The proposal involves the conversion of The Cedars into a pair of three-bedroom dwellings and the erection of 21 new dwellings (10 x two-bedroom and 11x three-bedroom), following the demolition of existing outbuildings (see History below). All units are to be affordable dwellings.
3. The proposed new dwellings are all semi-detached apart from one terrace of three and all have a ridge height of 8.7m. The height of The Cedars is 9.3m.
4. The plan shows the provision of two communal amenity spaces, one a treed area on the left of the access roadway at the front of the site and the other under the canopy of an existing beech tree to the rear of The Cedars.
5. A total of 39 car parking spaces are provided. A landscaping scheme is included
6. The density is 27dph.
7. A new access is to be constructed to the site from South End, to the north of the existing. The creation of the access will require some removal of existing planting

S-0883-08-F



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Scale 1/1250 Date 21/7/2008

Centre = 533108 E 243767 N

August 2008 Planning Committee



8. To the south the site adjoins Bassingbourn Village College and the United Reformed Church. To the west the site adjoins the rear boundaries of properties in Brook Road. Opposite the existing frontage of The Cedars is the Recreation Ground. On its north and east boundaries the site adjoins properties in South End.
9. The application is accompanied by a Design and Access Statement, Planning Summary Statement, Affordable Housing Statement, Ecological Assessment, Historic Building Analysis, Flood Risk Assessment, Transport Statement and a Trees and Development Report.

### **Planning History**

10. An application for Conservation Area Consent for the total demolition of five outbuildings within the site (**Ref: S/0872/08/CAC**) was refused on 8<sup>th</sup> July 2008 on the grounds that three of the buildings are of architectural and historic interest and are an integral component to the setting of the main dwelling and therefore make a positive contribution to the character and appearance of the Conservation Area. The proposed demolition would therefore neither preserve nor enhance the character and appearance of the Conservation Area, contrary to the aims of Policy CH/5 of the Local Development Framework 2007. The refusal notice goes on to say that the applicant has failed to show that the proposal is justified or that demolition is required. In the absence of an acceptable redevelopment scheme the proposal is contrary to the advice in paragraph 4.27 of PPG15 which states that consent for demolition should not be given unless there are acceptable and detailed plans for any redevelopment.
11. A planning application for the erection of 5 bungalows, including 2 affordable dwellings, on the northern part of the site was submitted in 2004 (**Ref: S/1291/04/F**) and remains undetermined pending the signing of a Section 106 Agreement securing the two affordable units. Access to the development is via a driveway to be constructed between Nos 14 and 18 South End.
12. An earlier application for the erection of 4 bungalows (**Ref: S/1687/03/F**) was withdrawn.

### **Planning Policy**

*South Cambridgeshire Local Development Framework 2007*

13. **Policy ST/6 – Group Villages** identifies Bassingbourn as a Group Village and states that residential development and redevelopment up to an indicative maximum scheme size of 8 dwellings will be permitted within the village framework. Development may exceptionally consist of up to about 15 dwellings where this would make best use of a single brownfield site.
14. **Policy HG/1 - Housing Density** is set at a minimum of 30 dph unless there are exceptional local circumstances that require a different treatment in order to make best use of land. Higher densities of 40 dph will be sought in the most sustainable locations.
15. **Policy HG/2 - Housing Mix** Affordable housing should be of an appropriate mix to respond to identified needs at the time of the development in accordance with HG/3.
16. **Policy HG/3 - Affordable Housing** occupation will be limited to people in housing need and must be available over the long-term. The appropriate mix in terms of housing tenures and house sizes of affordable housing will be determined by local circumstances at the time of planning permission, including housing need and the

achievement of mixed and balanced communities. In order to ensure sustainable communities, affordable housing will be distributed through the development in small groups or clusters.

17. **Policy HG/5 – Exception Sites for Affordable Housing** states that as an exception to the normal operation of the policies of this plan, planning permission may be granted for schemes of 100% affordable housing designed to meet identified local housing needs on small sites within or adjoining villages. The following criteria will all have to be met:
  - (a) The development proposal includes secure arrangements for ensuring that all the dwellings within the scheme provide affordable housing in perpetuity for those in housing need;
  - (b) The number, size, design, mix and tenure of the dwellings are all confined to, and appropriate to, the strict extent of the identified local need;
  - (c) The site of the proposal is well related to the built-up area of the settlement and the scale of the scheme is appropriate to the size and character of the village;
  - (d) The site is well related to facilities and services within the village;
  - (e) The development does not damage the character of the village or the rural landscape.
18. **Policy DP/1 - Sustainable Development** states development will only be permitted where it is demonstrated that it is consistent with the principles of sustainable development, as appropriate to its location, scale and form.
19. **Policy DP/2 - Design of New Development** requires all new development to be of a high quality design and indicates the specific elements to be achieved where appropriate. It also sets out the requirements for Design and Access Statements.
20. **Policy DP/3 - Development Criteria** sets out what all new development should provide, as appropriate to its nature, scale and economic viability and clearly sets out circumstances where development will not be granted on grounds of an unacceptable adverse impact e.g. village character and residential amenity.
21. **Policy DP/4 - Infrastructure and New Developments** requires that development proposals should include suitable arrangements for the improvement or provision of infrastructure necessary to make the scheme acceptable in planning terms. It identifies circumstances where contributions may be required e.g. affordable housing and education.
22. **Policy DP/7 - Development Frameworks** states redevelopment of unallocated land and buildings within development frameworks will be permitted provided that:
  - (1) Retention of the site in its present state does not form an essential part of the local character.
  - (2) Development would be sensitive to the character of the location, local features of landscape, ecological or historic importance, and the amenities of neighbours.
  - (3) There is the necessary infrastructure capacity to support the development.

- Policy NE/1 - Energy Efficiency** states development will be required to demonstrate that it would achieve a high degree of measures to increase the energy efficiency of new buildings, for example through location, layout, orientation, aspect and external design.
23. **Policy NE/6 - Biodiversity** requires new developments to aim to maintain, enhance, restore or add to biodiversity. The District Council will refuse development that would have an adverse significant impact on the population or conservation status of protected species, priority species or habitat, unless the impact can be adequately mitigated by measures secured by planning conditions. Previously developed land will not be considered to be devoid of biodiversity. The re-use of such sites must be undertaken carefully with regard to existing features of biodiversity interest. Development proposals will be expected to include measures that maintain and enhance important features whilst incorporating them within any development of the site.
24. **Policy NE/9 - Water and Drainage Infrastructure** indicates that planning permission will not be granted where there are inadequate water supply, sewerage or land drainage systems to meet the demands of the development unless there is an agreed phasing agreement between the developer and the relevant service provider to ensure the provision of necessary infrastructure.
25. **Policy NE/12 – Water Conservation** states that development must incorporate all practicable water conservation measures. All development proposals greater than 1,000m<sup>2</sup> or 10 dwellings will be required to submit a Water Conservation Strategy prior to the commencement of the development to demonstrate how this is to be achieved.
26. **Policy TR/1 - Planning for More Sustainable Travel** states planning permission will not be granted for developments likely to give rise to a material increase in travel demands unless the site has a sufficient standard of accessibility to offer an appropriate choice of travel by public transport or other non-car travel modes. The amount of car parking provision in new developments should be minimised, compatible with their location. Developments should be designed from the outset with permeable layouts to facilitate and encourage short distance trips by cycle and walking. Safe and secure cycle parking shall be provided.
27. **Policy TR/2 - Car and Cycle Parking Standards** states car parking should be provided in accordance with the Council's maximum standards, to reduce over reliance on the car and to promote more sustainable forms of transport.
28. **Policy TR/3 - Mitigating Travel Impact** requires applications for major residential development to be accompanied by a Transport Assessment.
29. **Policy TR/4 - Non-motorised Modes** states the District Council will use its planning powers by ensuring that all new developments are designed at the outset to facilitate and encourage short distance trips between home, work, schools and for leisure.
30. **Policy SF/10 Outdoor Play Space, Informal Open Space and New Developments** requires all residential developments to contribute towards outdoor playing space, formal outdoor sports facilities and informal open space to meet the additional need generated by the development. Where appropriate, provision will involve all or some types of space within the development site. However, an appropriate contribution will be required for 'off-site' provision of the types of space not provided on-site.

31. **Policy SF/11 Open Space Standards** defines the minimum standards for outdoor play space and informal open space.
32. **Policy CH/5 – Conservation Areas** requires that development proposals in or affecting Conservation Areas are determined in accordance with legislative provisions and national policy (currently in Planning Policy Guidance Note 15). Proposals should seek to preserve or enhance the character of the area.

### **Consultation**

33. **Bassingbourn Parish Council** recommends refusal commenting:

“As the proposed development was within the framework, and not on an exception site, priority would not be given for affordable housing to local people

Drainage, the area already suffered from poor drainage.

The increase in traffic from the proposed site which would have an impact on the junction with the High Street.

The density and impact on the surrounding area would be contrary to the District Council Local Plan and not in keeping with the conservation area.”

34. The **Conservation Manager** comments that pre-application discussions have taken place in respect of this site. It would appear that the development is still too dense and will neither preserve nor enhance the character and setting of the Conservation Area or the buildings within the site. A Conservation Area Consent application for the demolition of existing outbuildings within the site has been refused.
35. The **Trees and Landscapes Officer** comments that the Beech tree at the rear of the site can be afforded further space through the loss of the trees at the rear of the site in the south west corner, these are identified as Norway spruce, Apple and an Elm. This will allow the footprint of the plot to be moved further back away from the tree both increasing the space around the tree and therefore the rooting area. It is suggested that the ground cover is maintained as a rough grassland cover and not manicured to make it an informal area and not an area where compaction occurs on a regular basis.

The Lime tree is currently positioned in the corner of a garden plot, a pinch point, and the tree will also overhang two other gardens. Currently the tree has a natural form with branches coming to the ground. Some works could be undertaken to alleviate the form but the tree will be under pressure for continued works and there will also be on-going issues of shading of the gardens.

The widening of the access from approximately 3.5m to 8m appears to result in the removal of a Yew tree and trees will also require works to the crowns to allow for construction vehicles to enter. The widening of the access to 8m and any modification of the crown will detrimentally change the character of this frontage and therefore the street scene.

The housing density of the site will place pressure on the ‘open area’ where the Beech tree is and garden space will be shaded by the Lime. Permitted Development rights should be removed to prevent any structures being paced near to the lime tree.

In conclusion an objection is raised to the widening of the access due to change of character of the street scene; the Lime is still of concern given the nature of the dwellings and the small gardens; the Beech tree can be given further space by the re-siting of the footprint of the plots in the south west corner following the removal of the Norway spruce and apple.

36. The **Housing Development and Enabling Manager** supports the scheme which provides 21 units of affordable housing for the village and will go some way towards addressing the shortage of affordable housing in Bassingbourn. The scheme will be built to Housing Corporation Design and Quality Standards.
37. The **Corporate Manager (Health and Environmental Services)** requests that a condition is attached to any consent requiring the submission of a scheme for the investigation and recording of any contamination of the site, along with remediation objectives.
38. The **Local Highway Authority** has raised no objection to the application. It requests that a condition be imposed to the effect that no demolition works shall commence on site until a traffic management plan has been agreed with the Highway Authority and that an informative is added to the consent.
39. The **Ecology Officer** is concerned that Ecological Assessment states that further surveys will be undertaken in respect to bats and slow worms (reptiles), however no further work has been submitted and on that basis the application should be refused. It is not appropriate to complete these surveys by condition.

The proposed development would result in the loss of an old orchard which is listed as priority habitats for conservation and to allow the removal of the entire area of orchard, without any form of retention or replacement would conflict with Policy NE/6. Furthermore it is noted that there are 2 ponds present, which, as a UK BAP habitat, should not be lost without compensatory measures being in place.

Old orchards are also noteworthy for heir deadwood habitats, bird nesting and feeding habitats, and invertebrate interests, all of which should be investigated through survey work.

The general design of the scheme appears to achieve little integration of existing habitats or makes provision for compensatory features.

Whilst The Cedars is retained if it is found to provide a bat roost then the site layout may need to be modified to retain bat flight paths and/or avoid light pollution.

Following a site meeting and further discussion revised comments will be reported at the meeting

40. **Cambridgeshire Archaeology** comments that the site should be the subject to a programme of archaeological work, to be secured through a negative condition.
41. The comments of the **Building Control Section, Anglian Water** and the **Architectural Liaison Officer, Cambridgeshire Constabulary** will be reported at the meeting.

**Representations**

42. 32 letters have been received objecting to the application on the following grounds:
- (a) The number of dwellings proposed exceeds the limit on numbers for Bassingbourn set out in Policy ST/6.
  - (b) The proposal represents an overdevelopment of the site. The density is too great and out of character with the area
  - (c) The proposal will neither preserve nor enhance the Conservation Area. It will damage the character of the area. This impact is exacerbated by the loss of existing buildings.
  - (d) The proposed houses are out of character with the area and too high, particularly in relation to adjacent properties.
  - (e) Demolition of buildings would be detrimental to the sale of the property as a whole should the application for redevelopment fail
  - (f) Although the area is not in an Environmental Flood Risk area there is a history of flooding in the area, particularly during times of heavy rainfall, due to inadequate surface water drainage systems. The problem is exacerbated by the high water table in the area. The application does not adequately address this situation. It is believed that the surface water drainage system in the area is designed to cater for a once in 30 year occurrence whereas it should be once in 100 years. The Elbourn Way development on the north side of The Causeway has a surface water reservoir to take excess water but South end is on lower ground with a higher water table. The application makes reference to a SUDS which it state does not add to the burden of the existing mains drainage system however there is concern that it would not cope with this amount of development given the existing problems in the area. It is recognised that flooding caused by extreme rainfall is increasingly due to climate change and assurance is sought that the new development will not add to this. Photographs have been submitted showing the existing flooding problem.
  - (g) It is noted that there are no plans to upgrade the foul water drainage system in the area which is not adequate to cater for the proposed development. What are the views of Anglian Water?
  - (h) Concern about the impact on trees. There is a large Beech and a fine Walnut which may be prejudiced by the development. The creation of the new access will result in the loss of planting on the South End frontage. The development does not take sufficient account of existing trees, some of which have Tree Preservation Orders, or the impact upon their rooting systems. There is concern that there will be further pressure in the future to remove trees due to restricting light to the properties, safety, risk of subsidence and heave and general nuisance, and that existing restrictions will be lifted the trees may be subject to damage during construction. No reference is made to the age of the trees
  - (i) Orchard is the home to wildlife which will be lost, including bats and slow worms, and can attract butterflies and moths. Application suggests that

wildlife and habitat surveys will be carried out later; these should be completed before any planning permission is granted. The assessment was carried out in mid-January when key protected species will have been hibernating. The report incorrectly states that the site has no connecting habitat potential for great crested newts – there are several connecting routes. Great crested newts are known to live in ponds – there are two on the property. Why as Hertfordshire rather than Cambridgeshire Data been used in the report? The report notes that the existing property has architectural features favoured by roosting bats and a more extensive survey should be carried out. The report does not prove that slow worms do not inhabit the site. The application should be refused as insufficient information has been submitted for the site. Assurances are sought on this point

- (j) There are a lack of services in the village (medical, educational, electrical supply) and the development is in an unsustainable location.
- (k) Traffic in the area is particularly bad in the mornings and afternoon due to school traffic. There is a problem with the use of the Recreation Ground at evenings and weekends, which has no parking. This turns South End into a one-way bottleneck most weekends and some evenings due to parked cars. There is a blind junction at the top end of South End with High Street. The United Reformed Church adds to traffic.
- (l) Sight lines at the access are restricted and the road and pavement is heavily used by people coming too and from the Village College, particularly children.
- (m) 38 car parking spaces will not be enough and will result in overspill parking in South End where there are already problems.
- (n) Details of traffic count are queried as there is a long period when no data was recorded – was equipment faulty? The device was placed only 25m north of the entrance to No26 and therefore ignores traffic flow at the northern end of South End. The survey takes no account of extra traffic generated as a result of the opening of the Sports Centre nor the increase usage when sports teams are training/playing on the recreation ground in spring summer and autumn. The survey was carried out for a period of less than a week in February and does not take account of the impact on road safety for children and students using South End on the road and pavement. Traffic flow is much higher than suggested and the report does not address the parking down one side of South End
- (o) The application contains no proposal to contribute to road improvements
- (p) Inadequate employment in the village with no suitable public transport therefore more traffic.
- (q) Previous scheme for five bungalows seems reasonable. This application was judged under previous policies.
- (r) The occupier of 31 Brook Road objects to the proposed demolition of the wood store which forms a substantial part of the southern boundary with the application site. At the present time there is a 2.05m high clunch wall, 8.8m long and part of the building is directly opposite the sitting room window of No 31. The occupier states that the demolition of this wall would have a devastating impact on the house and its garden.

- (s) The orchard is not a brownfield site. It is a rare surviving orchard site and should be protected. DEFRA has recognised that ancient orchards provide a unique and diverse habitat.
- (t) The site will be of archaeological interest.
- (u) The application in effect combines two pieces of land into one.
- (v) Disturbance during building works
- (w) No mention in the application of the high number of homes in the village that already provide accommodation for the elderly or social housing. As a result there will be a loss of balance of properties in the village.
- (x) The application gives no details of street lighting. The access road will run along the side of 22/24 South End and to the rear of other properties and elevated street lighting will be intrusive and change the character of the area. Details should be included and lighting should be low level to reduce the level of illumination to neighbouring gardens and houses.
- (y) General noise nuisance from the development.
- (z) The occupier of 37 Brook Road is concerned about the close proximity of plots 12 and 13 and the proposed location of a car park for 6 cars immediately adjacent to the boundary.
- (aa) No meaningful attempt has been made to screen the development from existing properties on the west boundary.
- (bb) There are two other sites that are being considered for affordable housing that are more suitable and it is not clear that houses would be for Bassingbourn people
- (cc) Increased difficulties on policing that area.
- (dd) Loss of value to existing properties.
- (ee) Concern about the pre-application consultation and presentation by the applicant.
- (ff) One letter supports the use of the site for affordable housing, particularly if the existing house is to be retained, but objects to the current scheme.
- (gg) One letter has been received in support of the application stating that there is a great need for affordable housing for young people if they are to remain in the village and it is good to see that The Cedars is being kept. The plans are admirable and the site is suitable to manage the amount of housing proposed.

### **Planning Comments – Key Issues**

The key issues are:

Size and Numbers  
Need/Mix/Tenure  
Impact on Conservation Area  
Impact on Trees



Neighbour Amenity  
Highway Safety and Parking  
Drainage/Flooding  
Ecology  
Open Space

***Size and Numbers***

43. Development in Bassingbourn may exceptionally comprise up to about 15 dwellings where this would make best use of a single brownfield site. However, although this site is within the village framework it proposes 100% affordable housing and should be considered as an exception site under Policy HG/5. It is therefore possible that this figure could be exceeded provided the scheme were to satisfy the criteria of that policy.
44. The issue of housing need, mix and tenure is dealt with below.
45. Policy HG/5 requires that exception schemes should be on 'small' sites. Whilst the policy does not define what is considered to be small, officers have taken the view that schemes of up to 20 dwellings for affordable housing in Group Villages such as Bassingbourn could be considered as small. This scheme exceeds that number.
46. Any site is required to be well related to the built-up area of the settlement and the scale of the scheme should be appropriate to the size and character of the village. I consider that the site meets this part of the policy as the site is well related to the built-up area of Bassingbourn and the scale of the scheme is appropriate to the size of the village as a whole.
47. However, I am of the view that the development will harm the character of this part of the village. The site currently comprises an attractive 19<sup>th</sup> Century detached house in well planted grounds with an area of orchard land to the north. The current undeveloped form of this area contributes significantly to the character of the Conservation Area and the village as a whole and in my view development in the form proposed will harm that character.
48. Although the density of the scheme, at 27dph, is below the minimum of 30 dph required I consider there are exceptional local circumstances that require a different treatment in order to make best use of land and retain local character.

***Need/Mix and Tenure***

49. The Housing Development and Enabling Manager supports the scheme. 35% of the properties would be for rent. The application states that the Council would be given full nomination rights and that the housing would be for people in the village. This would need to be controlled through a Section 106 Agreement.

***Impact on Conservation Area***

50. During pre-application discussions the Conservation Team expressed concern about the development of this site in the manner proposed, being of the view that the existing dwelling and its garden make an important contribution to this part of Bassingbourn Conservation Area. Although the proposed scheme retains the existing Cedars building the number of dwellings proposed and the proximity to The Cedars neither preserves nor enhances the character of the Conservation Area.

51. The layout has been designed to incorporate the existing house and where possible to accommodate existing trees. I am of the view however that the scale of the dwellings, all of which have a ridge height of 8.7m is out of character and scale with the area, and particularly with those properties to the rear in Brook Road.
52. The scheme proposes the removal of existing outbuildings for which Conservation Area Consent has been refused.

***Impact on Trees***

53. The application is accompanied by a Trees and Development Report. The Trees and Landscapes Officer has considered this report and has visited the site. Although the proposal will require the removal of some existing trees and work to others within the site the Trees and Landscapes Officer does not object to the majority of the scheme. However there are 3 key areas of concern.
54. An objection is raised to the loss of Yew tree to create the new access to the site. This tree is covered by a Tree Preservation Order. There is also concern about the need to raise the crowns of other trees to allow construction vehicles to enter the site which will have an adverse impact on the character of the frontage and the street scene.
55. There is concern about the impact of the development in the longer term of the Lime tree in Plot 7. This tree is also covered by a Tree Preservation Order and is an important feature within the site.
56. Suggestions are made to reduce the impact of the scheme of the Beech tree in the proposed communal space to the rear of The Cedars. Again this is an important tree and covered by a Preservation Order.

***Neighbour Amenity***

57. I am concerned that the proposed layout has an unreasonably adverse effect on adjacent properties. The proposed dwelling on Plot 13 is within 4m of the rear boundary of Nos 37 and 39 Brook Road, which are chalet style properties with shallow rear gardens. I am of the view that the proposed building on this plot, 8.7m high, will be visually overbearing when viewed from these properties and will result in an unreasonable degree of overlooking of part of the garden area of No 39. In addition there is a parking area for 6 cars shown within 1.5m of the rear boundary of No 37 and although some planting on the boundary is shown I am of the view that the use of this area for car parking will have an unreasonable impact on the amenity of the occupiers of that property by reason of noise and disturbance.
58. I share the concerns of the occupiers of 31 Brook Road, about the proposed loss of the existing outbuilding which forms part of the southern boundary of that property. Notwithstanding the objection of the Conservation Team to the loss of the building, the absence of an appropriate alternative boundary treatment for No 31 will result in an unreasonable loss of amenity. No 41 also has a shallow rear garden and although the section of wall closest to the boundary with the application site has no openings I am concerned that the aspect from the garden will be dominated by the four 8.7m high properties which will be at a distance of between 17m and 23m from the boundary, although existing planting within the orchard that is shown as being retained will reduce this effect.

59. I am also concerned that the four dwellings proposed on Plots 3 to 6 will have an overbearing impact on the rear garden of No 36 South End, a dwelling sited within the grounds of Bassingbourn Village College, although the properties have been designed so that there will be no first floor windows overlooking in that direction.

***Highway Safety and Parking***

60. The Local Highway Authority has not objected to the application. It has accepted that reduced visibility splays can be provided following the results of a traffic survey carried out prior to the submission of the application.
61. Given the number of objections received to the scheme on highway grounds I have asked the Local Highway Authority to consider the comments received and let me have its further views. These should take into consideration the local concerns about the level of parking in South End and opposite the site, the junction of South End with High Street, car parking within the site and, the proximity to the Village College
62. I will report the further comments at the meeting.
63. The car parking provision within the site meets the Councils adopted standards

***Drainage/Flooding***

64. There has been a considerable amount of local concern about the ability of the existing foul water drainage system to cope with the demands that would arise from the proposed development.
65. I have written to Anglian Water outlining these concerns and will report its response at the meeting.
66. There is also local concern about existing storm water drainage problems experienced in South End and the submitted information included photographic and video evidence of this problem. There is concern than surface water drainage from the proposed development will exacerbate this existing problem.
67. The application proposes the use of a Sustainable Urban Drainage scheme for surface water drainage which it states should ensure that the development does not add to existing problems. The Environment Agency standing advice applies to this application but I have asked the Building Control Section to consider the Flood Risk Assessment submitted with the application and have made it aware of the local concerns.
68. I will report the comments of the Building Control Section at the meeting.

***Ecology***

69. The Ecology Officer has expressed concern that some survey work referred to in the applicants submission may still not have been carried out although a subsequent site meeting has been held at which these matters were discussed and a further report will be made by the Ecology Officer at the meeting.
70. The applicant has been requested to carry out an evening survey of the site to look for bats.

**Open Space**

71. The site is in very close proximity to the existing recreation ground and I am therefore of the view that an Informal Play Space need not be provided. However a Local Area for Play (LAP) should be provided within the site. This should be of an area of approximately 196m<sup>2</sup>. Whilst the current areas of amenity space will provide informal open space within the development they are either not suitably located or designed to provide the LAP and the scheme will need to be redesigned so that this can be incorporated.
72. The applicant has stated that the scheme viability will not facilitate additional financial contributions which could prejudice the delivery of a sustainable development of affordable homes and is therefore not offering the required open space payments. However no detailed information has been submitted to support this position.
73. In my view it is not necessary to consider the point raised as to whether or not the orchard should be considered brownfield land as this application is being considered as an exception site.
74. In conclusion, whilst I support the principle of trying to provide 100% affordable housing on this site I am of the view that the scheme in its current form cannot be supported. The number of units proposed exceeds the number that can reasonably be considered as being small for the purposes of Policy HG/5 and given the concerns about the impact of the development on the Conservation Area, trees and neighbour amenity I do not consider that it would be appropriate to consider a departure from that policy for this scheme.
75. It is crucial that the application adequately addresses the issues of ecology and biodiversity within the site and the further comments of the Ecology Officer will be reported at the meeting.
76. I note the local concern about the access and traffic in South End but at the present time there is no objection to the scheme from the Local Highway Authority. I will report its further comments.
77. I will report the comments of the Building Control Section and Anglian Water in respect of surface and foul water drainage. These issues should be adequately addressed before consideration is given to granting any consent on the site.

**Applicants Representations**

78. An additional letter has now been submitted by the agent in support of the application, which also responds to some of the points raised by officers, consultees and local residents. A full copy of the letter can be viewed on the website as part of the application documents. This letter was received on 24 July after the other sections of this report had been prepared but in time to report its receipt, so its contents are not reflected in the Planning Comments above. I will comment on the contents of this letter if necessary at the meeting
79. The letter refers to the submission of amended drawings which will be reported at the meeting. These involve a reduction in the height of some of the dwellings in an attempt to address the concern about overbearing impact, and the erection of a car port type structure over the car parking spaces to the rear of No 31 Brook Road, in an attempt to reduce noise but again are not reflected in the Planning Comments. I will

comment on these revisions at the meeting but the basic recommendation of refusal will remain.

**Recommendation**

80. That the application is refused on the grounds that the scheme does not fully comply with the criteria set out in Policy HG/5; that it neither preserves or enhances that character of the Conservation Area, will result in the loss of, or prejudice retention of important trees within the site, and will have an unreasonable adverse impact on neighbour amenity.

Any further issues raised by the Local Highway Authority, Anglian Water, Building Control Section and the Ecology Officer may also need to be included in the above.

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

- South Cambridgeshire Local Development Framework 2007
- Planning Files Ref: S/0883/08/F, S/0872/08/CAC, S/1291/04/F and S/1687/03/F

**Case Officer:** Paul Sexton – Principal Planning Officer  
Telephone: (01954) 713255

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**SOUTH CAMBRIDGESHIRE DISTRICT COUNCIL**

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**REPORT TO:** Planning Committee6<sup>th</sup> August 2008**AUTHOR/S:** Executive Director / Corporate Manager - Planning and Sustainable Communities

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**S/0686/08/F - COTTENHAM**  
**Erection of Thirteen Dwellings at Land North of Orchard Close**  
**For Kelsey/Dominion Housing Association**

**Recommendation: Delegated Approval**

**Date for Determination: 9<sup>th</sup> July 2008 (Major Application)**

**Notes:**

**This Application has been reported to the Planning Committee for determination because it is for affordable housing on an exception site outside the village framework. It was withdrawn from the 2<sup>nd</sup> July 2008 agenda.**

**Members will visit this site on 6<sup>th</sup> August 2008**

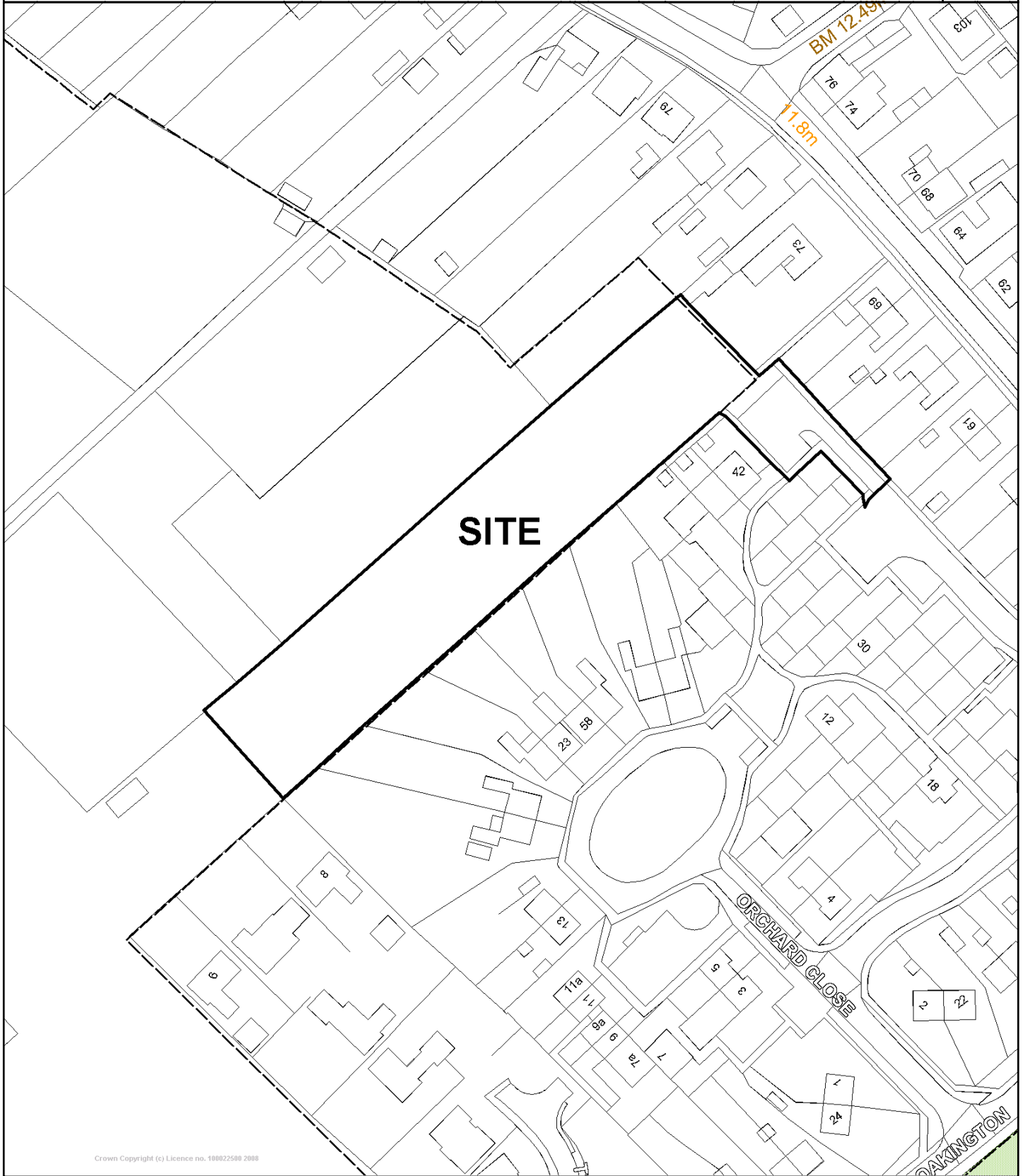
**Site and Proposal**

1. The application site, measuring 0.46 hectares, is a field to the north of Orchard Close on the western side of the village. It comprises an existing roadway serving a small car parking area and an arable field. There are gardens adjoining to the southeast, northeast and the northwestern end of the site. Orchards and fields beyond the site to the northwest and southwest bound the remainder of the site. The site is accessed via the car parking court off Orchard Close. A small number of trees mark the car park edge and a field hedge to the northwestern boundary. A post and rail fence marks the southwestern boundary.
2. This full planning application received on 9<sup>th</sup> April 2008, amended on 27<sup>th</sup> June 2008, proposes the erection of thirteen affordable homes at a density of 28.26 dwellings per hectare (dph), comprising:
  - 7 no. 2-bedroomed bungalow/houses;
  - 4 no. 2-bedroomed flats;
  - 1 no. 3-bedroomed houses and;
  - 1 no. 4-bedroomed house.

Access will be via the existing point off Orchard Close and will require the alteration of the existing access point and re-provision of 5 resident parking spaces. 29 parking spaces to serve the development are proposed, including 5 that are to replace some of the spaces lost from the existing parking court.

3. The application was discussed at an affordable housing panel on 18<sup>th</sup> June 2008 and following this discussion and the submission of representations was amended to address issues with the layout and house types. Further information was provided in relation to a number of queries.

S/0686/08/F - Cottenham



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Scale 1/1250 Date 22/7/2008

Centre = 544364 E 267209 N

Planning Committee Aug 2008



4. The application is accompanied by a Design Statement, Disabled Access Statement, Sustainability Appraisal, Water Conservation Strategy Statement, Health Impact Assessment, Affordable Housing Statement, Renewable Energy Statement and a Tree Report.

### **Planning History**

5. The existing residential development at Orchard Close extended a post-war scheme of housing, approved in the 1970s under planning permission ref. **S/0846/74/O**.

### **Planning Policy**

#### **South Cambridgeshire Local Development Framework 2007**

6. **Policy ST/5 – Minor Rural Centres** identifies Cottenham and states development and re-development of up to thirty dwellings will be permitted within village frameworks. For larger schemes of over 9 houses section 106 agreement may be used to secure contributions towards appropriate village services.
7. **Policy DP/1 - Sustainable Development** states development will only be permitted where it is demonstrated that it is consistent with the principles of sustainable development, as appropriate to its location, scale and form.
8. **DP/2 Design of New Development** requires all new development to be of a high quality design and indicates the specific elements to be achieved where appropriate. It also sets out the requirements for Design and Access Statements.
9. **DP/3 Development Criteria** sets out what all new development should provide, as appropriate to its nature, scale and economic viability and clearly sets out circumstances where development will not be granted on grounds of an unacceptable adverse impact e.g. residential amenity and traffic generation.
10. **DP/4 Infrastructure and New Developments** requires that development proposals should include suitable arrangements for the improvement or provision of infrastructure necessary to make the scheme acceptable in planning terms. It identifies circumstances where contributions may be required e.g. affordable housing and education.
11. **Policy DP/6 - Construction Methods** states where practicable, development which by its nature or extent is likely to have some adverse impact upon the local environment and amenity during construction and/or is likely to generate construction waste should, inter alia:
  - (a) Recycle construction waste.
  - (b) Prepare a “Resource Re-use and Recycling Scheme” to cover all waste arising during the construction.
  - (c) Be bound by a “Considerate Contractors Scheme” or similar arrangement, including restrictions on hours of noisy operations.
12. **Policy DP/7 - Development Frameworks** states redevelopment of unallocated land and buildings within development frameworks will be permitted, provided that:
  - (a) Retention of the site in its present state does not form an essential part of the local character.

- (b) Development would be sensitive to the character of the location, local features of landscape, ecological or historic importance, and the amenities of neighbours.
  - (c) There is the necessary infrastructure capacity to support the development.
13. **Policy HG/1 - Housing Density** is set at a minimum of 30 dph unless there are exceptional local circumstances that require a different treatment in order to make best use of land. Higher densities of 40 dph will be sought in the most sustainable locations.
14. **Policy HG/3 - Affordable Housing** occupation will be limited to people in housing need and must be available over the long-term. The appropriate mix in terms of housing tenures and house sizes of affordable housing will be determined by local circumstances at the time of planning permission, including housing need and the achievement of mixed and balanced communities. In order to ensure sustainable communities, affordable housing will be distributed through the development in small groups or clusters.
15. **Policy HG/5 - Exceptions Sites for Affordable Housing** states:
- 1. As an exception to the normal operation of the policies of this plan, planning permission may be granted for schemes of 100% affordable housing designed to meet identified local housing needs on small sites within or adjoining villages. The following criteria will all have to be met:
    - (a) The development proposal includes secure arrangements for ensuring that all the dwellings within the scheme provide affordable housing in perpetuity for those in housing need;
    - (b) The number, size, design, mix and tenure of the dwellings are all confined to, and appropriate to, the strict extent of the identified local need;
    - (c) The site of the proposal is well related to the built-up area of the settlement and the scale of the scheme is appropriate to the size and character of the village;
    - (d) The site is well related to facilities and services within the village;
    - (e) The development does not damage the character of the village or the rural landscape.
16. **Policy SF/6 - Public Art and New Development** states in determining planning applications the District Council will encourage the provision or commissioning of publicly accessible art, craft and design works. The Policy will apply to residential developments comprising 10 or more dwellings.
17. **Policy SF/10 - Outdoor Play Space, Informal Open Space and New Developments** states all residential developments will be required to contribute towards Outdoor Playing Space (including children's play space and formal outdoor sports facilities) and Informal Open Space to meet the additional need generated by the development in accordance with the standards in **Policy SF/11**.
18. **Policy SF/11 - Open Space Standards** states the minimum standard for outdoor play space and informal open space is 2.8ha per 1000 people, comprising:

- (a) Outdoor sport 1.6ha per 1000 people.
  - (b) Children's Playspace - 0.8ha per 1000 people.
  - (c) Informal Open Space - 0.4ha per 1000 people.
19. **Policy NE/1 - Energy Efficiency** states development will be required to demonstrate that it would achieve a high degree of measures to increase the energy efficiency of new buildings, for example through location, layout, orientation, aspect and external design.
20. **Policy NE/3 - Renewable Energy Technologies in New Development** states all development proposals greater than 10 dwellings will include technology for renewable energy to provide at least 10% of their predicted energy requirement.
21. **Policy NE/6 - Biodiversity** requires new developments to aim to maintain, enhance, restore or add to biodiversity. The District Council will refuse development that would have an adverse significant impact on the population or conservation status of protected species, priority species or habitat, unless the impact can be adequately mitigated by measures secured by planning conditions. Previously developed land will not be considered to be devoid of biodiversity. The re-use of such sites must be undertaken carefully with regard to existing features of biodiversity interest. Development proposals will be expected to include measures that maintain and enhance important features whilst incorporating them within any development of the site.
22. **Policy NE/9 - Water and Drainage Infrastructure** indicates that planning permission will not be granted where there are inadequate water supply, sewerage or land drainage systems to meet the demands of the development unless there is an agreed phasing agreement between the developer and the relevant service provider to ensure the provision of necessary infrastructure.
23. **Policy NE/12 - Water Conservation** states that development of more than 1000m<sup>2</sup> or more than 10 houses all practicable water conservation measures will be required to be submitted in a water conservation strategy.
24. **Policy TR/1 - Planning for More Sustainable Travel** states planning permission will not be granted for developments likely to give rise to a material increase in travel demands unless the site has a sufficient standard of accessibility to offer an appropriate choice of travel by public transport or other non-car travel modes. The amount of car parking provision in new developments should be minimised, compatible with their location. Developments should be designed from the outset with permeable layouts to facilitate and encourage short distance trips by cycle and walking. Safe and secure cycle parking shall be provided.
25. **Policy TR/2 - Car and Cycle Parking Standards** states car parking should be provided in accordance with the Council's maximum standards, to reduce over reliance on the car and to promote more sustainable forms of transport.
26. **Policy TR/3 - Mitigating Travel Impact** requires applications for major residential development to be accompanied by a Transport Assessment.
27. **Policy TR/4 - Non-motorised Modes** states the District Council will use its planning powers by ensuring that all new developments are designed at the outset to facilitate and encourage short distance trips between home, work, schools and for leisure.

**Consultation – responses to initial application proposals**

28. **Cottenham Parish Council** – recommends refusal. It lists as its concerns:
- (a) Potential adverse impact upon the amenities of Rampton Road properties due to the location of the access road to the rear causing noise and disturbance by vehicular movements.
  - (b) Plot 1 will be sited 12 metres from 73 Rampton Road – the bulk and mass will result in loss of light and privacy. It notes a similar relationship to no. 75 Rampton Road.
  - (c) Impact on mixed hedge (not just hawthorn) along the garden boundary of no. 75 Rampton Road with the site.
  - (d) Proximity to nos. 38, 40, 42, and 46 Orchard Close, resulting in an adverse impact upon the amenities of Rampton Road properties due to the location of the access road to the rear, causing noise and disturbance by vehicular movements.
  - (e) Loss of parking for existing residents, including removal of dropped kerb for a disabled person.
  - (f) The site is known to frequently have standing water on it.
  - (g) The narrow width of 3.5m width is below the 5 metre standards acceptable carriageway. This is totally inadequate and unacceptable.
  - (h) Lack of footway beyond 38 and 40 Orchard Close – residents will have to share the same space as the vehicular traffic.
  - (i) Lack of infrastructure provision required under policies DP/4, SF/10 and SF/11 (these relate to public open space).
29. **Environmental Health Officer** – recommends conditions relating to the hours of use for power driven machinery during construction, location of extraction equipment and pile driven foundations. An informative relating to bonfires during construction is also suggested. Concern that the parking layout relies on double parking, which is likely to increase incidents and resentment between neighbours that may manifest themselves in complaints is also raised.
30. **Trees and Landscape Officer** – has met the occupiers of 73 Cottenham Road in respect to:
- The Maple which is at the proposed access to the site is significant when viewed from the rear of 73 Cottenham Road, while it is unrealistic to retain the tree, this rear boundary will require significant screening to buffer the new development.
- In the rear garden/ boundary of 73 Cottenham Road there are two young Oak trees with the potential to grow into mature specimens, plot 1 is very close to the boundary of 73 to accommodate the future growth of these trees. I would like to see the footprint of Plot 1 moved further away from this boundary and/or reduced in size with details of any proposed driveway and foundations designed to accommodate the future growth of these trees. The visual impact of the gable end will require screening

and I would suggest a line of pleached hornbeams, which would provide a narrow green screen.

75 Cottenham Road shares a part of the north western boundary of the proposed development site, this rear boundary encroaches into the site significantly; details of the boundary treatment to be considered and submitted as to reduce the hedge back to the boundary will potentially be detrimental to the existing hedge.

While I have no objections to the proposal, areas [that need] to be reconsidered due to their impact on the neighbouring properties and trees are:

- (a) Size and Location of Plot 1, including screening; and
- (b) North western boundary treatment.”

31. **Ecology Officer** – “I wish to place a holding objection to request further investigation of the arable plants upon this site. I believe that I have observed:

- (a) Pheasants eye - Nationally rare; species of conservation concern and UKK BAP priority species
- (b) A penny cress - species have varying distribution from widespread to nationally rare
- (c) Rough poppy - local distribution
- (d) Prickly poppy - local distribution
- (e) Corn marigold - widespread

This site needs urgent investigation by an experienced botanist”.

N.B. confirmation is awaited from the Ecology Officer that these species are not present on site, having carried out further investigation.

32. **Landscape Design Officer** – “I have no objections to these proposals. I should like to see a landscape plan in due course”.

33. **Local Highway Authority** – No objection raised and requests conditions relating to:

- (a) The development shall not be occupied until the car parking area indicated on the approved plans (the vehicular hardstandings shall have minimum dimensions of 2.5metres x 5metres) including any parking spaces for the mobility impaired has been hard surfaced (the vehicular hardstandings shall have minimum dimensions of 3.5 metres x 5metres) sealed and marked out in parking bays. The car parking area shall be retained in this form at all times. The car park shall not be used for any purpose other than the parking of vehicles that are related to the use of the development.
- (b) Two 2.0 x 2.0 metres visibility splays be provided and shown on the drawings. The splays are to be included within the curtilage of each new car parking space that is to exit directly onto the proposed adopted public highway. One visibility splay is required on each side of the access, measured to either side of the access, with a setback of two metres from the highway boundary along each side of the access. Please also show the splays for each parking space or block thereof. This area shall be kept clear of all planting, fencing, walls and the like

exceeding 600mm high. Please forward the amended drawing showing the above visibility splays to the Highway Authority for approval.

- (c) No unbound material shall be used in the surface finish of the driveway within 6 metres of the highway boundary of the site.
- (d) The access shall be laid to a gradient not exceeding 4% for the first 6 metres from the highway boundary and not exceeding 8% thereafter.
- (e) Prior to commencement of the development details shall be approved in writing by the Local Planning Authority showing the means to prevent the discharge of surface water from the development onto the highway. The approved scheme shall be carried out in its entirety before the access is first used and shall be retained at all times.
- (f) The carriageway of the proposed estate road shall be constructed up to and including at least road base level, prior to the commencement of the erection of any dwelling intended to take access. The carriageways and footways shall be constructed up to and including binder course surfacing to ensure that each dwelling prior to occupation has a properly consolidated and surfaced carriageway and footway, between the dwelling and the existing highway. Until final surfacing is completed, the footway base course shall be provided in a manner to avoid any upstands to gullies, covers, kerbs or other such obstructions within or bordering the footway.

It requests an amended drawing showing the above requirements be forwarded to the Highway Authority for approval prior to determination of the application.

An informative regarding works within the public highway is also requested.

- 34. **Cambridgeshire Archaeology (Cambridgeshire County Council)** – Notes that the site lies within an area of high archaeological potential. An archaeological evaluation of the site is required prior to determination of the application.
- 35. **Cambridgeshire County Council** – If all the houses are affordable the County Council will not require any education contributions.
- 36. **Arts Development Officer** – “The development falls under the scope of the public art policy. As the development is small and art interventions limited, [the] developers may prefer to contribute a sum – no less than £6,500 – to a public art scheme within the village through the work of the local arts Development Manager based at Cottenham Village College”.
- 37. **Building Control Officer** – There are no flood risks for this site.
- 38. **Architectural Liaison Officer (Cambridgeshire Constabulary)** – recommends:
  - (a) To better facilitate surveillance of the road into the site, re-orientate plots 2 and 3 through 90° with frontages and front doors onto the road and swap flats (plots 4-7) with the houses (plots 12-13).
  - (b) Where sheds are close to boundaries (plots 9-11) they should be moved away to prevent climbing.
  - (c) Rear boundary fences should be 1.8m high fences/walls topped with trellis to provide additional security.

- (d) Lighting to the road should be by way of column mounted downlighters to BS 5489: Code of practice for outdoor lighting.
- (e) Utility meter cupboards should be sited externally, on or as close as possible to, the front elevations and where they can be overlooked from the public realm.

**Consultations – responses to amended application proposals**

39. **Cottenham Parish Council** – recommends refusal. It lists as its concerns:

- (a) Inadequate drainage infrastructure – existing drains frequently overflow into gardens. If the existing system is not adopted can further connections to it be accepted?
- (b) Proximity of Plot 1 to 73 Rampton Road – resulting in loss of light and privacy.
- (c) Windows in plots 3 and 4 overlook no. 73.
- (d) Impact on mixed hedge (not just hawthorn) along the garden boundary of no. 75 Rampton Road with the site which will need to be severely cut back. No reference to pleached hornbeams recommended by the Trees Officer or the importance of retaining two young oak trees at the rear of no. 73.
- (e) Proximity to nos. 38, 40, 42, and 46 Orchard Close, resulting in an adverse impact upon the amenities of those properties due to the closeness of development.
- (f) Loss of parking for existing residents, as 7 spaces are regularly used. No. 42 Orchard Close requires two disabled bays as both residents are registered disabled. Parking spaces are on a blind bend, which is dangerous when exiting them.
- (g) The narrow width of 3.5m width is below the 5 metre standards acceptable carriageway and will not be to adoptable standards. This is totally inadequate and unacceptable.
- (h) Increased use of footpaths within a sheltered housing scheme would lead to an unacceptable level of noise nuisance.
- (i) Lack of infrastructure provision required under policies DP/4, SF/10 and SF/11 (these relate to public open space).

40. **Anglian Water** – comments:

- (a) Water is supplied by Cambridge Water.
- (b) The foul flows from the development can be accommodated within the foul sewerage network system that at present has adequate capacity.
- (c) Surface water drainage is not to a public sewer. The views of the Environment Agency should be sought to gauge whether the solutions identified are acceptable from its perspective.
- (d) The foul drainage will be treated by Cambridge Sewage Treatment Works that at present has capacity for these flows.

41. **Trees and Landscape Officer** – The change to plot 1 is acceptable as it will reduce the impact of the future growth and development of the oaks. Foundation detail and any hardstanding for parking will need to accommodate future growth of the trees.
42. **Landscape Design Officer** – No objections to the amended proposals. A detailed landscaping scheme will be required in due course.
43. **Police Architectural Liaison Officer** – Earlier comments in relation to plots 2 and 3 remain extant.
44. **Local Highway Authority** – has revised its comments on the initial submission drawing. It has not provided comments in reference to the amended scheme and clarification on this point has been sought. It now requires:
- (a) The roadway to be widened to 5m with a 1.8m footway.
  - (b) Parking spaces for mobility impaired should have a hard sealed surface and marked out in parking bays.
  - (c) Condition pedestrian visibility splays.
  - (d) No unbound material shall be used within 6m of the public highway.
  - (e) Access gradient shall not exceed 4% for the first 6 metres and not exceed 8% thereafter.
  - (f) The carriageway of the estate road shall be constructed up to and including at least base course level before commencement of development.
  - (g) Informatives relating to works within the public highway are also requested.
45. **Housing Development & Enabling Manager** – comments awaited. A verbal update will be given.

**Representations – responses to initial application proposals**

46. **Cottenham Village Design Group** – “This is an edge of village location where it will be important to protect and enhance the external view of the village. We support the intention to include a native hedgerow/buffer on boundaries exposed to open farmland although find the application lacking details of this planting and note that no drawing showing this external elevation has been provided.

We find the proposed buildings acceptable in this location although feel that more could be done to acknowledge their Cottenham context.

A development of this size will have some impact on the local community; consideration should be given to providing some contribution to local infrastructure costs.”

47. **Councillor Bolitho (Local Member)** – “I represent Cottenham as a District Councillor and OPPOSE this development for the following reasons:
- (a) The development takes advantage of SCDC access land marked with a red grid on the map. It seems to be vital to the project as it is the only available access. Yet it seems that SCDC will receive no remuneration whatsoever for allowing



use of this access area. SCDC land is a valuable commodity and should not be given away for nothing. This is a ransom strip that has to be paid for. The last ransom strip sold off in Cottenham that I know about was sold for £500,000.

- (b) The site abuts a potential 700 house development. This site was one of 140 exemption sites viewed by two inspectors between November and March. In a letter dated 25 April 2008 to Mr Miles, SCDC Planning Policy Manager, the inspectors specifically stated that none of the 140 sites should be deleted. The land at Orchard Close should not be developed because existing house owners and occupiers need a green gap/lung between themselves and the mega development coming. If the proposed development is built on, the land north of Orchard Close will become one of the biggest housing estates in South Cambridgeshire.
- (c) I support the building of affordable housing. As affordable housing can be built outside the village framework or envelope, I suggest that houses be built on the pony paddock the other side of the line of poplar trees along Oakington Road. The site is well back from the road and, like both the Orchard Close site and the mega site is not, as far as I am aware, on green belt land.
- (d) I also propose that the builder of any development which increases traffic along Oakington Road (between Cottenham and Oakington) should be responsible for introducing and paying for robust traffic calming measures along that road. It is an extremely dangerous road already and will become more dangerous if more vehicles access it from new developments. Most of the road is flat and straight and I am sure that speeds well in excess of 100mph are possible with no traffic calming until the very edge of the village”.

48. **Letters** of objection have been received from 15 local residents at:

- 1. 18, 38 and 46 Orchard Close
- 2. 55, 67, 69, 73, 75, 83 and 101 Rampton Road
- 3. 1, 2, 4, 5 and 8 The Rowells.

They raise as their concerns:

- (a) Additional traffic to the rear of properties on Orchard Close (nos. 18).
- (b) Children use the access road to play on, as all other areas have been planted up with plants and shrubs.
- (c) The road will become a race track and unsafe for older residents on Orchard Close.
- (d) The road is very narrow and not designed for use as a proper road.
- (e) The road is too narrow for two cars to pass each other.
- (f) Noise and pollution from extra traffic.
- (g) Use of Orchard Close to access properties on Rampton Road.
- (h) Loss of Greenfield land, further eroding the boundary between Cottenham and the new town at Northstowe.
- (i) The density is too high.

- (j) The development will back onto a very attractive double fronted period property on Rampton Road.
- (k) The services in Cottenham are already stretched.
- (l) The positioning, access and size of the parcel of land itself are ill suited to the development proposed.
- (m) Risk of increased flooding to the Rowells due to building on lass and inadequate drainage provision.
- (n) Water stands on this field and does not drain away easily.
- (o) Increased traffic on Oakington Road – increased highway danger due to it being a busy, narrow and fast road.
- (p) Vehicular parking on Orchard Road blocks the narrow road and causes hold-ups, particularly on bin days.
- (q) Issues of HGVs accessing the site.
- (r) Several residents of Orchard Close use the road for mobility vehicles as the pavements get parked on.
- (s) Increased traffic on Rampton Road and loss of the only safe route.
- (t) Ownership of the access road – there may be a need for agreement of additional land owners who adjoin the road.
- (u) Potential loss of a fine Norwegian Maple and subsequent loss of bird habitat.
- (v) Increased pedestrian traffic past elderly persons' homes – noise and disturbance, fear of strangers.
- (w) Loss of 50% of resident parking spaces, especially a disabled space reserved for a disabled resident.
- (x) Loss of mature trees.
- (y) Noise and disturbance from car doors and comings and goings.
- (z) Increased traffic on Oakington Road due to Northstowe.
- (aa) Loss of peaceful countryside feel to the are that is currently enjoyed by residents.
- (bb) Loss of views due to erection of 1.8m boundary fence to existing gardens.
- (cc) Plots 1 and 3 overlook the garden of no. 75, resulting in loss of privacy.
- (dd) Loss of light to the garden of no. 75 Rampton Road.
- (ee) Overlooking from first floor windows of no. 75 Rampton Road's garden.
- (ff) The scale, form, massing and appearance would physically dominate much of the rear of the property at 75 Rampton Road.

- (gg) The thorn hedge to be cut back is in fact plum trees within the garden of 75 Rampton Road that form an important feature within the garden of 75 Rampton Road.
  - (hh) Two trees shown for removal are the property of 75 Rampton Road.
  - (ii) Concern that 75 Rampton Road is not shown on the site layout plans.
  - (jj) A young walnut tree with the garden of 75 Rampton Road will be impacted.
  - (kk) Loss of a mature Acer in the north western corner of the site (by the existing car park).
  - (ll) Inadequate access for emergency vehicles.
  - (mm) Lack of provision for play facilities – notes removal of green play area due to problems and to provide car parking.
  - (nn) Lack of visitor car parking within the scheme, increasing car parking problems.
  - (oo) Overlooking of The Rowells.
  - (pp) Inadequate soakaways mean that The Rowells are often boggy and insect filled.
  - (qq) Overlooking and proximity to 8 The Rowells, plus noise and light pollution.
  - (rr) Concern that bedroom windows may face 8 The Rowells.
  - (ss) Loss of light and visual intrusion to properties on Rampton Road.
  - (tt) Overlooking of 73 Rampton Road.
  - (uu) Development beyond the village edge, which is designed to protect the village from sprawl.
49. A petition signed by 36 local residents objecting to the development. No reasons are put forward.

**Representations – responses to amended application proposals**

50. Letters of objection have been received from 15 local residents at:
1. 18, 40, 42 and 46 Orchard Close
  2. 55, 56, 67, 69, 73 and 75 Rampton Road
  3. 2, 4, 5 and 8 The Rowells
  4. 12 Oakington Road.

These raise the following concerns:

- (a) Unadopted sewerage system that is inadequate and often blocks, backing up into gardens.
- (b) Parking in Orchard Close is already inadequate; there is also a lack of visitor parking.

- (c) Orchard close is too narrow and unsuitable for additional traffic, especially due to the blind bend.
- (d) Traffic noise and disturbance to existing residents.
- (e) Safety of elderly people and children.
- (f) Lack of surveillance to the car parking.
- (g) Allocation of resident parking is inadequate. One resident requires two disabled parking bays.
- (h) Danger to cats due to construction traffic.
- (i) Noise from large number of pedestrians and cyclists.
- (j) Provision for bin collections and storage of refuse is inadequate.
- (k) Lack of safe access for Rampton Road residents who use Orchard Close.
- (l) Flooding and standing water.
- (m) Use of the access by additional traffic will require residents' permission.
- (n) Potential to continue the development to the west via the turning head serving plots 7 and 8.
- (o) Loss of maple tree – impact on birds.
- (p) Increase traffic on Rampton Road and Orchard Road will result in Rampton Road properties becoming a traffic island and there has been lack of noise assessment to determine the impact on these properties.
- (q) Loss of light and visual intrusion to no 73 Rampton Road.
- (r) Overlooking from second storey windows in plot 3 of no. 73 Rampton Road resulting in loss of privacy.
- (s) Trees and Landscape Officer's comments have not been assessed.
- (t) Lack of consultation with housing re drainage issues. There is a need to improve the Council's private system.
- (u) Reversing from car parking spaces onto a blind bend.
- (v) Police Architect Liaison Officer's comments have not been addressed.
- (w) Amenity of 75 Rampton Road.
- (x) Removal of boundary planting in no. 75 Rampton Road's garden.
- (y) Proximity to the boundary of no. 75, overlooking and loss of light to the garden.
- (z) Highways' comments conflict with pre-application advice on the file regarding the pavement.
- (aa) The site is not well related to the facilities and services of the built area.

- (bb) The proposals contravene the renewables policy as no solar panels are proposed.
- (cc) Increased pressure on local services.
- (dd) Cumulative impact of small development in Cottenham is the same as if one major development.
- (ee) Proximity of development to The Rowells resulting in overlooking, noise and light pollution.
- (ff) Bedroom windows in plot 13 rather than bathroom windows appear to face 8 The Rowells.
- (gg) Increased antisocial behaviour.
- (hh) Issue re access for construction vehicles.

### **Planning Comments – Key Issues**

51. The key issues in determining this planning application are: affordable housing provision; layout and design; neighbouring amenities; trees, landscaping and ecology; highways and car parking; public open space; drainage; and archaeology.

#### ***Affordable housing provision***

52. An Affordable Housing Panel meeting was held on the 18<sup>th</sup> June 2008. The key points arising from the discussion were:
- (a) The need and tenure (50% socially rented/50% shared equity) were discussed and agreed as acceptable.
  - (b) Plots 2 and 3 should be one and a half storeys. Plot 1 should be single storey if developed.
  - (c) Could the Acer tree in the verge of the existing car park be moved or the road layout re-adjusted to accommodate its retention, as it is a valued specimen?
  - (d) Is the access to the site i.e. Orchard Close public highway or privately owned? This could require notice being served on all affected land owners.
  - (e) There should be a wall to the rear boundaries adjoining the access road.
  - (f) Soakaways will have to work, as the site is known to have standing water on it frequently.
  - (g) Anglian Water should be consulted to check if it is possible to connect to the main foul drain, as this is known to be inadequate as it is.
  - (h) A gate should be provided to the existing path that provides access to the rear gardens of nos. 42, 44 and 46 Orchard Close.
  - (i) The Parish Council's preference is, ideally, for the scheme to be reduced to twelve and dwellings moved further away from the boundary with properties on Rampton Road.

The mix and tenure will be secured through a condition requiring a scheme to be submitted (usually a section 106 agreement). As an exception site the dwellings will be occupied by families with a tie to Cottenham and not to meet the wider, district, need.

***Layout and design***

53. The layout is dictated to a degree by the shape of the site, being long and narrow. Amendments have been received that address issues raised initially through consultations and the points raised at the Affordable Housing Panel. It is now considered acceptable having addressed issues of neighbouring amenity (see section below), access, car parking and bin storage.

***Neighbouring amenities***

54. A number of concerns relating to neighbouring amenity have been raised. The amended scheme is considered to be acceptable in terms of amenity.
55. The revised plans address the relationship of plot 1 to nos. 73 and 75 Rampton Road, through the replacement of plot 1 as a bungalow, set off the boundary with no. 73. The reduced scale and distance from the boundary with no. 73 is sufficient to ensure that no significant loss of amenity in terms of light or overbearing impact will result. It is acknowledged that the view this property currently enjoys of the field will be affected, however the loss of a private view is not a material planning consideration and can be given no weight in the decision making process.
56. The alteration of plots 2 and 3 to chalet houses now results in a less prominent front of development and adequate separation from the main private amenity areas and habitable rooms (The latter is approximately 47metres back to back) of no. 75. The relationship of the development with these two dwellings is such that the impact is now considered acceptable. The issue of boundary planting is a matter between the owners and has not been raised as an issue by the Trees and Landscape Officer, although works to it should be part of the detailed landscaping scheme.
57. The impact on short rear gardens to nos. 42, 44 and 46 Orchard Close is minimised by providing a greater landscaped buffer and 1.8m high fencing to the boundary. In response to the Parish Council's initial comments, plots 2 and 3 have been replaced by chalet houses to reduce the visual impact upon these neighbouring dwellings, contrary to the request of the Police Architect Liaison Officer, however on balance this was considered preferable. The access road, for the majority of its length runs to the end of long rear gardens and noise and disturbance from its use is considered to be minimal subject to appropriate boundary treatment.
58. The rear of 8 The Rowells is sited approximately 30 metres from the side wall of plot 13. A first floor bedroom window is proposed in its southern elevation. However, given the separation distance, is considered to achieve an acceptable relationship.

***Trees, landscaping and ecology***

59. Generally the scheme is acceptable. Conditions suggested by the Trees and Landscape and Landscape Design Officers are recommended. The layout has not addressed the issue of one of the large Acer trees, as this required a re-alignment of the road that was not possible to achieve. A second Acer is retained. The Landscape Design Officer has not objected

***Highways and car parking***

60. The road has been designed, having sought pre-application advice from the Local Highway Authority, which had, in initial comments on the application, considered it to be acceptable. The layout has been designed to reduce traffic speeds and to ensure that the access is safe for pedestrians and vehicle users. Although the road narrows it is passable by fire and rescue vehicles. If necessary the access can be amended, although this is likely to result in the loss of the Acer tree.
61. A disabled car parking space will be allocated to an existing disabled tenant and a reduced number of parking spaces re-provided. The scheme is provided with 29 car parking spaces, 3 of which are reserved for visitors and 5 adjacent to no. 42 are to likely to be utilised by existing residents of Orchard Close. This equates to approximately 1.6 spaces per new dwelling (excluding the 5 referred to above). The revisions address the crime prevention officer's initial comments and more car parking is provided in small courts rather than on plot.

***Public open space***

62. The site layout currently does not provide on-site open space. The agent accepts the requirement for public open space and has confirmed that this will be met off site through a financial contribution.

***Flooding and Drainage***

63. The site is not in an area of high or medium flood risk identified by the Environment Agency. As operational development on a site of less than 1 hectare in Flood Zone 1, standing advice to Local Authorities is provided that SUDS are the preferred method for surface water drainage.
64. Soakaways are proposed and are an accepted form of SUDS by the Environment Agency and under Building Regulations. The suitability of these is a matter to be dealt with under Building Regulations and the Building Control Manager has not expressed a concern with this approach for the site.
65. Anglian Water has responded regarding the suitability of connection to the main foul sewer and is satisfied that the system is adequate to accommodate the additional needs of the development. In light of local concerns however, the Drainage Manager's response will be sought to ascertain if this is an issue with which he is concerned and a verbal update will be given.

***Archaeology***

66. The agent has been advised of the County Council's requirements for pre-determination assessment of the site. The applicant is awaiting the outcome of this meeting before undertaking such work. Further guidance will be sought from the County Council once such an assessment has been undertaken.

***Other matters***

67. The adjacent objection site (No. 15) for housing is not a material planning consideration in determining this application. It is to be assessed on its planning merits against the adopted local development framework as part of the site specific policies.

**Recommendation**

68. **Delegated approval** is sought subject to the satisfactory resolution of outstanding issues of foul drainage, further archaeological assessment and clarification of the Highway Authority's requirements; appropriate safeguarding conditions, including schemes to secure the affordable housing provision and public open space infrastructure provision.

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

- South Cambridgeshire Local Development Framework Core Strategy 2007
- South Cambridgeshire Development Control Policies DPD 2007
- Planning File Refs: S/0686/08/F and S/0846/74/O
- Documents referred to in the report including appendices on the website only and reports to previous meetings

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