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24 February 2009

To: Chairman – Councillor Mrs PS Corney
Vice-Chairman – Councillor RJ Turner
All Members of the Planning Committee - Councillors RE Barrett, Mrs VM Barrett, Mrs PM Bear, BR Burling, TD Bygott, Mrs JM Guest, Mrs SA Hatton, SGM Kindersley, MB Loynes, CR Nightingale, Mrs DP Roberts, Mrs HM Smith, PW Topping 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, 4 MARCH 2009** 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.

AGENDA

	PAGES
PROCEDURAL ITEMS	
1. Appointment of Vice-Chairman for the meeting	
2. Apologies To receive apologies for absence from committee members.	
3. General Declarations of Interest	1 - 2
4. Minutes of Previous Meeting To authorise the Chairman to sign the Minutes of the meeting held	

on 4 February 2009 as a correct record. The minutes can be viewed on the Council's website.

PLANNING APPLICATIONS AND OTHER DECISION ITEMS

- | | | |
|-----|---|------------------|
| 5. | S/2172/08/F – Cambourne (Jeavons Wood and Adjacent Land, Eastgate) | 3 - 24 |
| 6. | S/2379/01/0 – Impington (Orchard Park) | 25 - 32 |
| 7. | S/1424/08/RM - Papworth Everard (Land South of Church Lane and West of Ermine Street South)
The Appendices are attached to the electronic version of the agenda. | 33 - 52 |
| 8. | S/1624/08/RM - Papworth Everard (Land South of Church Lane and West of Ermine Street South)
The Appendices are attached to the electronic version of the agenda. | 53 - 70 |
| 9. | S/1688/08/RM - Papworth Everard Update (Land South of Church Lane and West of Ermine Street South)
The Appendices are attached to the electronic version of the agenda. | 71 - 78 |
| 10. | S/1561/02/LB and S/1498/02/F – Cottenham (Dunstall House, 193 High Street)
An Appendix is attached to the hard copy of the agenda. | 79 - 86 |
| 11. | S/2151/08/F - Ickleton (Dwelling – Land to the North West of 9-17 Grange Road)
Appendix 1 is attached to the electronic version of the agenda. | 87 - 94 |
| 12. | S/1862/08/F – Duxford (Red Lion Hotel, 42 Station Road East) | 95 - 116 |
| 13. | S/2066/08/O – Duxford (Land South of 8 Station Road West) | 117 - 128 |
| 14. | S/2101/08/F – Bassingbourn (The Cedars & The Orchard, 26 South End) | 129 - 144 |
| 15. | S/1475/07/LB – Gamlingay (47 Church Street) | 145 - 148 |
| 16. | S/2166/08/O – Gamlingay (6 Little Health) | 149 - 154 |

INFORMATION ITEMS

The following item is included on the agenda for information and is available in electronic format only (at www.scams.gov.uk/meetings and in the Weekly Bulletin dated 25 February 2009). If Members have any comments or questions relating to issues raised therein, they should contact the appropriate officers prior to the meeting.

17. **Appeals against Planning Decisions and Enforcement Action**
Summaries of Decisions of interest attached.
Contact officers:
Gareth Jones, Corporate Manager (Planning and Sustainable Communities) – Tel: 01954 713155

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

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If someone feels unwell or needs first aid, please alert a member of staff.

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Banners, Placards and similar items

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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Since 1 July 2008, the Council has operated a new Smoke Free Policy. Visitors are not allowed to smoke at any time within the Council offices, or in the car park or other grounds forming part of those offices.

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Visitors are asked to make sure that their phones and other mobile devices are set on silent / vibrate mode during meetings or are switched off altogether.

ADVICE TO MEMBERS OF THE PUBLIC ATTENDING AND / OR SPEAKING AT THE PLANNING COMMITTEE MEETING

Is this meeting open to the public?

Yes. The vast majority of agenda items will be considered in public. In extremely rare situations, the law does allow Councils to consider a limited range of issues in private session without members of the Press and public being present. An example would be a planning enforcement issue in which sensitive personal matters are discussed, or options which, if publicised, could prejudice the Council's position. 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.

When and where is the meeting?

Details of the location, date and time of this meeting, and members of the Committee are shown at the top of the front page of the paper agenda. Details of the contact officer can be found at the bottom of that page. Further information, including dates of future meetings, is available on the [Council's website](#).

Can I speak? Who else can speak?

Yes (but only if you have already written to the Council in response to formal consultation). If you wish to speak, you must register with Democratic Services by 12 o'clock noon on the Monday immediately before the meeting. Ring the number shown at the bottom of the front page of the agenda. Speaking to a Planning Officer will **not** register you to speak; you must register with Democratic Services. There are four categories of speaker: One objector (maybe on behalf of a group), the Applicant (or their agent or a supporter), the local Parish Council and the local Councillor (s) if not members of the Committee. Occasionally, the Chairman may allow other speakers – for details, see the [Public Speaking protocol](#) on the Council's website

What can I say?

You can have your say about the application or other matter but you must bear in mind that you are limited to three minutes. You should restrict yourself to material planning considerations: Councillors will **not** be able to take into account issues such as boundary and area disputes, the perceived morals or motives of a developer, the effect on the value of property (including yours), loss of a private view over adjoining land (unless there a parallel loss of an important view from public land), matters not covered by planning, highway or environmental health law, issues such as access, dropped kerbs, rights of way and personal circumstances, suspected future development, or processing of the application. Further details are available in the Council's [Protocol for speaking at Planning Committee](#) meetings. After you have spoken, Committee members may ask you to clarify matters relating to your presentation. If you are not present by the time your item is considered, the Committee will determine the application in your absence – it is not possible for officers to predict the timing of agenda items.

Can I give the Councillors written information or photographs relating to my application or objection?

Yes you can, but **not** at the meeting itself. If you want to send further information to Councillors, you should give them as much time as possible to read or view it. Their [contact details](#) can be obtained through Democratic Services or via the Council's website. You must send the same information to every member of the Committee and to your local Councillors. You can e-mail the Committee at [planningcommittee\(at\)scams.gov.uk](mailto:planningcommittee(at)scams.gov.uk) (replace (at) with @). Any information sent to Councillors should be copied to the Planning Officer dealing with your application.

How are the applications considered?

The appropriate planning officer will introduce the item. Councillors will then hear any speakers' presentations. The order of speaking will be (1) Objector, (2) Applicant / agent / supporter (3) Parish Council (4) local Councillor(s). The Committee will then debate the application and vote on either the recommendations of officers in the agenda or a proposal made and seconded by members of the Committee. Should the Committee propose to follow a course of action different to officer recommendation, Councillors are required to give sound planning reasons for doing so.

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 – 4 March 2009 – Declaration of Interests

Councillor

Personal / Personal and Prejudicial [delete as appropriate]

Item no: App. No. Villiage:

Reason:

Personal / Personal and Prejudicial [delete as appropriate]

Item no: App. No. Villiage:

Reason:

Personal / Personal and Prejudicial [delete as appropriate]

Item no: App. No. Villiage:

Reason:

Personal / Personal and Prejudicial [delete as appropriate]

Item no: App. No. Villiage:

Reason:

Please return the completed form to ian.senior@scambs.gov.uk prior to the meeting, or leave it with the Democratic Services Officer in the Chamber, or leave it with the Democratic Services Section.

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]

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

Reason:

Personal / Personal and Prejudicial [delete as appropriate]

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

Reason:

Please return the completed form to ian.senior@scambs.gov.uk prior to the meeting, or leave it with the Democratic Services Officer in the Chamber, or leave it with the Democratic Services Section.

SOUTH CAMBRIDGESHIRE DISTRICT COUNCIL

REPORT TO: Planning Committee

4th March 2009

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

S/2172/08/F - CAMBOURNE
Outline Application for the
Erection of a 2 Form Entry (420 Places) Primary School with 14 Classrooms,
Hall, Activity Room, Atrium Area and Extended School Facilities
at Jeavons Wood and Adjacent Land, Eastgate, Cambourne
for Cambridgeshire County Council

Recommendation: Approval

Date for Determination: 17th April 2009

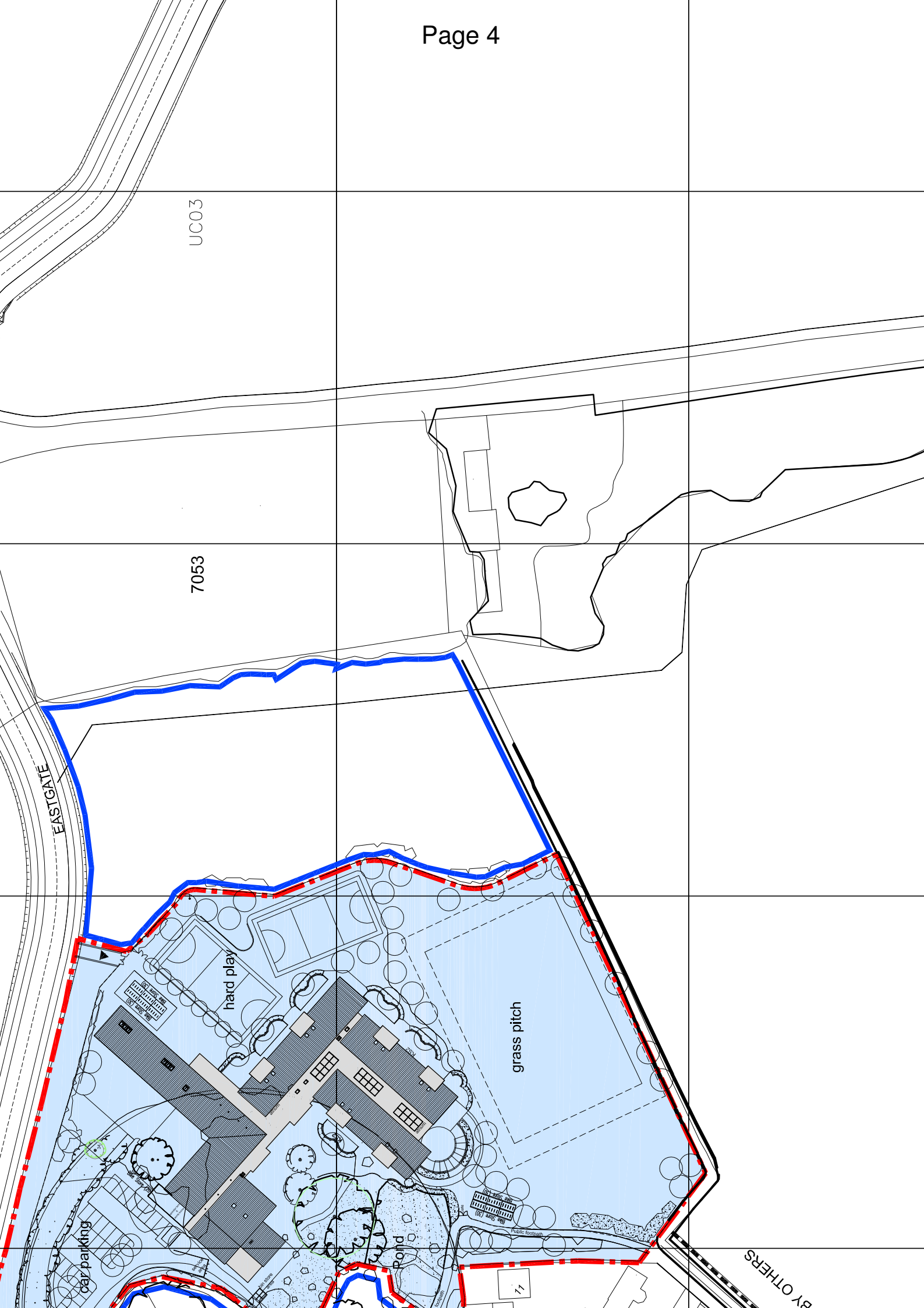
Notes:

This Application has been reported to the Planning Committee for determination because the proposal does not accord with the Development Plan.

Departure Application

Site and Proposal

1. **The site and its surroundings:** The 2.07 hectare site lies on the south side of Eastgate, east of Jeavons Lane, and comprises the eastern part of an overgrown former 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, burial ground, and the Great Cambourne cricket field, beyond which, north of Lancaster Gate, the sports playing fields complete the masterplanned 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** is submitted by Cambridgeshire County Council with full details, to overcome the reason for refusal (see History) of Outline application S/6448/07/O submitted by MCA Developments Ltd, (the Cambourne developer and landowner of the site), by reducing the impact on trees. The scheme 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 at a later stage to 420 pupil places if required. The application is for the whole 420 place school. The building would comprise 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 the better quality Jeavons trees would be retained. To the northeast of the main building a narrower community Extended School Facilities (ESF) wing would extend towards the road. The main pedestrian entrance from Eastgate would be just beyond this. The materials are chosen to be woodland tones to complement the backdrop; Freshfield Lane brickwork, large windows with blue frames, small panels of white render, and feature ochre render on the small projecting elements to articulate the long classroom elevations. At upper level the clerestory and hall walls are cedar cladding, and the roof red-brown tiles.
3. The return to the northwest of the buildings would accommodate 2 play areas for the ESF and reception classes, whilst the return to the northeast would contain 2 hard play areas. 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 westwards to Jeavons Lane, and the other leading south to Bullrush Lane and beyond it to Tithe Way greenway. The circular line of trees would be retained around the north side of the application site, with removal only of dead or dying trees. The western part of Jeavons Wood lies outside the application site, and is proposed to be opened to the public as a nature conservation park. In the southeast quadrant of the Jeavons circular site the building would “wrap round” the more significant trees, necessitating removal of a section of overgrown hedge but few trees.
 4. **The Design and Access Statement** describes the site search for a suitable site to cater for the existing urgent need for primary school places in Cambourne (see below), It also sets out the design process to avoid detriment to the trees on site which contribute to the landscape character of the locality. This has resulted in a design which “slots in” between the larger trees and the circular feature group of trees. The statement also points out that the proposal also allows for the proper tree and landscape management of Jeavons Wood and would provide for significant new tree planting to mitigate the loss of existing trees. The single storey scale of the building is designed to allow for the trees on site to dominate in the street scenes.
 5. **A Planning Statement** has been prepared by John Martin Associates 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 on its own would have had insufficient area and, because of the constraints of the mature trees, would have had additional construction costs and risks.
 6. 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 weldmesh for security.

7. 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.
8. **The Transport Assessment and Supplementary Assessment (TA)** describes the road network in the vicinity of the site, its suitability for pedestrians and cyclists, and the bus services. Parking provision (25 spaces) for staff only, plus disabled parking and a delivery bay are proposed. This meets the Council's adopted parking standard. It is stated that this will minimise the number of vehicles turning in to the school access, and in turn the level of conflict between turning vehicles and pedestrians. Covered parking for 140 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." The computer-modelled traffic flows are well within the design capacity of the junctions.
9. 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 pedestrian and cycle access to Eastgate is proposed, to the east of the car park entrance, 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 can be required by condition.
10. 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". Pedestrian crossing points with central refuge are proposed on Jeavons Lane south of the junction with Eastgate, and on Eastgate itself.
11. The recorded data for travel to school at Monkfield Park shows a high propensity to walk and cycle to school. The TA anticipates that this situation will be replicated for The Vine school now that the route past construction sites adjacent to Lancaster Way has become relatively clear again, and as the readjustment of catchment areas reduces the number of "cross-town" trips to school. The new 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.”

12. **A Supplementary Transport Statement** clarifies how the survey data was collected, and the changing circumstances since /Back Lane has been opened up as a public route to Upper Cambourne and The Vine school. Observed driver behaviours such as corner-cutting at junctions would be likely to improve in proximity to a school. Other inappropriate behaviours such as parking in unsuitable locations are prohibited in the Highway Code, and school parents will be reminded of this in the work to implement the School Travel Plan.
13. **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 to Environment Agency. Implementation will be required by condition.
14. **An Arboricultural Report** is submitted which surveys and describes all the trees on site. The Report lists the size and condition of all the trees, and proposes that all the best quality trees should be retained within the school site. Tree Preservation Order 01/SC dated 09/03/2001 covers the site. The central large oak tree T1 and the Group of Trees including 3 oak, 5 ash and 1 sycamore would lie outside the school site. The outer circle of mixed trees, Area A1 in the Order, would mainly be retained, but on the southeast side the circle is formed of hedge and scrub. This is the part of the site where development would “break through” a small arc of the vegetation. An Arboricultural Impact Assessment plan shows the size and condition of trees affected in this quadrant. The Tree Protection Plan shows the areas to be protected by robust fencing prior to commencement, which would prevent any construction works, traffic or storage on the roots or beneath the canopy of trees on and adjacent to the site. Because of the close proximity of works to trees, the building foundations will be piling (not dug trenches), and there will be “no dig construction” of the edge of the car park and a small area of the paving adjacent to the building. Parts of the southern footpath will be raised decking to avoid compression of roots within the wooded area.
15. **Ecological Assessment:** Ecological surveys have been undertaken over the course of the Cambourne development by Ecological Services Ltd. A survey and report has been prepared by ERA Consultancy to accompany this application, which uses the general Cambourne data and surveys of the site itself. 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. The trees with potential for bat roosts are outside the development site and not at risk. Monitoring for grass snake can take place during the summer months, and the translocation of any found can take place at the same time as any newts. The report also recommends 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. As the larvae of many butterfly species feed on grasses, areas that are being left as long grass should not be cut every year but on a 2-3 year rotation. These objectives will be sought in the management plan for the public open space and for the detailed planting scheme for the school development.

Planning History

16. **S/1371/92/O** Outline permission for new settlement of 3,300 dwellings and associated facilities including, among other things, two primary schools.
17. **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.
18. **S/6448/07/O** Outline application by MCA Developments for 2-form entry primary school at Jeavons, refused by Planning Committee on 6th August 2008 for the reason "The development would result in adverse impact on an area of established trees and hedge which contribute to the character of the locality. The loss of these original features within Cambourne would be detrimental to landscape character and visual amenity contrary to Policies NE/4, DP/1p and DP/2 1a and b of the Local Development Framework Development Control Policies DPD 2007."
19. **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. Approved by the County Council Planning Committee on 25th July 2008 but not pursued as MCA Developments would not release the land.
20. **S/1982/08/CC** Cambridgeshire County Council Regulation 3 application for provision of a temporary school on the Parish Council proposed Burial Ground site north of Eastgate 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. Approved by the County Council Planning Committee on 22nd January 2009 and not called in by the Secretary of State, as the departure from the Development Plan in respect of the Cambourne Master Plan does not relate to matters of more than local importance. It is anticipated that this temporary school will open in September 2009.

21. Cambourne approved **Masterplan** Revision 30 shows the land as open space/golf course, and the circular Jeavons for housing 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 phase is currently being developed for housing).
22. 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.
23. **Tree Preservation Order** 02/01/SC dated 9th 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.
24. **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:

25. **STa-k (Objectives).**
26. **ST/4 (Rural Centres).**

Local Development Framework Development Control Policies 2007:

27. **DP/1** (Sustainable Development), **DP/2** (Design of New Development), **DP/3** (Development Criteria), **DP/4** (Infrastructure and New Developments), **DP/6** (Construction Methods), **DP/7** (Development Frameworks), **SF/6** (Public Art and New Development), **SF/9** (Existing recreation areas), **NE/1** (Energy Efficiency), **NE/3** (Renewable Energy Technologies in New Development), **NE/4** (Landscape Character Area), **NE/6** (Biodiversity), **NE/10** (Foul Drainage), **NE/11** (Flood Risk), **NE/12** (Water Conservation), **NE/14** (Lighting Proposals), **TR/1** (Planning for More Sustainable Travel), **TR/2** (Car and Cycle Parking Standards), **TR/3** (Mitigating Travel Impact), **TR/4** (Non-motorised Modes)

South Cambridgeshire Local Plan 2004 saved policies:

Cambourne 2 (Development in accordance with Cambourne Approved Masterplan and Design Guide).

28. **SE7** (Development in accordance with Cambourne Masterplan and Design Guide).

Consultations

29. **Cambourne Parish Council** 3rd February 2009

“There was an in depth discussion on the application and correspondence between the applicants agent. The basic shape of Jeavons Wood is to be retained.

Concern was raised about the possibility of 3 building projects in close proximity and the siting of the School and the traffic/parking in the vicinity of the site. It was resolved that the application be approved:- the site may not be the best location, but as the applicants have done the best to address the issues raised by the Parish Council. The attached correspondence should form part of the application and part of the conditions.

The following conditions should be considered:

- (a) The Zebra crossing installed prior to the commencement of construction in the interest of road safety.
- (b) Confirmation of the use of Church car park as there is no provision in the application for parental parking for dropping off or collecting children at the start and end of the school day.
- (c) The school should be limited to 2 form entry with no further increase in size.
- (d) There should be no further erosion of the green space, preserving the gap between Great and Upper Cambourne.

In line with the Parish Council’s disability policy we would request that access should be higher than part M with level access to all entrances both to and within the building. There should also be separate disabled toilets for pupils.”

30. **County Highway** – Requires visibility splay condition.
31. **The Highway Authority** will also seek the provision of a 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:

“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”.

“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”.

“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”.

32. **County Archaeologist** - The area has been subject to a programme of archaeological evaluation, with negative results (Historic Environment Record Number ECB1064). We do not consider further investigation to be necessary and have no objection to the planning application.
33. **Police Architectural Liaison Officer** - Recommends “in view of the potential for Crime and Anti Social Behaviour that the site boundary weldmesh fencing be 2.4 metres high to comply with BS. 1722. With the incorporation of this development within Jeavons Wood, care should be taken to prevent existing trees from becoming a climbing aid. Any branches which allow climbing onto the fence should be cut back in consultation with an arborist. Normally, it is recommended that there must be no structures or physical features that compromise the security of the site. This is an issue for this application due to the proposed location of the site. Whilst meticulous planning has taken place to fit the proposed school within the site layout, almost all of the south-west side of the fencing and building is hidden by the trees of the existing Jeavons Wood. From a Community Safety and Crime Reduction this would not normally be recommended”.

“The number of entrances to school sites should be reduced to the minimum practicable. In this case there are three points of entry, two from Eastgate and one from a footpath accessed from Jeavons Lane. One main entrance is the standard recommended for pedestrians and vehicles. I would recommend that the Car Park entrance is gated and secured during school hours. This would ensure that all visitor access is via the pedestrian route to the Main Reception providing adequate control and monitoring of visitors. The prevention of open access to the school is essential and some form of entry control systems should be incorporated. The main entrance showing the direction to the reception, to be clearly signed”.

“Landscaping must not prevent natural surveillance of the site. Therefore all shrubs and hedges shall generally have a maximum growth height of 1metre. Where practicable, all trees should be pruned up to a minimum height of 2.2 metres, thereby maintaining a clear field of vision around the site. Mature trees must not obscure lighting columns nor become climbing aids”.

“I would suggest that CCTV should be considered in the design of this building. Bollard Lighting as shown is not acceptable within parking areas. The spread of light from bollards is at a low level, therefore failing to provide sufficient illumination for facial recognition and are easily damaged. I

recommend the use of column mounted luminaries that emit a 'white' light, projected downwards, to reduce light spillage and pollution. Natural surveillance of the car and cycle parking should be provided. Further advice is given on building details to deter climbing and intrusion, including reinforcement, flush-fitting down pipes, laminated glazing and high performance windows and doors".

34. **Environment Agency** – No objection subject to compliance with the measures in the Flood Risk Assessment dated April 2008 to limit the rate of surface water run-off. This is to be required by condition.

35. **Anglian Water** – no reply, previously - 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.

36. **Council's Tree Officer** – no objection subject to conditions relating to management and supervision of the process on site, details of root and tree protection.

37.

Representations

38. Two email responses seeking clarification of the alignment of the surface water drainage ditch and footpath to the south of the site, since they need to link up with the existing systems at Bullrush Lane. Maintenance regime and responsibility for this part of the site needs to be put in place, and the private property boundaries to adjacent houses should be protected. The type and intensity of lighting is queried, in case it illuminates rooms which are normally dark.

39. Two further email responses, recognising the need for a school, but objecting to this particular site on grounds of:

- (a) Preference for location in Lower Cambourne to spread catchments areas,
- (b) Increased traffic volumes and parking on Eastgate and Jeavons Lane at the beginning and end of the school day, to the detriment of road safety and residential amenity,
- (c) Congestion and hazards caused by parked cars and irresponsible driving on Jeavons Lane which is a bus route,
- (d) Increased pedestrian flows in Jeavons Lane causing conflict with residential driveways,
- (e) Insufficient parking proposed on-site,
- (f) Damage to an original landscape feature of the area, the circular form of the tree belt,
- (g) Loss of wildlife habitat,
- (h) Erosion of the green gap between Great and Upper Cambourne, contrary to the Cambourne Masterplan,
- (i) Risk to children around mature trees,
- (j) Loss of privacy and seclusion at houses adjacent to the proposed footpath from Jeavons Lane, particularly at number 1,
- (k) Potential light spill towards residential properties,
- (l) Potential hazards to people using the new footpaths,
- (m) Insufficient ambition to achieve a higher sustainability rating,
- (n) Concern about the opening hours being extended.

Planning Comments – Key Issues

40. 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, preservation of trees and open spaces, compliance with the Cambourne Masterplan and Design Guide, and compensation for loss of public open space on the “golf course” site by a properly managed woodland park in the remainder of Jeavons Wood.
41. **Location** – The County Council, as Education Authority, has an urgent need to provide for additional permanent primary school places in Cambourne, and has therefore approached 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 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.
42. 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.
43. 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.

44. **Capacity of the site** – The first phase of building would have 6 classrooms, hall, library, activity and administrative rooms, as well as the Extended School Facilities. The addition of phase 2 with 8 classrooms would extend the building southeast, bringing it to 35 metres from the nearest house. The overall internal floorspace of the building would be 2500m². 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.
45. Provision for 25 staff cars and one 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 140 bicycles proposed in three 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). Although the Parish Council has queried whether further expansion might be sought, there would not be sufficient space on this site, and the County Education Authority has a strong policy preference for primary schools to be no larger than 420 places.
46. **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 was previously in 2008 a perceived problem of road safety for pedestrians and cyclists in Eastgate because of the housing construction in Upper Cambourne and the route to the Vine School being used at that time for an unusually high proportion of school journeys by private car. The situation has changed with the opening of Back Lane as the priority route to Upper Cambourne. 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 crossing point on Jeavons Lane would assist pedestrians and cyclists from Great Cambourne en-route to Jeavons and The Vine schools. Although the TA describes the crossing on Jeavons Lane as a zebra crossing, it also recognises the low levels of traffic outside school journey periods. Under these circumstances the County Development Control Engineer advises that zebra crossings that are used intensely during limited periods (e.g. outside schools) have a tendency to increase risks to pedestrians during the rest of the day as they are under-used and motorists do not expect to see anyone crossing. Appropriate crossings, such as central refuge, are to be sought by Section 106 agreement.
47. 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. As there are no residential accesses off Eastgate, kerbside parking there for the short periods at each end of the school day is not considered to be problematic, but the Travel Plan would address working with parents and carers to deter inconsiderate parking on other streets.

48. 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.
49. **Safety and security** –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 therefore complies with Policies DP/2 and DP/3 of the Local Development Framework Development Control Policies DPD 2007.
50. **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 MCA Development'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. Surveys of ground nesting birds, amphibians and reptiles will be undertaken prior to work on site in order to comply with Policy NE/6 (Biodiversity) of the Local Development Framework Development Control Policies DPD 2007.
51. **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 other 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. The school development would produce very little spoil because of the piling foundations. It is therefore concluded that the proposal complies with Policy DP/6d of the Local Development Framework Development Control Policies DPD 2007.
52. **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 layout has been altered to pull the forward most part of the building away

from the frontage arc of trees, and to link the parts of the building to make the best, most economical use of space. The rectilinear shape would be varied by the protrusion of the classroom lobby/service facilities, and the roof would be reduced in scale and impact by the use of a central atrium 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 wing of the building would be closer to the road but only 5.8 metres to the ridge, thus allowing the trees to remain the dominant feature in the street scene. The ancillary structures such as cycle shelters, sun shades and play equipment are designed and sited 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.

53. **Preservation of trees and open spaces** – All the individual TPO trees are to be retained within the scheme, as is the majority of the circular belt of boundary trees, so that the main views from the surrounding area would be characterised by views of the trees which currently mark this point of transition at the edge of Great Cambourne. The trees to be removed are those of poorer condition and/or smaller size, many of which would be likely to be removed in the interests of good management whatever the future use of the land. In total, there are 219 surveyed trees within the Jeavons circle; of these, approximately half lie within the planning application site. 30 trees are to be removed, and 78 trees are to be planted. These will provide a succession of new trees for the future, enliven the internal spaces, screen the building, and blend the outer boundaries with the surrounding trees, hedges and open space. They have also been chosen as characteristic local species, for which there is ample space within the layout, and to enhance biodiversity and wildlife value, complementing the retained area of Jeavons which will be managed for that purpose. It is therefore concluded that the previous conflict with Policy NE/4, DP/1p and DP/2 1a and b (local landscape character and value) of the Local Development Framework Development Control Policies DPD 2007 has been overcome.
54. **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.

55. **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. MCA Development Ltd has confirmed its willingness 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

56. 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 pedestrian/cycle crossings near the Eastgate/Jeavons Lane junction, 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. The development hereby permitted shall be begun before the expiration of 3 years from the date of this permission.
(Reason - To ensure that consideration of any future application for development in the area will not be prejudiced by permissions for development which have not been acted upon.)
2. No development shall take place until full details of both hard and soft landscape works have been submitted to and approved in writing by the Local Planning Authority. These details shall include indications of all existing trees and hedgerows on the land and details of any to be retained, together with measures for their protection in the course of development. The details shall also include specification of all proposed trees, hedges and shrub planting, which shall include details of species, density and size of stock.
(Reason - To ensure the development is satisfactorily assimilated into the area and enhances biodiversity in accordance with Policies DP/2 and NE/6 of the adopted Local Development Framework 2007.)
3. 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.)

4. 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.)

5. 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).

6. xxxxx The scheme of ecological enhancement hereby approved etc etc 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 20th 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.)

7. 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 20th 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.)
8. 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.)
9. 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.)
10. Development shall take place in 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.)
11. 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.)

12. None of the buildings shall 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.)
13. 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.)
14. 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.)
15. 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.)
16. 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.)
17. The development permitted by this planning permission shall only be carried out in accordance with the approved Flood Risk Assessment

(FRA) dated April 2008 and the following mitigation measures detailed within the FRA:- Limiting the surface water run-off generated by the 1 in 100 year critical storm (with climate change allowance) so that it will not exceed the run-off from the undeveloped site and not increase the risk of flooding off-site.

(Reason - To prevent the increased risk of flooding by ensuring the satisfactory storage of/disposal of surface water from the site in accordance with Policies DP/1 and NE/11 of the adopted Local Development Framework 2007.)

18. Prior to the commencement of any development, a scheme for the provision and implementation of foul water drainage shall be submitted to and agreed in writing with the Local Planning 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.)

19. 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.)

20. 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.)

21. 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
NE/14 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: - road safety and parking, open space and trees, drainage and footpaths, and relation to residential properties.

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 files 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/6448/07/O Third primary school on Jeavons
S/0452/08/CC Temporary school adjacent to Jeavons
S/1982/08/CC Temporary school on Burial ground
Masterplan Revision 30
Design Guide 1995
Tree Preservation Order 02/01/SC dated 9th March 2001

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

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SOUTH CAMBRIDGESHIRE DISTRICT COUNCIL

REPORT TO: Planning Committee4th March 2009**AUTHOR/S:** Executive Director / Corporate Manager – New Communities

**S/2379/01/0 – IMPINGTON (ORCHARD PARK)
Update on the Progress of the S106 Agreement**

Recommendation: to note the report and to instruct officers to continue to monitor progress on the provision and handover of facilities, taking any necessary action to ensure that process continues in a timely fashion.

Date for Determination: N/A

Notes:

This Application has been reported to the Planning Committee because Orchard Park has been the subject of a Scrutiny report in 2008, and continuing public and partner interest. Due to the economic downturn, questions have been raised about the delivery of community facilities, since some have been delayed.

Background

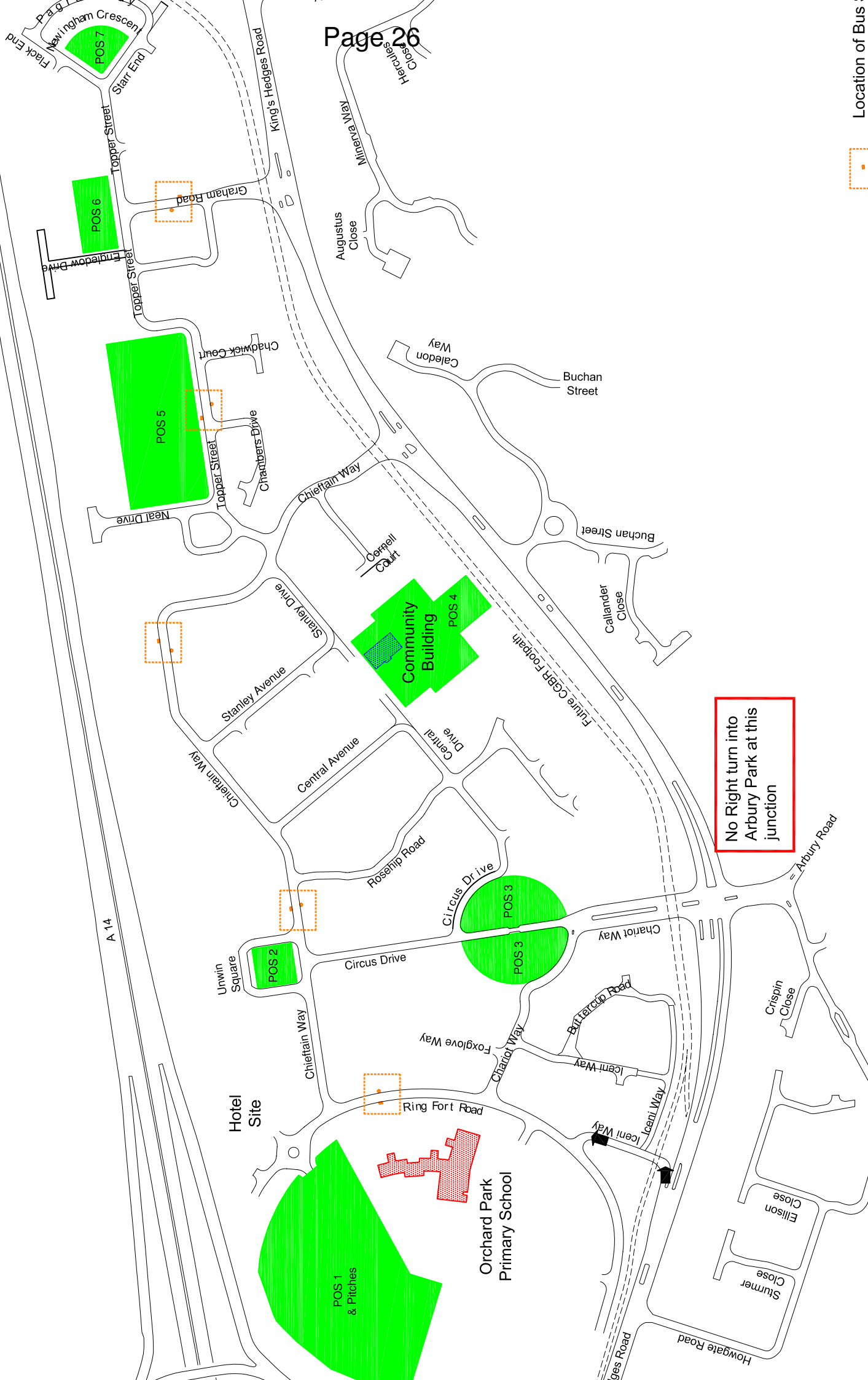
1. Planning permission was granted for the Orchard Park development (formerly Arbury Camp) under outline planning permission S/2379/01/O dated 14th June 2005. Development is well underway, with 433 dwellings occupied.
2. Orchard Park is regularly in the public eye and has attracted negative as well as positive comments. The Scrutiny Committee set up a Task and Finish group in early 2008 to examine the development so far as make recommendations as to learning points for the future, resulting in an Arbury Park Scrutiny Review in October 2008. Since the site is under scrutiny from several quarters, and often suffers from erroneous claims, officers have been requested to update Members on the progress of development in relation to the facilities, services and infrastructure required through the S106 Agreement, in order to provide clarity.

Representations

3. Gallagher's planning director wrote to the Council most recently on 18th November 2008, setting out that company's programme of works in relation to the trigger points for the facilities associated with Public Open Spaces and bus shelters. The programme is noted below in relation to each facility.

Planning Comments – Key Issues

4. Orchard Park was noted by the Scrutiny Task and Finish Group as having an "excellent, wide-ranging Section 106 settlement". The S106 Agreement requires the provision of certain facilities, services and infrastructure to support the new population, to be provided at certain levels of occupation, known as "trigger points". This report concerns the community facilities required in Annex 8 of the s106 Agreement. Most have a trigger for commencement and a trigger for completion, based on numbers of dwellings occupied.



No Right turn into Arbury Park at this junction

Hotel Site

Orchard Park Primary School

Facilities within Public Open Space 1 (POS1)

5. POS1 is located near to the primary school, and comprises the main sports area for the development. The requirements of the S106 are a LEAP (Local Equipped Area for Play), a changing pavilion, grounds maintenance store, tennis courts, artificial turf training pitch, grass pitches, and informal outdoor play space to include a macadam fenced area for informal sport, a wheeled sports area (skatepark), a youth shelter, and soft landscaping.
6. The trigger points associated with the LEAP are for it to be commenced at 100 occupations and completed at 150. The grass pitches are to commence within 3 months of the second planting season following commencement of the overall development, with completion 24 months thereafter (effectively February 2009). The remaining facilities for POS1 noted in the paragraph above all have a trigger points of commencement at 150 dwellings and completion at 300 dwellings. Therefore, the LEAP and grass pitches should be provided by now and the other facilities should have commenced. On the ground, the changing pavilion has been constructed, although yet to be fitted out, along with the base course of the car park. The LEAP has been delayed due to lengthy consultation and negotiation regarding its design.
7. The developer's programme states that the LEAP will commence in March 2009, to be completed by summer 2009. The changing facility is complete, and the associated finishing works, along with all the courts and pitches and soft landscaping will commence in March 2009 for completion summer 2009.
8. The developer is unable to commence construction on the facilities because the planning conditions requiring approval prior to commencement have not all be complied with. Officers are presently in the process of considering and negotiating the submission that have been made and working towards their approval. Once approved, the contractor will be on site for approximately 4 months. It is anticipated that by the date of the Committee the developer will have confirmed the likely start and finish dates for the works. Therefore, whilst the POS1 site has not been provided in accordance with the required trigger points, there is nothing to be gained through formal action, since the work to make those provisions is in progress. Some of the delay is due to the need for considerable care, involving the obtaining of specialist advice to resolve the technical specifications, to ensure that the facilities are fit for purpose and low maintenance. Obviously, officers will monitor this progress, and if any further action is considered necessary to ensure the continuation of the works in a timely manner, that action will be taken.

Facilities within Public Open Space 2 (POS2)

9. Hard landscaping, with trigger points for commencement one month after practical completion of adjacent residential parcels E3 and E4, with completion 5 months later. Neither trigger has yet been reached, because these parcels are part of a larger scheme which the subject of a current planning application, comprising the local centre (retail), offices and 20 flats and the POS itself. Therefore, no further action is required at this time.

Facilities within Public Open Space 3 (POS3)

10. Cycle/pedestrian route to be provided when the school opens, and associated soft landscaping within the planting season following that provision. As the school is open, these triggers have both been reached. This has all been provided and is in

the process of minor “snagging” prior to formal handover. The developer’s programme states that the transfer process is to be commenced. Therefore no further action is required at this stage.

Facilities within Public Open Space 4 (POS4)

11. Community centre to be commenced by 75 occupations and completed by 150 occupations. A LEAP to be commenced by 130 occupations and completed by 150 occupations. A cycle/pedestrian route when the school opens and soft landscaping in the planting season following that provision.
12. The developer’s programme states that the completed building is subject to inspection and remedial works, with a timeline for opening to be agreed with SCDC. It also states that the LEAP and soft landscaping commenced in October 2008 and will be complete in March 2009, and the cycle route is now complete.
13. The Community Centre has been completed and detailed arrangements are being made for its handover. This has involved work being undertaken by officers in consultation with local Members, members of the Shadow Community Council and the Council’s community technical manager regarding compliance with the S106 Agreement and the acceptance of the building. Some desirable additional work has been identified that was not covered in the specification, including a security system and the raising of a ceiling. Funding is expected to be provided by Cambridgeshire Horizons for investment in the community centre to ensure it meets the needs of the new community, and this may be spent on these additional works and to contribution to the fitting out and furnishing costs. The centre will therefore be likely to be open by the summer.
14. The cycle route and landscaping, including a sensory garden, have been provided and await the handover process, along with the LEAP, parking and cycle racks which are to be transferred at the same time.
15. Therefore, no additional action is required at this stage, since officers and partners are working on improving the community centre and preparing it for transfer and opening. Officers will continue to work to this aim.

Facilities within Public Open Space 5 (POS5)

16. A grass kickabout area, to commence within 3 months of the second planting season following commencement of the overall development, with completion 24 months thereafter (effectively February 2009). A LEAP (commence at 25 occupations and complete at 50) and a NEAP (neighbourhood equipped area for play, to commence at 150 occupations and complete at 250), soft landscaping within the planting season following that provision.
17. On the ground, all these facilities have been finished and the developer’s programme states that the LEAP and NEAP are with solicitors for transfer, with transfer of the kickabout area to be commenced. Therefore, no further action is needed at this time.

Facilities within Public Open Spaces 6 and 7 (POS6 and POS7)

18. Open space to be provided by the 50th and 25th occupation respectively of “part 3 of the site” with soft landscaping in the planting season following that provision.
19. Both these facilities have been provided and the developer’s programme states that transfer is to be commenced. Therefore no further action is needed at this time.

LAPs (Local Areas for Play)

20. 13 LAPs across the development, within housing areas. Trigger points for their completion are set at the occupation of 75% of the dwellings within which the LAP is located. Some LAPs are to be located within parcels which have yet to be built, and therefore the trigger point does not apply to those yet. Other parcels where LAPs have already been provide are in parcels J, N1 and P. Those where LAPs should be provided but have not are M, A2 and C1.
21. An artist has designed 5 sculptural elements for 5 of the LAPs, of which the LAPs on parcels M, A2 and C1 are 3. They have been re-designed to incorporate this public art, and it is this which has led to their delay. The LAPs are to be provided during the current planting season, and have been procured by utilising public art contributions from the Section 106 Agreement and the money that the respective developers would have spent on a standard LAP. Contractors will be employed to install them under the supervision of both the artist and SCDC Landscape Design Officer.
22. Therefore, it is a matter for officers to continue to facilitate the procurement of the works and supervise them. Otherwise, no specific further action is needed at this time.

5 bus shelters

23. To be provided to a standard agreed with the Parish Council, located in agreement with the Parish Council, highway authority and bus companies, along with a maintenance contribution to the Parish Council to be paid upon the erection of the first bus shelter. There is no trigger point associated with this provision.
24. The bus route only started going through the site in January 2009, so it is early days. Nevertheless, officers are involved in the negotiations with the Parish Council, Highway Authority and bus company and will ensure the shelters are provided at appropriate times, along with the maintenance payment. Therefore, at this stage, it is a matter of officers continuing to monitor progress, and taking any further action if and when it becomes necessary.

Trees in road margins

25. Contribution to County Council for maintenance of trees along the spine roads, to be paid upon substantial completion of the development. As the development is not substantially complete, this trigger point has not been reached, and no action is therefore required at this stage.

Community Development

26. Contribution to District Council in 2 stages: occupation of the first dwelling and 12 months thereafter. Both triggers have been reached, and the payments have been made. A full time community development worker is employed on the site as a result, by Bedfordshire Pilgrims Housing Association. No further action is therefore required.

Public Art

27. Contribution to SCDC in 3 stages: commencement, 1st occupation and 400th occupation. The 400 occupations trigger has recently been reached and the Council's legal department is pursuing payment. The artists involved have worked well with the

emerging community on both permanent installations and temporary events, all of which have been received positively by residents. Indeed the Shadow Community Council has requested that the resident artist have their contract extended, which demonstrates the success of this approach.

Archaeological Interpretation Boards

28. Contribution to County Council for maintenance of interpretation boards to be erected by County Council, upon transfer of the Arbury Bank Camp and Ditch site. There is no trigger point for the transfer. It is therefore simply a matter for officers to continue to monitor progress towards the site's transfer, and taking any further action if and when it becomes necessary.

Initial Parish Administrative Sum

29. This has been paid, and no further action is therefore required.

Recommendation

30. The community centre in POS4 and the various sport and play facilities on POS1 are the facilities that have the most obvious impact, and the delays in their provision have resulted in negative publicity around the site as a whole. However, as described above, active progress is being made to provide these facilities as soon as possible.
31. In terms of both these and the other facilities, officers will continue to monitor progress of the provision and handover of facilities, and take any necessary action to ensure it continues.
32. It is worth mentioning that officer involvement in Orchard Park has evolved over the past year to a more "project team" approach, both internally, and externally with local Members, Impington Parish Council, the Orchard Park Action Group (OPAG) and partners. This was facilitated by the creation of the New Communities service within the Council, along with a new Corporate Manager. The New Communities service combines major developments planning, community and project management staff into one team, which has been able to work more closely under a project management regime. This approach has also been assisted by the employment of new staff: in particular a planning lawyer, S106 officer and S106 implementation officer. It is therefore hoped that Members will be reassured that the Council is now in a better position to move the delivery of major development sites forward. Indeed proactive work is already underway to support the Shadow Community Council pending the elections to the Orchard Park Community Council in June, and officers have also arranged a workshop with external partners on 10th March to explore ways of bringing development forward on the site to help Orchard Park towards completion and ultimate settling in of that new community.
33. Members are therefore recommended to note the report and to instruct officers to continue to monitor progress on the provision and handover of facilities, taking any necessary action to ensure that process continues in a timely fashion.

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

- Planning file ref: S/2379/01/O and associated S106 Agreement dated 14th June 2005.
- Letter from Gallagher Planning Director dated 18th November 2008.

Case Officer: Kate Wood – Principal Planning Officer (Major Developments)
Telephone: (01954) 713264

Presented to the Planning Committee by: Kate Wood

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SOUTH CAMBRIDGESHIRE DISTRICT COUNCIL

REPORT TO: Planning Committee4th March 2009**AUTHOR/S:** Executive Director / Corporate Manager - Planning and Sustainable Communities

S/1424/08/RM - PAPWORTH EVERARD
Approval of Appearance, Landscaping, Layout and Scale
For the Erection of 81 Dwellings
(Reserved Matters Pursuant to Outline Planning Permission Ref S/2476/03/O)
Land South of Church Lane and West of Ermine Street South
For Barratt Eastern Counties

Recommendation: Delegated Approval

Date for Determination: 11th November 2008
(Major Application)

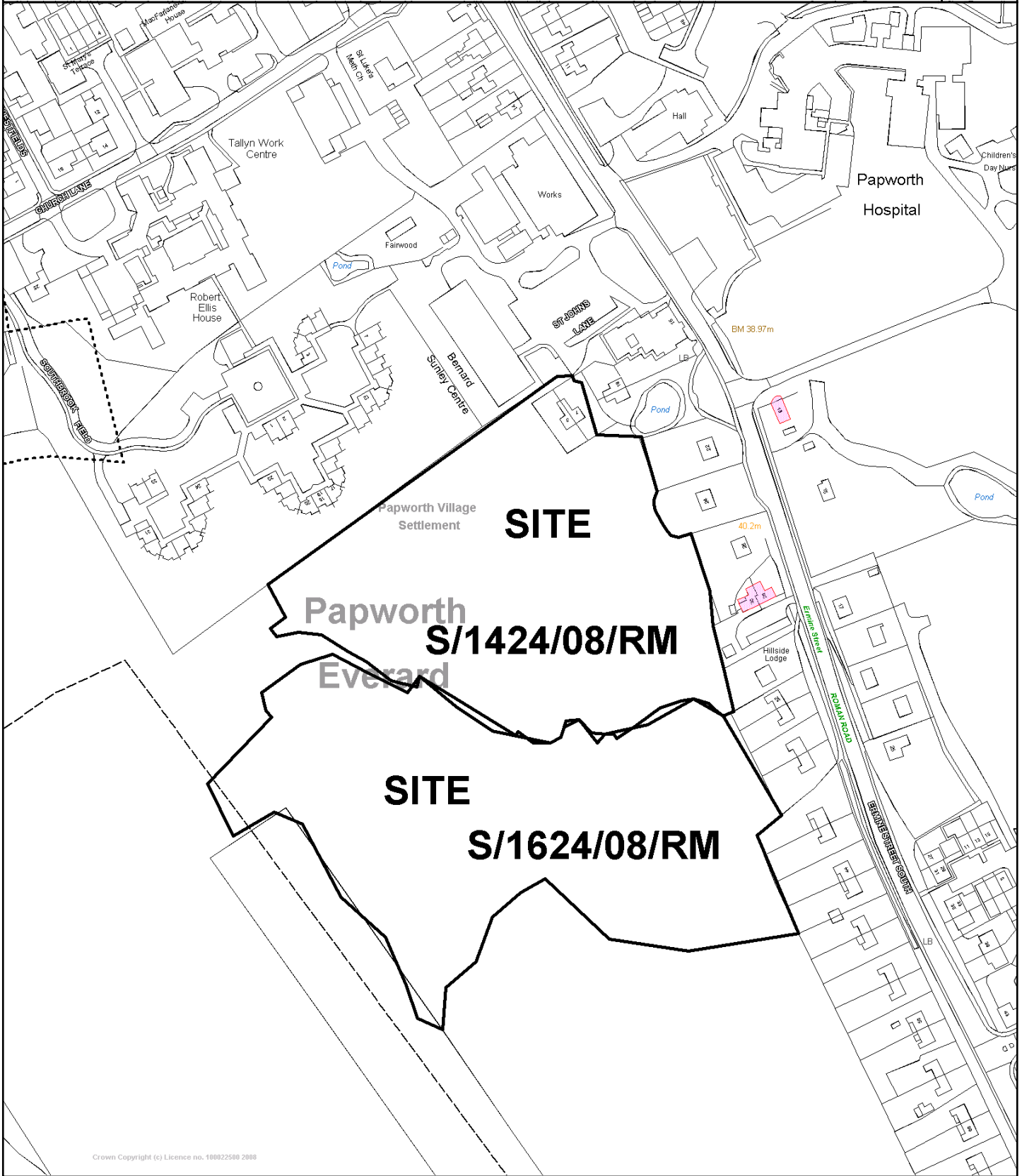
Notes:

This Application has been reported to the Planning Committee for determination because the recommendation of delegated approval by Officers is likely to conflict with the views from Papworth Everard Parish Council.

Site and Proposal

1. The site forms phase 1 (northern part) of the northern 'half' of a larger site of 21.63 hectare (ha) site that lies on the south western side of the village and is fringed with a ribbon of housing on the eastern Ermine Street boundary. To the south and west is open countryside; Cow Brook forms the south-western boundary with the newly completed bypass beyond.
2. Running north-west/south-east across the centre of the site at its highest point is a plantation of young trees. To the west of the belt, the site slopes sharply down into the valley of Cow Brook. The site is overgrown former agricultural land and there are few trees on site other than the plantation and adjacent to Cow Brook.
3. The reserved matters application received on 12th August 2008 proposes to address the siting, design and external appearance of 81 dwellings as well as the landscaping of part of the overall site. The application is supported by a planning and design statement, a landscape and visual impact assessment and landscape strategy, an ecological assessment and a sustainability appraisal. Apart from the layout details and the house type drawings the submitted plans show 3d impressions of views north west along St Peter's Lane towards St Peter's Church, character style types and how these are distributed within the site, massing details, areas for adoption/private/managed, street scenes, adoptable drainage layout and strategic and localised landscape details.
4. The application has been amended 3 times. The first amendment, received 2nd October 2008 substituted house types to concord more with those submitted on phase 2 (southern part of the northern 'half') under ref. S/1624/08/RM. The second amendment, received 12th November 2008 addressed many of the layout and design issues raised by the Council's appointed Urban Design Consultant (UD Consultant).

S-1424-08-RM



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Scale 1/2500 Date 19/11/2008

Centre = 528604 E 262590 N

December 2008 Planning Committee

The third amendment follows a series of meetings involving the UD Consultant, Conservation Officer, Papworth Everard Parish Council, Local Highway Authority, the applicants and the Case Officer. At the time of preparing this report this amendment is out for consultation. The consultation period expires on 2nd March 2009.

5. The 81 dwellings comprise 3 one bedroom flats, 2 two bedroom flats, 7 two bed houses, 27 three bedroom houses, 31 four bedroom houses and 11 five bedroom houses. 52% of the dwellings are two storey, 42% are two and a half storey and 6% are three storey.
6. The design approach is essentially traditional interspersed with some more contemporary styles.
7. The application is one of three that revise all of the details of the overall scheme of 365 dwellings. There is no increase in numbers of dwellings across the whole of the wider scheme. The overall density of housing on the overall site is approximately 30 dwellings per ha.
8. The layout of the streets largely follows that already approved which follows the basic principles laid down in the Council's Development Brief with, in relation to the overall site, the residential development confined to the allocated area on the eastern side of the existing plantation. To the west of the plantation is an extensive area of public open space (7.6 ha) sloping down to Cow Brook.
9. The approved overall scheme includes a central landscaped spine road that runs through the housing area linking the northern and southern vehicular access points to Ermine Street South. This proposal retains this.
10. A number of small open spaces are proposed within the residential area including two Local Areas of Play and the central Local Equipped Area of Play.
11. None of the 81 dwellings are to be constructed with solar panels on the roofs as these are to be installed on other dwellings within the wider scheme.

Planning History

12. In 2003 the Council published a residential development brief for the site which was adopted as supplementary planning guidance.
13. In 2005 Outline Planning Permission was granted for residential development on the site, including public open space, vehicular accesses together with the demolition of 3 blocks of semi-detached housing.
14. In 2006 a reserved matters application for 397 dwellings and public open space was submitted and withdrawn later that year.
15. In December 2007 Reserved Matters for 365 dwellings was approved.
16. Since the 2007 approval the overall site has undergone transfers in ownership. This has resulted in the need for the new developers to revise the details of the scheme by the submission of further reserved matters applications.
17. All reserved matters pursuant to the Outline Planning Permission ref. **S/2476/03/O** had to be submitted by 30th September 2008. As a result no further such reserved matters applications can now be submitted.

Planning Policy

18. **Local Plan 2004 Policy Papworth Everard 3(c), Local Development Framework (LDF) Core Strategy 2007 Policy ST/5, Local Development Framework Development Control DPD 2007 Policy, DP/1 – Sustainable Development, DP/2 – Design of New Development, DP/3 – Development Criteria, DP/6 – Construction Methods, HG/1 – Housing Density, HG/2 – Housing Mix, SF/6 – Public Art and New Development, SF/10 – Outdoor Playspace, Informal Open Space and New Developments, SF/11 – Open Space Standards, NE/1 – Energy Efficiency, NE/3 – Renewable Energy Technologies in New Development, NE/6 – Biodiversity, CH/2 – Archaeological Sites, CH/4 – Development within the Curtilage or Setting of a Listed Building, TR/2 – Car and Cycle Parking Standards.**

Development Brief

19. The site is subject to a Development Brief commissioned by the Council and adopted as supplementary planning guidance in September 2003.
20. A Statutory Press Notice was published on 2nd September 2008. A Site Notice was posted on 5th November 2008, when all consultees had been consulted.

Consultations

21. **Papworth Everard Parish Council** comments are awaited in relation to the recent amendments. It's previously recommended refusal - comments are attached as Appendix 1.
22. **The Council's Chief Building Control Officer** comments are awaited.
23. **Environment Agency** comments in relation to the most recent amendments are awaited. In relation to the wider scheme it previously confirmed that outstanding surface water drainage details may be dealt with, prior to commencement of development, under Condition 17 of the outline approval and has no objections.
24. **Local Highway Authority** comments in relation to the most recent amendments are awaited. It has previously commented in relation to the overall scheme:

Given the size and nature of the development the Highway Authority will seek to adopt those roads and paths etc. that serve a highway function.

The applicant should show on the submitted drawings the proposed widths of the carriageways (5.5 minimum), footways (2m minimum), areas of shared use (7m minimum), including specifically the initial access route into the site at 'Summer Hill Drive'.

The applicant should show the vehicle to vehicle visibility splays at the entrance to the site onto Ermine Street, these should be 2.4m x 70m in both directions.

Visibility splays should be fully dimensioned, these must accord with the proposed design speed for the road. The required dimensions can be found in table 7.1 in Manual for Streets.

The remaining comments relate to conditions to control visibility and informatives to indicate that any tree planting within areas of proposed adopted public highway will require a licence under Section 142 of the Highways Act and that the granting of a

planning permission does not constitute a permission or licence to a developer to carry out any works within the public highway.

25. **Conservation Manager** comments in relation to the proposal as originally submitted:

“No schedule of materials appears to have been given in the supporting documentation, design statements etc.

The site lies in a ‘best landscape area’. Due to the undulating nature of the topography, walls and roofscapes will all be prominent in the landscape.

DC Policies DPD Policy DP/1(p), Policy DP/2(j) and other policies make specific reference for the need to ensure siting, layout, design and materials of new development conserves and, where possible, enhances landscape.

The development affects the setting of the LB’s 4 & 6 Church Lane (grade IIs).

In the SCDC Design Guide, Papworth falls within the western Claylands Character Area, characterised by:

- (a) Buildings generally one and a half or two storeys, domestic in scale.
- (b) A variety of wall material used include plastered timber frame, warm red brick, occasional yellow, farm buildings typically in weatherboarding or flint
- (c) Roof materials include plain clay tiles, pantiles, long straw thatch and (from 1850’s) ‘Welsh Slate’.
- (d) Typical timber frame (18th century or earlier) details include high pitched roofs, casement or horizontal sliding sash windows, drip boards set into gable ends or over windows, 4-6 panelled, or plank doors and chimneys set laterally on the roof ridge.
- (e) Typical 18th century houses have 4 or 6 panelled front doors, gauged brick arches over windows and doors, distinctive corners.
- (f) Typical 19th century houses have sawtooth dentil courses, 4 or 12 pane vertical sash windows, 4 panelled front doors, contrasting brick dressings, decorative polychromatic brick work, chimneys sited at gables
- (g) The Design Guide looks to new development to “...reflect the form, scale and proportions of the existing vernacular buildings in the area, picking up the traditional building styles, materials, colours and textures...”

Other Developments in Papworth

Other development in the village, notably the South Park Drive housing scheme (Hopkins Homes) clearly does respond to the above policy backdrop. The houses are clearly proportioned to 19th century forms and incorporate (mainly 19th century) details including brick plinths, carved stepped bargeboards, narrow light casement and sash windows, chimneys, brick arches to windows and doors, along with stone sills, weatherboarding, stock bricks and traditional (type) modern representations of pantiles and slates.

Analysis of Submitted House Designs

Comment is only made on the design, materials, detailing. If suggestions are made to the building footprints/floor plans, this would then require a re-design of layout, which it is understood has been the subject of extensive negotiation.

Hierarchy of Buildings

There is very limited hierarchy of buildings – almost all (with the exception of the Summersfield) are built to standard Building Regs min dimensions. There are obviously differences between garages and house types; it would be hoped that there could be two and a half storey, two storey, 1 and three quarter – one and a half storey housing + the single storey garages. This would require further thought on detailing which has the potential to add greatly to the townscape interest.

Hierarchy of Materials

SCDC generally applies a hierarchy on the choice of building materials, based on the Design Guide. In this instance I would expect choice of materials to be based on the following principles:

- a) Two and a half storey houses, small pink/red plain tiles, warm red or buff/yellow local stock type bricks, detailing in contrasting/polychromatic brickwork.
- b) Two storey houses – formal design (such as the Thornton), small plain red/pink tiles, red or buff stock type bricks – NO contrasting detailing.
- c) Two storey houses – cottage types (Woodcote, Summersfield etc), red pantiles, buff stock type bricks OR flint and brick dressings or painted brickwork.
- d) Two storey flats over garages, pantiles, horizontal timber boarding and brick plinth or painted brickwork.
- e) Single storey, pantiles or Welsh Slate type (slate or hipped roofs), horizontal timber boards and brick plinth OR painted brickwork OR flint.

Hierarchy of Detailing

Detailing needs to be appropriate to the locality, the building materials, and reflect the Building Hierarchy.

Almost all the dormer windows proposed are at odds with the above principles.

The box eaves and verge details will form visually assertive features in the landscape and should be omitted.

Features such as the massed brick kneelers, brick soldier course bands, flat brick on edge or lintel bands, flat roof cottage porches are all inappropriate.

Rear elevations will be seen in the landscape and therefore should include basic architectural detailing/some interest.

Recommendations

This estate is the first phase of a larger scheme of development. It thus sets a benchmark for subsequent proposals. It is acknowledged that the development will have significant landscape impacts.

It is my view that the detailed design, choice of materials and architectural detailing do not fulfil the policy requirements referred to above.

I therefore recommend that this scheme is made subject to further discussions with the developers.

I cannot recommend approval as the proposals stand.

Notes

I understand amended plans have been submitted; these have not been seen but it is thought these are unlikely to change the thrust of this response.

26. Conservation Officer's recommended conditions in relation to the most recent amendments:

Architectural Detailing

Notwithstanding the indicative architectural detailing on front, side and rear elevation drawings, before work on site begins, drawings of at least 1:20 scale of the following detailing elements will be submitted to and approved by the Local Planning Authority:

- (a) Chimney construction, materials and detailing
- (b) Porches, bay window and dormer construction, materials and detailing
- (c) Window and door heads and sills on front, rear and side elevations
- (d) Wooden cladding and boarding materials, construction and detailing including junctions with adjacent materials
- (e) Eaves and verge construction, including dentil courses where proposed

Reason. To ensure visual quality and compatibility between all phases of the development and the existing village built form and its landscape setting and to assure the long term character and appearance of the development.

Building Materials

Prior to work beginning on site, details of the following will be submitted to and approved by the local planning authority:

- (a) Roof tiles and slates, and methods of fixing
- (b) All bricks
- (c) Horizontal wood and wood effect boarding, wooden cladding and other cladding materials
- (d) Rainwater goods, soil vent pipes and vents and other external mechanical, sanitary and electrical fittings and works
- (e) Garage and dwelling doors
- (f) Window materials

Reason. As *Architectural Detailing* above.

Building Material Sample Panels

Prior to formal construction work beginning on site, the developer shall erect on site, in an agreed position sample panels for EACH of the building materials combinations proposed, comprising:

- (a) 2m sq. minimum area of roof slate and tile at an appropriate pitch AND
- (b) 2m sq. minimum of each brick type incorporating a sample window with proposed heads (arches) and sills.
- (c) 2m sq. of render incorporating brickwork below dpc, a sample window with arch and sill detailing and painted in proposed colour schemes
- (d) 1m sq. of each materials where combinations of materials are proposed (for example brick and horizontal boarding or render and wood cladding).
- (e) Gutters, eaves construction and formed plinths.

Reason. To ensure that each proposed individual building material and the proposed combinations can be properly and objectively assessed in the context of the existing village and landscape forms.

Colour Schedules

Prior to formal construction work on site commencing, schedules of colour schemes for the following will be submitted to and approved by the local planning authority:

- (a) External dwelling and garage doors
- (b) Rainwater goods and other external pipe work
- (c) Cladding paints, stains and finishes
- (d) Painted surfaces including fascia boards, porches, bargeboards etc.

Reason. To ensure visual compatibility throughout all phases of the development.

Garages

Prior to start of work on site, detailed drawings and full schedules of proposed materials for all garages will be submitted to and approved by the local planning authority.

Reason. Details of the garages have not been submitted with the applications.

Also consider conditions relating to the following:

- (a) External Freestanding Walls, Fences and other enclosures – an overall plan is needed together with detailed design and specifications of materials etc
- (b) Treatment of Hard Surfaces, specification and samples of materials etc
- (c) Planting Areas, Tree, hedge and shrub planting , specifications, species, mixes etc
- (d) PD Rights – on solar panels, wind turbines, radio masts /aerials – Reason – to prevent loss of the visual appearance of the development and retain planning control where the use and enjoyment of neighbours may be prejudiced.

27. **Anglian Water** comments that it is obliged under the Water Industry Act 1991 to provide water and wastewater infrastructure for domestic purposes for new housing within its area. It further states that the foul flows from the development can be accommodated within the foul sewerage network system that at present has adequate capacity. There are no public surface water sewers within the locality.

Therefore, the applicant will either need to construct its own surface water sewers and submit those for adoption by Anglian Water or requisition the provision of a public surface water sewer for the locality under section 98 of the Water Industry Act 1991. Alternatively the applicant will have to find an alternative method of surface water drainage which will then need to be agreed with the Local Planning Authority....The foul drainage will be treated at Papworth Sewage Treatment Works that at present has available capacity.

28. **English Heritage** comments in relation to the most recent amendments are awaited. It previously commented: "We do not wish to comment in detail but offer the following general observations. We have previously advised the Council on the importance of maintaining a significant area of open ground between the development and the grade II* listed parish church. We understand that the present developer is proposing alterations to the design of the new housing and would hope that the quality of building is kept to a high standard, but also wish to ensure that the green area in question is not altered during any negotiations on matters of detail. We would urge you to address the above issues, and recommend that the application should be determined in accordance with national and local policy guidance, and on the basis of your specialist conservation advice. It is not necessary for us to be consulted again..."
29. **Cambridgeshire Fire and Rescue** comments in relation to the most recent amendments are awaited. It previously commented that adequate provision be made for fire hydrants and access and facilities for the Fire Service should also be provided in accordance with the Building Regulations Approved Document B5, Section 16.
30. **Council appointed Urban Design Consultant** comments in relation to the most recent amendments are awaited. He previously commented :
- (a) "Plot 1 should face onto adjoining pond area as approved layout, driveway arrangement should allow vehicles to leave in forward gear.
 - (b) Plot 2 pitch roof in opposite direction and move unit back to provide 2m front garden depth, driveway arrangement should allow vehicle to leave in forward gear.
 - (c) Plots 3 and 4 move units back to achieve 2 m front garden.
 - (d) Parking court to rear of plot 6 very large and rear flat over garage unit (plot 7) has awkward relationship with site boundary. There are also some existing trees to this area that are not shown and will clash with both garage buildings. This area needs to be more organic in form.
 - (e) Plot 10 main area of rear garden very short (5m), where is parking for this unit?
 - (f) Area around thatched cottage green needs to be more informal, proposed layout very rigid.
 - (g) Row of garages next to plot 18 not acceptable fronting onto spine road.
 - (h) Parking for plot 21 very remote from dwelling.
 - (i) Double garage and driveway next to plot 78 not acceptable – results in very broad area of hard standing on streetscene.

- (j) Units along St Johns Lane to be positioned to relate to flow of road, current arrangement too rigid.
- (k) Disguise turning head outside plot66, approved scheme had this coinciding with double driveway.
- (l) Is northern boundary correct – approved scheme shows substantial area of planting to this boundary.
- (m) Turning head to plot 63 frontage needs to be disguised to appear less engineered.
- (n) Triangular frontage to plot 64 is awkward.
- (o) Plot 30 gable very exposed – careful detailing required.
- (p) Row of 3 garages (plots 30-32) results in large area of hardstanding, move one garage to between plots 32 and 33.
- (q) Plot 34 pitch roof in opposite direction and ensure that side elevation has adequate fenestration.
- (r) Plots 41 and 49 would be better arranged as linked corner turning 45 degree units as approved scheme to allow re-introduction of tree to road frontage.
- (s) Plot 43 and 46 have large exposed gables these need to be carefully fenestrated to break down their bulk.
- (t) Plots 35 and 37 positioning results in exposed large gables that do not relate well to the public street frontages they face.
- (u) Open space next to plot 48 terminates in back wall of four garages and rear garden wall – needs to have more active frontage to this space.
- (v) Plots 48 and 49 should have 1200mm min front garden depth and driveway arrangement should allow vehicles to leave in forward gear.
- (w) Area between plots 50 to 54 is completely unacceptable, large open driveway onto spine road is contrary to tight knit structure that is required to spine road – addition of trees does little to disguise this area – rigid arrangement of plots 51 to 54 does not relate at all to Peter House Square.
- (x) Streetscenes are very uninspiring – no indication of front of house treatments i.e. front garden fences hedges walls etc., Row of identical house types plots 65 to 69 is not acceptable. Plot 11 looks out of place – dwarfed by neighbours.

House Types

- (a) Marlowe – stepped gable features inappropriate – clipped eaves with simple gable parapets would be more appropriate
- (b) Norbury – not sure that headroom works to top floor shower room area, consider veluxes to dressing and shower rooms
- (c) Palmerstone - gable feature to frontage very clumsy – would be better with flat frontage with continuous eaves line

- (d) Eskdale – lower window sills to wc and bathroom would sit better on elevations – introduce brickwork flat arches to ground floor windows on public faces of building
 - (e) Malvern – comments as Marlowe – this size of property should have chimney
 - (f) Maidstone – fenestration required exposed elevations – front door and surround is too grand for this scale of building
 - (g) Argyll – horizontal bars required to first floor windows – consider introduction of Juliette balcony arrangement to lounge to provide some variation in detail to upper floor – entrance stair and lobby extremely narrow
 - (h) Milford – comments as Argyll
 - (i) Richmond – generally okay – more fenestration required to exposed side elevations.
 - (j) All elevations appear to be brick work, no render or timber clad buildings proposed.
 - (k) No buildings identified as highlight plots.
31. **The Definitive Map Officer** comments in relation to the most recent amendments are awaited. She previously stated that she has commented on this site development before and has nothing further to add.
32. **Cambridgeshire Archaeology** comments in relation to the most recent amendments are awaited. It previously commented that the site was evaluated in 2006 and “significant remains of Iron Age, Roman and medieval date were found to survive in the vicinity. Excavations are currently ongoing within this area to mitigate the impact of the development proposed under applications S/2476/03/O and S/0093/07/RM. Given that the above applications already have archaeological conditions imposed upon them, and that excavation work is currently ongoing, we do not feel it necessary to request a condition for the area outlined in red to which this application specifically relates. Accordingly we have no comment to make..”
33. **The Council’s Ecology Officer** comments in relation to the most recent amendments are awaited. He previously stated that he had no objections to the proposal but noted that the ecological assessment is out of date and that a repeat ecological assessment should be provided. He says this is especially important with regard to the water voles who may have colonised additional areas associated with the drainage outfall. He further comments that the outfall from the balancing pond shows a long length of pipe linking to the Cow Brook. Pipes have the potential for blockages and harm to wildlife and people. Why can’t this pipe be replaced with an open channel such as a ditch? This would provide further habitat for water voles. He states that a revised survey can be requested by condition but would prefer it submitted in advance.
34. **Natural England** comments in relation to the most recent amendments are awaited. It previously commented that it had no objections but notes that the submitted ecological assessment is very out of date (taken between 2003-05). It recommends further survey work is undertaken by the developer and states that the Local Planning Authority should require this. In particular the presence of bats and water voles may have changed. It supports the recommendations in the ecological assessment at

paragraphs 7.1, 7.2, 7.3 and paragraph 4.7.1 of the Landscape and Visual Impact Assessment and Landscape Strategy Report.

35. It also states: "Site layout and design should, where possible, retain existing habitat features of benefit to wildlife such as trees and green areas. These should be kept in context rather than as isolated features. Damage to habitats should be minimised wherever possible, and the conservation management plan should also detail how potentially adverse effects will be minimised. All contractors working on site should be made aware of the possible presence of protected or biodiversity species; should such species be encountered during development contractors should be requested to cease work until professional advice has been sought."
36. **The Architectural Liaison Officer (Cambridgeshire Constabulary)** comments are awaited
37. **Hilton Parish Council** comments are awaited.
38. **EDF Energy** comments are awaited.
39. **Trees and Landscape Officer** comments in relation to the most recent amendments are awaited. She previously commented:
 - (a) *General*

My concerns relating to ownership of land around the dwellings and therefore its design and maintenance; the nature of the means of enclosure (if any); the practical arrangements of putting out the bins, their storage in gardens and placement for collection; and means of access to garages through gardens are broadly contained in Richard's summary of our meeting on 16.12.2008.
 - (b) *Boundaries*

Guidance needs to be given as to what we consider are acceptable materials for boundaries. My views are that the quality of the rear garage courts will be greatly enhanced by brick walls rather than fences. These can also benefit from planting within the courts and climbers tumbling over the boundaries from the rear gardens. I do not favour railings around small front gardens unless there is a real need to defend the space. It is an urban treatment that makes maintenance of these small spaces difficult. Picket fences are not to be encouraged either as over time different replacements and the contrast with occasional zealous timber treatments can make an area look run down. Hedges are to be encouraged or appropriate height shrubs that will not require trimming.
 - (c) *Planting*

I would like to see a detailed planting design along the lines of that submitted by Liz Lake in earlier proposals. This contained a balance of shrub planting with easy care herbaceous planting that would provide improved visual interest, seasonal change and wildlife value to the development. However it is impossible to determine the practicality of a planting design without the marking of rear garden access gates and the nature of the proposed plot boundaries both front and rear. The landscape designers need this information at an early stage so that they can make sensible proposals. The tree planting choices need to be revisited in some places.
 - (d) *Key Spaces*

Unfortunately the site has been divided through the middle of some of the key spaces and it is important that the plans are redrawn to overlap so that these

can be appraised as wholes. The coherence of the design of Church View Square seems to have been lost with the changes in house types. The trees are an important component and need to be shown along with the ground treatment, hard and soft. If they are expected to show above dwellings in the long term, they must be planted so there is space for large crowns to develop. The illustration on p16 of the Urban Design Study illustrates this.

Changes to Thatched Cottage Green since the Liz Lake Strategic Landscape Proposals drawing May 2007 (924 A2/01Rev D) have led to a much less sympathetic relationship between the new development and the listed building. It is desirable to make a feature of this interesting property from Cromwell Crescent, but also important that there is sufficient space to plant significant trees so that a buffer is created between the development and the cottage. Without this, the setting of the listed building is unacceptably compromised.

(e) *Specific Plots:* These are some of the issues

1: the house should be turned so that it looks over the open space. Its parking should remain on the side of the road however.

3: is there access to the rear of the garage?

7: garden is unsatisfactory.

9: how does the bin get put out?

11-27: is there a link between the garage court and Thatched Cottage Green?

32: how does no.32 get its bin out if 61 has its car parked outside the garage?

33: how is the bin put out?

48: how is the exterior of this garage maintained without entering the gardens of 37 and 49?

52: presumably you have to park your car somewhere else when you want to get your bin out through the garage?

53: how is the bin put out?

65-74: the space between the properties is so tight that reversing between the neighbour's parked cars and your house, sometimes at an angle might damage the house walls. The front gardens are so minimal and there are no other significant spaces where trees could be planted to relieve the view along the street.

The practicalities of negotiating the exterior space needs to be thoroughly considered.

40. **Environmental Protection Team Leader** comments are awaited.

41. **Housing Development and Enabling Managers** comments are awaited.

42. **Cultural Services Manager** comments are awaited.

43. **Arts Development Officer** states that the application falls within the scope of the Council's Public Art Policy.
44. **Environment Operations Manager** comments are awaited.

Representations

45. None received

Planning Comments – Key Issues

- (a) The siting of the buildings
- (b) Design and external appearance of the buildings
- (c) The landscaping of the site

Background

46. As stated above this application considers revisions to the details on part of the northern 'half' of the approved scheme for 365 dwellings. The site has been transferred in ownership resulting in this revised application for Reserved Matters Consent.
47. The site has an extensive history of pre application negotiation with the Council going back several years as well as the formal planning submissions. For more detail on this history and for a general background to the proposal please refer to the August 2007 report to Planning Committee in relation to the approved scheme for 365 dwellings under reference S/0093/07/F, attached as Appendix 2.

Siting of the buildings

48. The developers have largely retained the approved internal road layout and location of areas of open space. What is altered is the design of the dwellings, the mix and their siting. I consider the layout of the site to be generally satisfactory. As in the approved scheme there is a deliberate distribution of density and heights of buildings to take account of the desire to concentrate a more dense urban and enclosed feel to the central spine road. Dwellings along this road are therefore closer to the road with less front garden with detailing such as railings. The additional location here of the mainly 2½ storey dwellings adds to this more urban feel. A row of trees along this road will add a pleasant element of greenery and the regular placement will further add to the formality of the street scene. The density and heights of dwellings is reduced to the east and west and the arrangement largely follows the sweep of the roads in a more organic and less formal arrangement.
49. Visually this approach will also help to protect views of the site from its surroundings by concentrating the main bulk at its centre.
50. The scheme compares well to the approved scheme in relation to car parking.
51. The green avenue allowing views from within the site towards the church has been retained such that its width allows a clear focus on the church.

Design and external appearance

52. The design of the dwellings is, in general, traditional interspersed with more contemporary. It is generally consistent with the principles laid down by the design guide and closely follows those considered in the approved scheme. The most recent

amendment follows extensive negotiations involving Papworth Everard Parish Council, the applicants and the relevant experts, the detail of which is contained within the minutes for the various meetings attached as Appendix 3. There has been a consideration of hierarchy of design and use of materials resulting in defined character zones. The detail of these and the mix and use of materials throughout is contained within the sets of amended plans. Elements of 'standard' house type design that are not typical in the village have been excluded. Careful attention has been paid to detailing for each house type relating it to its position. In addition general principles such as ensuring that no roof pitches fall below 35 degrees have been applied.

Landscaping

53. The areas of open space and structural landscaping follow those in the approved scheme. Detailed landscape schemes for the whole site, including identification of individual species have been submitted as part of the recent amendments and follows the drawing up of the finalised layouts. Members will be updated at the meeting regarding the Trees and Landscape Officer's assessment of these details.

Other matters

Foul and surface water drainage

54. Condition 17 of Outline Planning Permission ref. S/2476/03/O requires the submission of a drainage strategy prior to development commencing. All concerns regarding drainage can be addressed in the consideration of such a scheme.

Renewable Energy

55. Condition 5 of Outline Planning Permission ref. S/2476/03/O states that no reserved matters on any phase of development shall be submitted unless a sustainability appraisal (and a design and landscape statement) has also been submitted. It further states that the development shall be carried out in accordance with the approved documents.
56. The submitted details indicate that no solar panels will be installed within this phase of the overall development but that 40 dwellings within the overall scheme will have solar panels representing 11% of the total number of dwellings within the Summersfield development as a whole which accords with the previous Reserved Matters consent (ref. S/0093/07/RM).

Ecology

57. Conditions 21 and 22 of Outline Planning Permission ref. S/2476/03/O require an assessment of all semi-natural habitats to be carried out and surveys and schemes of mitigation for protected species and species of importance to local biodiversity, including habitat creation and enhancement. The conditions require the schemes to be implemented in accordance with the approved details. I note the comments of Natural England and the Ecology Officer and I agree that the details submitted with the application are out of date. It will be necessary for the applicants to comply with the conditions referred to above and also consider the Ecology Officer's comments in relation to drainage as part of their submissions for a drainage strategy for the site in accordance with the requirements of Condition 17 of the Outline Planning Permission. An informative could draw the developer's attention to the need for updated information.

Public Art

58. Public Art is encouraged to ensure the scheme is of high quality. I consider it to be an important part of the consideration of the overall design of the scheme. A draft brief had been discussed and agreed with the Council's Arts Development Officer prior to the approval of the earlier Reserved Matters consent. A condition can ensure that this or any revised brief is in place prior to development commencing and that the art will come forward in accordance with it.

Mix

59. The dwellings are generally larger than in the approved scheme with less 2-bedroomed dwellings and more larger dwellings. This proposal breaks down to: 4% 1-bed, 11% 2-bed 33% 3-bed, 38% 4-bed and 14% 5-bed.

The previous approved scheme overall contained:
3% 1-bed, 31% 2-bed 47% 3-bed, 18% 4-bed and 1% 5-bed (including 1 6-bed)

60. Whilst the mix has altered, this was not a matter controlled at the outline planning permission stage and this scheme is considering the detailed Reserved Matters only. Members should therefore consider the design implications for the change in mix rather than the principle of the change itself.

Conclusions

61. This scheme represents revisions to house design, siting and landscaping that are not sufficiently minor to be considered as amendments to the approved scheme yet do not fundamentally alter the design philosophy of the scheme, its road layout or areas of open space etc. There has been significant input from Papworth Everard Parish Council, the UD Consultant and the Conservation Officer on matters of design and layout in consultation with the Local Highways Authority and other bodies to the point where there is a degree of agreement that the revised scheme is acceptable. In my opinion the applicants have worked well with us to produce a scheme that works as well as that that already approved.

Previous Reserved Matters Consent

62. Papworth Everard Parish Council has, with regard to other parts of the site, wished to see all the previous conditions from S/0093/07/RM to be attached to any Reserved Matters consent granted. However, I have carefully considered these conditions and concluded that a number of them do not pass the tests laid down in planning legislation. Some, for example, are unnecessary as they concern matters already controlled by the Outline Planning Permission. Circular 11/95, "The Use of Conditions in Planning Permissions", makes it clear in Paragraph 45 that:

"Once outline planning permission has been granted, it cannot be withdrawn except by a revocation order under Section 97 of the Act, and any subsequent approval of reserved matters does not constitute the granting of a further planning permission. Any conditions relating to anything other than the reserved matters should be imposed when outline permission is granted. The only conditions which can be imposed when the reserved matters are approved are conditions which directly relate to those matters".

63. I understand that this raises concerns within the Parish Council about the lack of control of the various matters and the status of its involvement in the consideration of

them. I have therefore agreed that should Reserved Matters Consent be granted that a letter confirming that the Parish Council will be involved in all of the matters previously outlined in the conditions for their direct involvement will be sent and that the views of the Parish Council in all of these matters shall be taken into consideration. I have asked the Parish Council to provide me with a list of matters it wishes to be directly involved with.

64. The applicants have worked with both SCDC and the Parish Council to consider an appropriate method by which matters that had formed the subject of these conditions, and which they are willing to offer, can still be addressed. The applicants are therefore willing to offer a Unilateral Undertaking which has been drafted and is attached as Appendix 4. Any grant of Reserved Matters Consent will be dependant upon this agreement being in place as it resolves matters that previously formed part of the approved RM consent. Discussions are ongoing on this matter and Members will be updated at the meeting.

Recommendation

65. Delegated approval for the siting, design and external appearance of the buildings, and the landscaping of the site subject to comments received through the amendment consultation period, subject to the prior signing of an agreed Unilateral Undertaking, subject to the following conditions and in accordance with the outline planning permission ref: S/2476/03/O.
1. No development shall commence until details of the materials to be used for the external walls and roofs of the dwellings, free standing walls and all hard surfaces have been submitted to and approved in writing by the Local Planning Authority. The development shall be carried out in accordance with the approved details.
(Reason – To ensure the details of the development are satisfactory)
 2. No development shall commence until details of the proposed Flat Refuse and Cycle Stores have been submitted to and agreed in writing by the Local Planning Authority. The stores shall be constructed in accordance with the approved details.
(Reason – To ensure the details of the development are satisfactory)
 3. A scheme for the lighting of each parking court shall be submitted to and approved in writing by the Local Planning Authority before development commences on the residential development to which it relates. The work shall be carried out in accordance with the approved scheme.
(Reason – To ensure the design details are satisfactory and in the interests of highway safety)
 4. No development shall commence until the detailed design and furnishing of the area immediately surrounding the pond has been submitted to and approved in writing by the Local Planning Authority. The work shall be carried out in accordance with the approved details.
(Reason – To ensure the details of the development are satisfactory)
 5. No development shall commence until a scheme for public art, to include a detailed timetable for its design and implementation, has been submitted to and agreed in writing by the Local Planning Authority. The public art shall be installed in accordance with the approved scheme and within the time periods specified within that scheme unless otherwise agreed by the Local Planning Authority.
(Reason – To ensure the design of the development reaches a high standard)

6. No services or storage of materials shall be placed within the area of the Plantations to be retained.
(Reason – To ensure the existing trees are not damaged)
7. No development shall commence until a timetable for the provision of the strategic landscaping to the public open space areas, namely Summersfield Green and the Local Areas of Play, the balancing pond and all boundary planting, hereby approved, has been submitted to and approved in writing by the Local Planning Authority. The planting shall take place in the agreed planting seasons unless otherwise agreed by the Local Planning Authority. These planting/seeding areas shall be fully protected, managed and maintained during the construction phases.
(Reason – To ensure that the landscape character of the site is established as quickly as practicable.)
8. All areas of land to be landscaped shall be fenced off and fully protected from damage and compaction prior to and during construction.
(Reason – To maintain the soil structure and to ensure the trees and shrubs thrive)
9. The precise details of the play equipment and associated benches and bins shall be submitted to and agreed in writing by the Local Planning Authority before the play areas are laid out. The work shall be carried out in accordance with the approved details.
(Reason – To ensure the details of the development are satisfactory)
10. Before development commences, a scheme for the protection of all grass verges and landscaped areas adjacent to road edges consisting of extra high conservation kerbs shall be submitted to and agreed in writing by the Local Planning Authority. The works shall be carried out in accordance with the approved scheme.
(Reason – To preserve the areas of open space and verge, which serve an amenity function and to aid their maintenance by preventing vehicles from parking on them)

+ Conditions addressing the comments of the Conservation Officer and layout and landscape issues arising out of the amendment consultations.

+ Conditions relating to the timing of the provision of the LAPs and LEAP in relation to the completion of neighbouring development if this is not to be contained within the Unilateral Undertaking.

+ Conditions relating to additional tree protection measures to be advised by Trees and Landscape Officer.

Informatives

1. Bird and bat boxes will be required in accordance with conditions 21 and 22 on Outline Planning Permission reference S/2476/03/O.
2. Papworth Everard Parish Council should be consulted prior to the submission of a scheme for public art. In order for such a scheme to be approved it is likely that the Local Planning Authority will prepare a brief for the installation.
3. The details of the drainage of the kickabout area should be included with the submission of a drainage strategy for the whole site in accordance with Condition 17 of Outline Planning Permission reference S/2476/03/O.

4. Solar Panels to be erected in accordance with the Sustainability Appraisal.
5. An up to date ecological assessment will be required in order to comply with Conditions 21 and 22 of Outline Planning Permission reference S/2476/03/O.

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

- South Cambridgeshire Local Development Framework - 2007 (Core Strategy / Development Control Policies)
- South Cambridgeshire Local Plan 2004
- Planning Files Ref: S/1424/08/RM, S/2476/03/O and S/0093/07/RM
- Documents referred to in the report including appendices on the website only and reports to previous meetings

Contact Officer: Nigel Blazeby – Team Leader Development Control (Area West)
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SOUTH CAMBRIDGESHIRE DISTRICT COUNCIL

REPORT TO: Planning Committee4th March 2009**AUTHOR/S:** Executive Director / Corporate Manager - Planning and Sustainable Communities

S/1624/08/RM - PAPWORTH EVERARD
Approval of Appearance, Landscaping, Layout and Scale
For the Erection of 118 Dwellings
(Reserved Matters Pursuant to Outline Planning Permission Ref S/2476/03/O)
Land South of Church Lane and West of Ermine Street South
For Barratt Eastern Counties

Recommendation: Delegated Approval

Date for Determination: 19th December 2008
(Major Application)

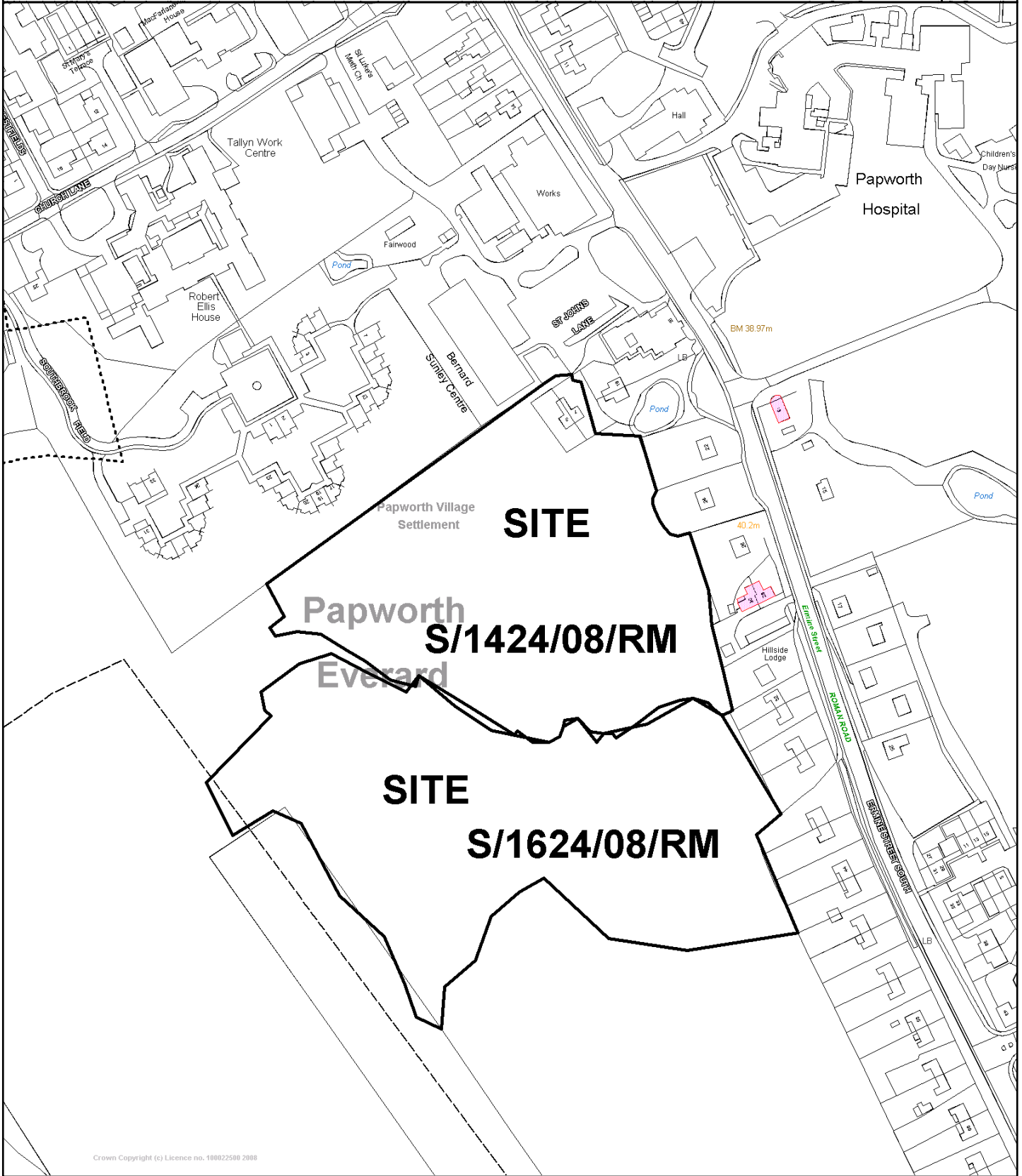
Notes:

This Application has been reported to the Planning Committee for determination because the recommendation of delegated approval by Officers is likely to conflict with the views from Papworth Everard Parish Council.

Site and Proposal

1. The site forms phase 1 (southern part) of the northern 'half' of a larger site of 21.63 hectare (ha) site that lies on the south western side of the village and is fringed with a ribbon of housing on the eastern Ermine Street boundary. To the south and west is open countryside; Cow Brook forms the south-western boundary with the newly completed bypass beyond.
2. Running north-west/south-east across the centre of the site at its highest point is a plantation of young trees. To the west of the belt, the site slopes sharply down into the valley of Cow Brook. The site is overgrown former agricultural land and there are few trees on site other than the plantation and adjacent to Cow Brook.
3. The reserved matters application received on 19th September 2008 proposes to address the siting, design and external appearance of 118 dwellings as well as the landscaping of part of the overall site. The application is supported by a planning and design statement, a landscape and visual impact assessment and landscape strategy, an ecological assessment and a sustainability appraisal. Apart from the layout details and the house type drawings the submitted plans show 3d impressions of views north west along St Peter's Lane towards St Peter's Church, character style types and how these are distributed within the site, massing details, areas for adoption/private/managed, street scenes, adoptable drainage layout and strategic and localised landscape details.
4. The application has been amended twice. The first amendment received 7th November 2008 addressed many of the layout and design issues raised by the Council's appointed Urban Design Consultant (UD Consultant). The second amendment follows a series of meetings involving the UD Consultant, Conservation Officer, Papworth Everard Parish Council, Local Highway Authority, the applicants

S-1624-08-RM



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Scale 1/2500 Date 19/11/2008

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December 2008 Planning Committee

and the Case Officer. At the time of preparing this report this amendment is out for consultation. The consultation period expires on 2nd March 2009.

5. The 118 dwellings comprise 5 one bedroom flats, 2 two bedroom flats, 0 two bed houses, 69 three bedroom houses, 33 four bedroom houses and 9 five bedroom houses. 63% of the dwellings are two storey, 29% are two and a half storey and 8% are three storey.
6. The design approach is essentially traditional interspersed with some more contemporary styles.
7. The application is one of three that revise all of the details of the overall scheme of 365 dwellings. There is no increase in numbers of dwellings across the whole of the wider scheme. The overall density of housing on the overall site is approximately 30 dwellings per hectare.
8. The layout of the streets largely follows that already approved which follows the basic principles laid down in the Council's Development Brief with, in relation to the overall site, the residential development confined to the allocated area on the eastern side of the existing plantation. To the west of the plantation is an extensive area of public open space (7.6 ha) sloping down to Cow Brook.
9. The approved overall scheme includes a central landscaped spine road that runs through the housing area linking the northern and southern vehicular access points to Ermine Street South. This proposal retains this.
10. A number of small open spaces are proposed within the residential area including two Local Areas of Play and the central Local Equipped Area of Play.
11. 22 of the 118 dwellings are to be constructed with solar panels on the roofs.

Planning History

12. In 2003 the Council published a residential development brief for the site which was adopted as supplementary planning guidance.
13. In 2005 Outline Planning Permission was granted for residential development on the site, including public open space, vehicular accesses together with the demolition of 3 blocks of semi-detached housing.
14. In 2006 a reserved matters application for 397 dwellings and public open space was submitted and withdrawn later that year.
15. In December 2007 Reserved Matters for 365 dwellings was approved.
16. Since the 2007 approval the overall site has undergone transfers in ownership. This has resulted in the need for the new developers to revise the details of the scheme by the submission of further reserved matters applications.
17. All reserved matters pursuant to the Outline Planning Permission ref. **S/2476/03/O** had to be submitted by 30th September 2008. As a result no further such reserved matters applications can now be submitted.

Planning Policy

18. **Local Plan 2004 Policy Papworth Everard 3(c), Local Development Framework (LDF) Core Strategy 2007 Policy ST/5, Local Development Framework Development Control DPD 2007 Policy, DP/1 – Sustainable Development, DP/2 – Design of New Development, DP/3 – Development Criteria, DP/6 – Construction Methods, HG/1 – Housing Density, HG/2 – Housing Mix, SF/6 – Public Art and New Development, SF/10 – Outdoor Playspace, Informal Open Space and New Developments, SF/11 – Open Space Standards, NE/1 – Energy Efficiency, NE/3 – Renewable Energy Technologies in New Development, NE/6 – Biodiversity, CH/2 – Archaeological Sites, CH/4 – Development within the Curtilage or Setting of a Listed Building, TR/2 – Car and Cycle Parking Standards.**

Development Brief

19. The site is subject to a Development Brief commissioned by the Council and adopted as supplementary planning guidance in September 2003.
20. A Statutory Press Notice was published on 14th October 2008. A Site Notice was posted on 5th November 2008, when all consultees had been consulted.

Consultations

21. **Papworth Everard Parish Council** comments are awaited in relation to the recent amendments. It's previously recommended refusal - comments are attached as Appendix 1.
22. **The Council's Chief Building Control Officer** comments are awaited.
23. **Environment Agency** comments in relation to the most recent amendments are awaited. In previously confirmed that outstanding surface water drainage details may be dealt with, prior to commencement of development, under Condition 17 of the outline approval and has no objections.
24. **Local Highway Authority** comments in relation to the most recent amendments are awaited. It has previously commented:

Given the size and nature of the development the Highway Authority will seek to adopt those roads and paths etc. that serve a highway function.

The applicant should show on the submitted drawings the proposed widths of the carriageways (5.5 minimum), footways (2m minimum), areas of shared use (7m minimum), including specifically the initial access route into the site at 'Summer Hill Drive'.

The applicant shows through route with a width of 4.8m this is unacceptable as a shared surface and must have a footway associated with it, on both sides.

The applicant should show the vehicle to vehicle visibility splays at the entrance to the site onto Ermine Street, these should be 2.4m x 70m in both directions.

Visibility splays should be fully dimensioned, these must accord with the proposed design speed for the road. The required dimensions can be found in table 7.1 in Manual for Streets.

The number of car parking spaces served off some of the parking courts is high leading to nuisance parking on the surrounding roads.

Would prefer to see reduction to minimum of number of dual end on car parking spaces to reduce the risk of an accident occurring.

How will the site interface with Phase 1?

The access between plots 58 and 74 appears to be suitable for the use of motor vehicles. Given the proposed layout of the site, it is probable that this access will carry a disproportionate number of motor vehicles, as it represents the shortest route out of the site. The Highway Authority would seek that this route be closed to motor vehicles, though retained for pedestrians and cyclists.

The applicant should define the proposed nature and function of the feature between plots 14 and 105.

The remaining comments relate to conditions to control visibility and informatives to indicate that any tree planting within areas of proposed adopted public highway will require a licence under Section 142 of the Highways Act and that the granting of a planning permission does not constitute a permission or licence to a developer to carry out any works within the public highway.

25. **Conservation Manager** comments in relation to the proposal as originally submitted:

“No schedule of materials appears to have been given in the supporting documentation, design statements etc.

The site lies in a ‘best landscape area’. Due to the undulating nature of the topography, walls and roofscapes will all be prominent in the landscape.

DC Policies DPD Policy DP/1(p), Policy DP/2(j) and other policies make specific reference for the need to ensure siting, layout, design and materials of new development conserves and, where possible, enhances landscape.

The development affects the setting of the LB’s 4 & 6 Church Lane (grade IIs).

In the SCDC Design Guide, Papworth falls within the western Claylands Character Area, characterised by:

- (a) Buildings generally one and a half or two storeys, domestic in scale.
- (b) A variety of wall material used include plastered timber frame, warm red brick, occasional yellow, farm buildings typically in weatherboarding or flint.
- (c) Roof materials include plain clay tiles, pantiles, long straw thatch and (from 1850’s) ‘Welsh Slate’.
- (d) Typical timber frame (18th century or earlier) details include high pitched roofs, casement or horizontal sliding sash windows, drip boards set into gable ends or over windows, 4-6 panelled, or plank doors and chimneys set laterally on the roof ridge.
- (e) Typical 18th century houses have 4 or 6 panelled front doors, gauged brick arches over windows and doors, distinctive corners.

- (f) Typical 19th century houses have sawtooth dentil courses, 4 or 12 pane vertical sash windows, 4 panelled front doors, contrasting brick dressings, decorative polychromatic brick work, chimneys sited at gables
- (g) The Design Guide looks to new development to "...reflect the form, scale and proportions of the existing vernacular buildings in the area, picking up the traditional building styles, materials, colours and textures...."

Other Developments in Papworth

Other development in the village, notably the South Park Drive housing scheme (Hopkins Homes) clearly does respond to the above policy backdrop. The houses are clearly proportioned to 19th century forms and incorporate (mainly 19th century) details including brick plinths, carved stepped bargeboards, narrow light casement and sash windows, chimneys, brick arches to windows and doors, along with stone sills, weatherboarding, stock bricks and traditional (type) modern representations of pantiles and slates.

Analysis of Submitted House Designs

Comment is only made on the design, materials, detailing. If suggestions are made to the building footprints/floor plans, this would then require a re-design of layout, which it is understood has been the subject of extensive negotiation.

Hierarchy of Buildings

There is very limited hierarchy of buildings – almost all (with the exception of the Summersfield) are built to standard Building Regs min dimensions. There are obviously differences between garages and house types; it would be hoped that there could be two and a half storey, two storey, 1 and three quarter – one and a half storey housing + the single storey garages. This would require further thought on detailing which has the potential to add greatly to the townscape interest.

Hierarchy of Materials

SCDC generally applies a hierarchy on the choice of building materials, based on the Design Guide. In this instance I would expect choice of materials to be based on the following principles:

- a) Two and a half storey houses, small pink/red plain tiles, warm red or buff/yellow local stock type bricks, detailing in contrasting/polychromatic brickwork.
- b) Two storey houses – formal design (such as the Thornton), small plain red/pink tiles, red or buff stock type bricks – NO contrasting detailing.
- c) Two storey houses – cottage types (Woodcote, Summersfield etc), red pantiles, buff stock type bricks OR flint and brick dressings or painted brickwork.
- d) Two storey flats over garages, pantiles, horizontal timber boarding and brick plinth or painted brickwork.
- e) Single storey, pantiles or Welsh Slate type (slate or hipped roofs), horizontal timber boards and brick plinth OR painted brickwork OR flint.

Hierarchy of Detailing

- (a) Detailing needs to be appropriate to the locality, the building materials, and reflect the Building Hierarchy.
- (b) Almost all the dormer windows proposed are at odds with the above principles.
- (c) The box eaves and verge details will form visually assertive features in the landscape and should be omitted.
- (d) Features such as the massed brick kneelers, brick soldier course bands, flat brick on edge or lintel bands, flat roof cottage porches are all inappropriate.
- (e) Rear elevations will be seen in the landscape and therefore should include basic architectural detailing/some interest.

Recommendations

This estate is the first phase of a larger scheme of development. It thus sets a benchmark for subsequent proposals. It is acknowledged that the development will have significant landscape impacts.

It is my view that the detailed design, choice of materials and architectural detailing do not fulfil the policy requirements referred to above.

I therefore recommend that this scheme is made subject to further discussions with the developers.

I cannot recommend approval as the proposals stand.

Notes

I understand amended plans have been submitted; these have not been seen but it is thought these are unlikely to change the thrust of this response.

26. Conservation Officer's recommended conditions in relation to the most recent amendments.

Architectural Detailing

Notwithstanding the indicative architectural detailing on front, side and rear elevation drawings, before work on site begins, drawings of at least 1:20 scale of the following detailing elements will be submitted to and approved by the local planning authority:

- (a) Chimney construction, materials and detailing.
- (b) Porches, bay window and dormer construction, materials and detailing.
- (c) Window and door heads and sills on front, rear and side elevations.
- (d) Wooden cladding and boarding materials, construction and detailing including junctions with adjacent materials.
- (e) Eaves and verge construction, including dentil courses where proposed.

Reason. To ensure visual quality and compatibility between all phases of the development and the existing village built form and its landscape setting and to assure the long term character and appearance of the development.

Building Materials

Prior to work beginning on site, details of the following will be submitted to and approved by the local planning authority:

- (a) Roof tiles and slates, and methods of fixing.
- (b) All bricks.
- (c) Horizontal wood and wood effect boarding, wooden cladding and other cladding materials.
- (d) Rainwater goods, soil vent pipes and vents and other external mechanical, sanitary and electrical fittings and works.
- (e) Garage and dwelling doors.
- (f) Window materials.

Reason. As *Architectural Detailing* above.

Building Material Sample Panels

Prior to formal construction work beginning on site, the developer shall erect on site, in an agreed position sample panels for EACH of the building materials combinations proposed, comprising:

- (a) 2m sq. minimum area of roof slate and tile at an appropriate pitch AND
- (b) 2m sq. minimum of each brick type incorporating a sample window with proposed heads (arches) and sills.
- (c) 2m sq. of render incorporating brickwork below dpc, a sample window with arch and sill detailing and painted in proposed colour schemes
- (d) 1m sq. of each materials where combinations of materials are proposed (for example brick and horizontal boarding or render and wood cladding).
- (e) Gutters, eaves construction and formed plinths.

Reason. To ensure that each proposed individual building material and the proposed combinations can be properly and objectively assessed in the context of the existing village and landscape forms.

Colour Schedules

Prior to formal construction work on site commencing, schedules of colour schemes for the following will be submitted to and approved by the local planning authority:

- (a) External dwelling and garage doors.
- (b) Rainwater goods and other external pipe work.
- (c) Cladding paints, stains and finishes.
- (d) Painted surfaces including fascia boards, porches, bargeboards etc.

Reason. To ensure visual compatibility throughout all phases of the development.

Garages

Prior to start of work on site, detailed drawings and full schedules of proposed materials for all garages will be submitted to and approved by the local planning authority.

Reason. Details of the garages have not been submitted with the applications.

Also consider conditions relating to the following:

- (a) External Freestanding Walls, Fences and other enclosures – an overall plan is needed together with detailed design and specifications of materials etc.
 - (b) Treatment of Hard Surfaces, specification and samples of materials etc.
 - (c) Planting Areas, Tree, hedge and shrub planting, specifications, species, mixes etc.
 - (d) PD Rights – on solar panels, wind turbines, radio masts /aerials – Reason – to prevent loss of the visual appearance of the development and retain planning control where the use and enjoyment of neighbours may be prejudiced.
27. **Anglian Water** comments that it is obliged under the Water Industry Act 1991 to provide water and wastewater infrastructure for domestic purposes for new housing within its area. It further states that the foul flows from the development can be accommodated within the foul sewerage network system that at present has adequate capacity. There are no public surface water sewers within the locality. Therefore, the applicant will either need to construct its own surface water sewers and submit those for adoption by Anglian Water or requisition the provision of a public surface water sewer for the locality under section 98 of the Water Industry Act 1991. Alternatively the applicant will have to find an alternative method of surface water drainage which will then need to be agreed with the Local Planning Authority....The foul drainage will be treated at Papworth Sewage Treatment Works that at present has available capacity.
28. **English Heritage** comments in relation to the most recent amendments are awaited. It previously commented (on the wider scheme): “We do not wish to comment in detail but offer the following general observations. We have previously advised the Council on the importance of maintaining a significant area of open ground between the development and the grade II* listed parish church. We understand that the present developer is proposing alterations to the design of the new housing and would hope that the quality of building is kept to a high standard, but also wish to ensure that the green area in question is not altered during any negotiations on matters of detail. We would urge you to address the above issues, and recommend that the application should be determined in accordance with national and local policy guidance, and on the basis of your specialist conservation advice. It is not necessary for us to be consulted again...”
29. **Cambridgeshire Fire and Rescue** comments in relation to the most recent amendments are awaited. It previously commented that adequate provision be made for fire hydrants and access and facilities for the Fire Service should also be provided in accordance with the Building Regulations Approved Document B5, Section 16.
30. **Council appointed Urban Design Consultant** comments in relation to the most recent amendments are awaited. He previously commented :
- (a) Plot 28 – turn unit to relate to main area of open space.
 - (b) Plot 44 – consider locating garage to rear parking court area.
 - (c) Plot 45 would be better as corner turn unit to provide view termination along diagonally opposite road.
 - (d) Plot 57 - turn unit through 90 degrees to close off elevation to Peter House Square – as approved layout.

- (e) Plots 62 to 64 were intended to be one large feature plot onto square – their substitution with 3 individual ‘townhouses’ dilutes this concepts and downgrades the quality of this square.
 - (f) Plots 65 to 70 need to follow the flow of the spine road – too many awkward building junctions along this element and also run of rear wall of 4 garages inappropriate for this main road frontage.
 - (g) Plots 84 to 87 should be turned to face onto spine road to provide more continuous frontage.
 - (h) Plots 89 to 92 do not turn corner successfully - would be better if approved layout arrangement were followed.
31. **The Definitive Map Officer** comments in relation to the most recent amendments are awaited.
32. **Cambridgeshire Archaeology** comments in relation to the most recent amendments are awaited. It previously commented that the site was evaluated in 2006 and “significant remains of Iron Age, Roman and medieval date were found to survive in the vicinity. Excavations are currently ongoing within this area to mitigate the impact of the development proposed under applications S/2476/03/O and S/0093/07/RM. Given that the above applications already have archaeological conditions imposed upon them, and that excavation work is currently ongoing, we do not feel it necessary to request a condition for the area outlined in red to which this application specifically relates. Accordingly we have no comment to make..”
33. **The Council’s Ecology Officer** comments in relation to the most recent amendments are awaited. He previously stated that he had no objections to the proposal but noted that the ecological assessment is out of date and that a repeat ecological assessment should be provided. He says this is especially important with regard to the water voles who may have colonised additional areas associated with the drainage outfall. He further comments that the outfall from the balancing pond shows a long length of pipe linking to the Cow Brook. Pipes have the potential for blockages and harm to wildlife and people. Why can’t this pipe be replaced with an open channel such as a ditch? This would provide further habitat for water voles. He states that a revised survey can be requested by condition but would prefer it submitted in advance.
34. **Natural England** comments in relation to the most recent amendments are awaited. It previously commented (considering the wider site) that it had no objections but notes that the submitted ecological assessment is very out of date (taken between 2003-05). It recommends further survey work is undertaken by the developer and states that the Local Planning Authority should requires this. In particular the presence of bats and water voles may have changed. It supports the recommendations in the ecological assessment at paragraphs 7.1, 7.2, 7.3 and paragraph 4.7.1 of the Landscape and Visual Impact Assessment and Landscape Strategy Report.
35. It also states: “Site layout and design should, where possible, retain existing habitat features of benefit to wildlife such as trees and green areas. These should be kept in context rather than as isolated features. Damage to habitats should be minimised wherever possible, and the conservation management plan should also detail how potentially adverse effects will be minimised. All contractors working on site should be made aware of the possible presence of protected or biodiversity species; should

such species be encountered during development contractors should be requested to cease work until professional advice has been sought.”

36. **The Architectural Liaison Officer (Cambridgeshire Constabulary)** comments are awaited

37. **Hilton Parish Council** comments are awaited.

38. **EDF Energy** comments are awaited.

39. **Trees and Landscape Officer** comments in relation to the most recent amendments are awaited. She previously commented:

(a) *General*

My concerns relating to ownership of land around the dwellings and therefore its design and maintenance; the nature of the means of enclosure (if any); the practical arrangements of putting out the bins, their storage in gardens and placement for collection; and means of access to garages through gardens are all broadly contained in Richard's summary of our meeting on 16.12.2008.

(b) *Boundaries*

Guidance needs to be given as to what we consider are acceptable materials for boundaries. My views are that the quality of the rear garage courts will be greatly enhanced by brick walls rather than fences. These can also benefit from planting within the courts and climbers tumbling over the boundaries from the rear gardens. I do not favour railings around small front gardens unless there is a real need to defend the space. It is an urban treatment that makes maintenance of these small spaces difficult. Picket fences are not to be encouraged either as over time different replacements and the contrast with occasional zealous timber treatments can make an area look run down. Hedges are to be encouraged or appropriate height shrubs that will not require trimming.

(c) *Planting*

I would like to see a detailed planting design along the lines of that submitted by Liz Lake in earlier proposals. This contained a balance of shrub planting with easy care herbaceous planting that would provide improved visual interest, seasonal change and wildlife value to the development. However it is impossible to determine the practicality of a planting design without the marking of rear garden access gates and the nature of the proposed plot boundaries both front and rear. The landscape designers need this information at an early stage so that they can make sensible proposals. The tree planting choices need to be revisited in some places.

(d) *Key Spaces*

Unfortunately the site has been divided through the middle of some of the key spaces and it is important that the plans are redrawn to overlap so that these can be appraised as wholes. More detail is needed for the detail design of Church view Square. Thatched Cottage Green needs to be considered as a whole and improved along the lines set out in my comments for the other half of the space in S/1424/RM.

(e) *Specific Plots:*

62-64 and 89-92: the corners are too close to the edge of the plot.

40. **Environmental Protection Team Leader** comments are awaited.
41. **Housing Development and Enabling Managers** comments are awaited.
42. **Cultural Services Manager** comments are awaited.
43. **Arts Development Officer** states that the application falls within the scope of the Council's Public Art Policy.
44. **Environment Operations Manager** comments are awaited.

Representations

45. None received.

Planning Comments – Key Issues

- (a) The siting of the buildings
- (b) Design and external appearance of the buildings
- (c) The landscaping of the site

Background

46. As stated above this application considers revisions to the details on part of the northern 'half' of the approved scheme for 365 dwellings. The site has been transferred in ownership resulting in this revised application for Reserved Matters Consent.
47. The site has an extensive history of pre application negotiation with the Council going back several years as well as the formal planning submissions. For more detail on this history and for a general background to the proposal please refer to the August 2007 report to Planning Committee in relation to the approved scheme for 365 dwellings under reference S/0093/07/F, attached as Appendix 2.

Siting of the buildings

48. The developers have largely retained the approved internal road layout and location of areas of open space. What is altered is the design of the dwellings, the mix and their siting. I consider the layout of the site to be generally satisfactory. As in the approved scheme there is a deliberate distribution of density and heights of buildings to take account of the desire to concentrate a more dense urban and enclosed feel to the central spine road. Dwellings along this road are therefore closer to the road with less front garden with detailing such as railings. The additional location here of the mainly 2½ storey dwellings adds to this more urban feel. A row of trees along this road will add a pleasant element of greenery and the regular placement will further add to the formality of the street scene. The density and heights of dwellings is reduced to the east and west and the arrangement largely follows the sweep of the roads in a more organic and less formal arrangement.
49. Visually this approach will also help to protect views of the site from its surroundings by concentrating the main bulk at its centre.
50. The scheme compares well to the approved scheme in relation to car parking.
51. The green avenue allowing views from within the site towards the church has been retained such that its width allows a clear focus on the church.

Design and external appearance

52. The design of the dwellings is, in general, traditional interspersed with more contemporary. It is generally consistent with the principles laid down by the design guide and closely follows those considered in the approved scheme. The most recent amendment follows extensive negotiations involving Papworth Everard Parish Council, the applicants and the relevant experts. The detail of which is contained within the minutes for the various meetings attached as Appendix 3. There has been a consideration of hierarchy of design and use of materials resulting in defined character zones. The detail of these and the mix and use of materials throughout is contained within the sets of amended plans. Elements of 'standard' house type design that are not typical in the village have been excluded. Careful attention has been paid to detailing for each house type relating it to its position. In addition general principles such as ensuring that no roof pitches fall below 35 degrees have been applied.

Landscaping

53. The areas of open space and structural landscaping follow those in the approved scheme. Detailed landscape schemes for the whole site, including identification of individual species have been submitted as part of the recent amendments and follows the drawing up of the finalised layouts. Members will be updated at the meeting regarding the Trees and Landscape Officer's assessment of these details.

Other matters

Foul and surface water drainage

54. Condition 17 of Outline Planning Permission ref. S/2476/03/O requires the submission of a drainage strategy prior to development commencing. All concerns regarding drainage can be addressed in the consideration of such a scheme.

Renewable Energy

55. Condition 5 of Outline Planning Permission ref. S/2476/03/O states that no reserved matters on any phase of development shall be submitted unless a sustainability appraisal (and a design and landscape statement) has also been submitted. It further states that the development shall be carried out in accordance with the approved documents.
56. The submitted details indicate that 22 dwellings will have solar panels installed. The overall site will contain 40 dwellings with panels installed which is 11% of the 365 dwellings and is consistent with that already approved under Reserved Matters Consent ref. S/0093/07/RM.

Ecology

57. Conditions 21 and 22 of Outline Planning Permission ref. S/2476/03/O require an assessment of all semi-natural habitats to be carried out and surveys and schemes of mitigation for protected species and species of importance to local biodiversity, including habitat creation and enhancement. The conditions require the schemes to be implemented in accordance with the approved details. I note the comments of Natural England and the Ecology Officer and I agree that the details submitted with the application are out of date. It will be necessary for the applicants to comply with the conditions referred to above and also consider the Ecology Officer's comments in relation to drainage as part of their submissions for a drainage strategy for the site in

accordance with the requirements of Condition 17 of the Outline Planning Permission An informative could draw the developer's attention to the need for updated information.

Public Art

58. Public Art is encouraged to ensure the scheme is of high quality. I consider it to be an important part of the consideration of the overall design of the scheme. A draft brief had been discussed and agreed with the Council's Arts Development Officer prior to the approval of the earlier Reserved Matters consent. A condition can ensure that this or any revised brief is in place prior to development commencing and that the art will come forward in accordance with it.

Mix

59. The dwellings are generally larger than in the approved scheme with less 2-bedroomed dwellings and more larger dwellings. This proposal breaks down to: 4% 1-bed, 2% 2-bed 58% 3-bed, 28% 4-bed and 8% 5-bed.

The previous approved scheme overall contained:
3% 1-bed, 31% 2-bed 47% 3-bed, 18% 4-bed and 1% 5-bed (including 1 6-bed).

60. Whilst the mix has altered, this was not a matter controlled at the outline planning permission stage and this scheme is considering the detailed Reserved Matters only. Members should therefore consider the design implications for the change in mix rather than the principle of the change itself.

Conclusions

61. This scheme represents revisions to house design, siting and landscaping that are not sufficiently minor to be considered as amendments to the approved scheme yet do not fundamentally alter the design philosophy of the scheme, its road layout or areas of open space etc. There has been significant input from Papworth Everard Parish Council, the UD Consultant and the Conservation Officer on matters of design and layout in consultation with the Local Highways Authority and other bodies to the point where there is a degree of agreement that the revised scheme is acceptable. In my opinion the applicants have worked well with us to produce a scheme that works as well as that that already approved.

Previous Reserved Matters Consent

62. Papworth Everard Parish Council has, with regard to other parts of the site, wished to see all the previous conditions from S/0093/07/RM to be attached to any Reserved Matters consent granted. However, I have carefully considered these conditions and concluded that a number of them do not pass the tests laid down in planning legislation. Some, for example, are unnecessary as they concern matters already controlled by the Outline Planning Permission. Circular 11/95, "The Use of Conditions in Planning Permissions", makes it clear in Paragraph 45 that:

"Once outline planning permission has been granted, it cannot be withdrawn except by a revocation order under Section 97 of the Act, and any subsequent approval of reserved matters does not constitute the granting of a further planning permission. Any conditions relating to anything other than the reserved matters should be imposed when outline permission is granted. The only conditions which can be imposed when the reserved matters are approved are conditions which directly relate to those matters".

63. I understand that this raises concerns within the Parish Council about the lack of control of the various matters and the status of its involvement in the consideration of them. I have therefore agreed that should Reserved Matters Consent be granted that a letter confirming that the Parish Council will be involved in all of the matters previously outlined in the conditions for their direct involvement will be sent and that the views of the Parish Council in all of these matters shall be taken into consideration. I have asked the Parish Council to provide me with a list of matters it wishes to be directly involved with.
64. The applicants have worked with both SCDC and the Parish Council to consider an appropriate method by which matters that had formed the subject of these conditions, and which they are willing to offer, can still be addressed. The applicants are therefore willing to offer a Unilateral Undertaking which has been drafted and is attached as Appendix 4. Any grant of Reserved Matters Consent will be dependant upon this agreement being in place as it resolves matters that previously formed part of the approved RM consent. Discussions are ongoing on this matter and Members will be updated at the meeting.

Recommendation

65. Delegated approval for the siting, design and external appearance of the buildings, and the landscaping of the site subject to comments received through the amendment consultation period, subject to the prior signing of an agreed Unilateral Undertaking, subject to the following conditions and in accordance with the outline planning permission ref: S/2476/03/O.
1. No development shall commence until details of the materials to be used for the external walls and roofs of the dwellings, free standing walls and all hard surfaces have been submitted to and approved in writing by the Local Planning Authority. The development shall be carried out in accordance with the approved details. (Reason – To ensure the details of the development are satisfactory.)
 2. No development shall commence until precise details of the type and design of the solar panels to be erected on 22 dwellings has been submitted to and approved in writing by the Local Planning Authority. The development shall be carried out in accordance with the approved details. (Reason – To ensure the details of the development are satisfactory.)
 3. No development shall commence until details of the proposed Flat Refuse and Cycle Stores have been submitted to and agreed in writing by the Local Planning Authority. The stores shall be constructed in accordance with the approved details. (Reason – To ensure the details of the development are satisfactory.)
 4. A scheme for the lighting of each parking court shall be submitted to and approved in writing by the Local Planning Authority before development commences on the residential development to which it relates. The work shall be carried out in accordance with the approved scheme. (Reason – To ensure the design details are satisfactory and in the interests of highway safety.)
 5. No development shall commence until the detailed design and furnishing of the area immediately surrounding the pond has been submitted to and approved in writing by the Local Planning Authority. The work shall be carried out in accordance with the approved details. (Reason – To ensure the details of the development are satisfactory.)

6. No development shall commence until a scheme for public art, to include a detailed timetable for its design and implementation, has been submitted to and agreed in writing by the Local Planning Authority. The public art shall be installed in accordance with the approved scheme and within the time periods specified within that scheme unless otherwise agreed by the Local Planning Authority.
(Reason – To ensure the design of the development reaches a high standard.)
7. No services or storage of materials shall be placed within the area of the Plantations to be retained.
(Reason – To ensure the existing trees are not damaged.)
8. No development shall commence until a timetable for the provision of the strategic landscaping to the public open space areas, namely Summersfield Green and the Local Areas of Play, the balancing pond and all boundary planting, hereby approved, has been submitted to and approved in writing by the Local Planning Authority. The planting shall take place in the agreed planting seasons unless otherwise agreed by the Local Planning Authority. These planting/seeding areas shall be fully protected, managed and maintained during the construction phases.
(Reason – To ensure that the landscape character of the site is established as quickly as practicable.)
9. All areas of land to be landscaped shall be fenced off and fully protected from damage and compaction prior to and during construction.
(Reason – To maintain the soil structure and to ensure the trees and shrubs thrive)
10. The precise details of the play equipment and associated benches and bins shall be submitted to and agreed in writing by the Local Planning Authority before the play areas are laid out. The work shall be carried out in accordance with the approved details.
(Reason – To ensure the details of the development are satisfactory.)
11. Before development commences, a scheme for the protection of all grass verges and landscaped areas adjacent to road edges consisting of extra high conservation kerbs shall be submitted to and agreed in writing by the Local Planning Authority. The works shall be carried out in accordance with the approved scheme.
(Reason – To preserve the areas of open space and verge, which serve an amenity function and to aid their maintenance by preventing vehicles from parking on them.)

+ Conditions addressing the comments of the Conservation Officer and layout and landscape issues arising out of the amendment consultations.

+ Conditions relating to the timing of the provision of the LAPs and LEAP in relation to the completion of neighbouring development if this is not to be contained within the Unilateral Undertaking.

+ Conditions relating to additional tree protection measures to be advised by Trees and Landscape Officer.

Informatives

1. Bird and bat boxes will be required in accordance with conditions 21 and 22 on Outline Planning Permission reference S/2476/03/O.
2. Papworth Everard Parish Council should be consulted prior to the submission of a scheme for public art. In order for such a scheme to be approved it is likely that the Local Planning Authority will prepare a brief for the installation.
3. The details of the drainage of the kickabout area should be included with the submission of a drainage strategy for the whole site in accordance with Condition 17 of Outline Planning Permission reference S/2476/03/O.
4. Solar Panels to be erected in accordance with the Sustainability Appraisal.
5. An up to date ecological assessment will be required in order to comply with Conditions 21 and 22 of Outline Planning Permission reference S/2476/03/O.

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

- South Cambridgeshire Local Development Framework - 2007 (Core Strategy / Development Control Policies)
- South Cambridgeshire Local Plan 2004
- Planning Files Ref: S/1624/08/RM, S/2476/03/O and S/0093/07/RM
- Documents referred to in the report including appendices on the website only and reports to previous meetings

Contact Officer: Nigel Blazeby – Team Leader Development Control (Area West)
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SOUTH CAMBRIDGESHIRE DISTRICT COUNCIL

REPORT TO: Planning Committee4th March 2009**AUTHOR/S:** Executive Director / Corporate Manager - Planning and Sustainable Communities

S/1688/08/RM - PAPWORTH EVERARD
Approval of Appearance, Landscaping, Layout and Scale
For the Erection of 150 Dwellings
(Reserved Matters Pursuant to Outline Planning Permission Ref S/2476/03/O)
Land South of Church Lane and West of Ermine Street South
For David Wilson Homes South Midlands

Recommendation: Delegated Approval

Date for Determination: 23rd December 2008
(Major Application)

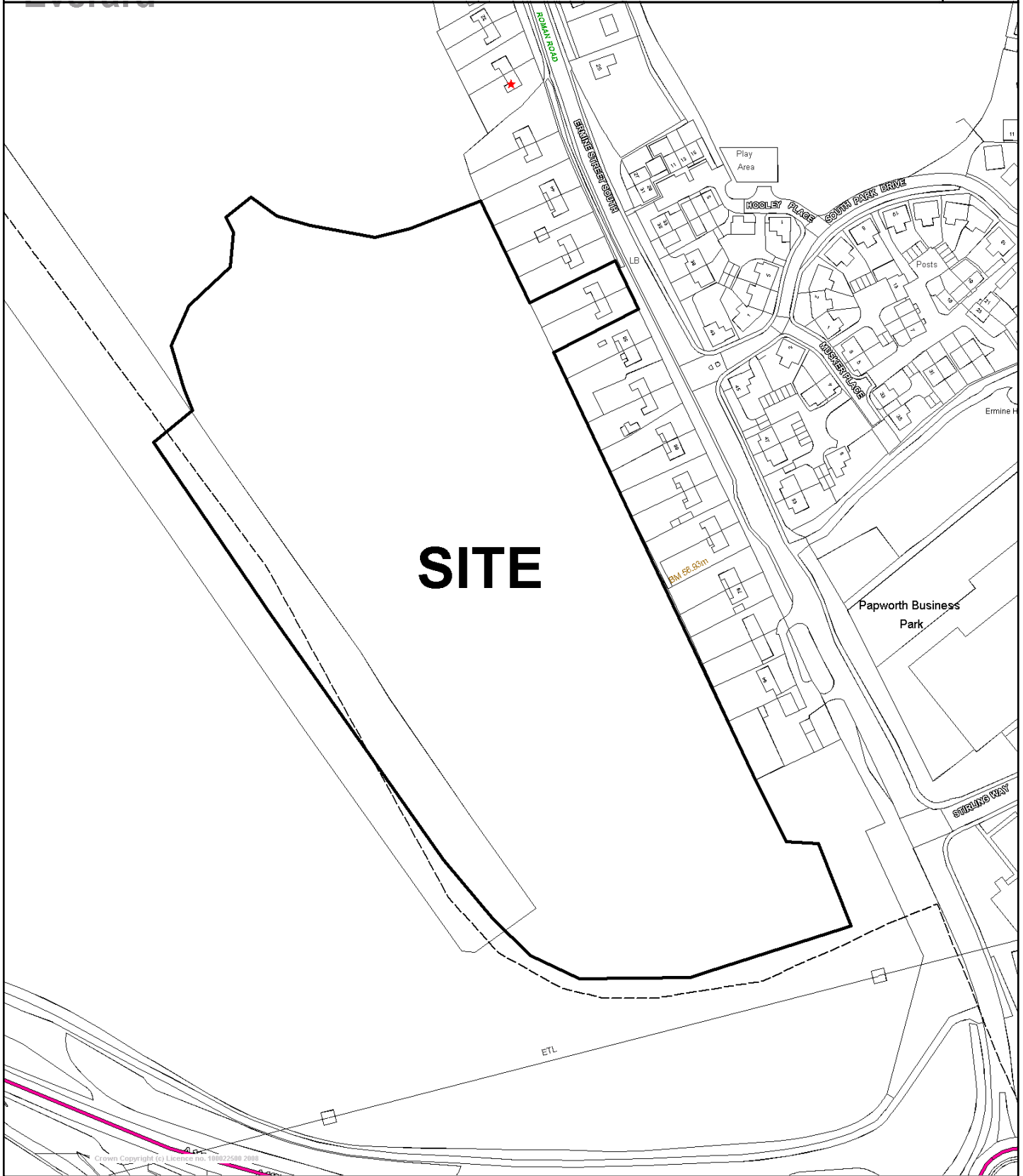
Notes:

This Application has been reported to the Planning Committee for determination because the recommendation of delegated approval by Officers is likely to conflict with the views from Papworth Everard Parish Council and it follows a deferral from a previous Planning Committee meeting.

Update

1. Members may recall resolving to defer the item at the January 2009 Planning Committee meeting. The report to meeting is attached as Appendix 1. In it I recommended delegated powers of approval subject to further negotiation with the applicants and Papworth Everard Parish Council to resolve a number of outstanding issues.
2. Following the Planning Committee meeting a series of meetings have taken place with the applicants, Papworth Everard Parish Council, the Council's appointed Urban Design Consultant, Conservation Officer, Local Highway Authority and the case officer. The minutes are attached as Appendix 2. The applicants have prepared revisions to attempt to resolve the issues raised.
3. At the time of preparing the report the amendments are in the consultation phase and responses have been received from the Conservation Officer only. Members will be updated at the meeting.
4. The amendments also increase the numbers from 150 to 166 to include the block of 16 flats that have already been approved but could otherwise only be developed in line with the conditions contained within the previous Reserved Matters consent ref. S/0093/07/RM some of which cannot now be complied with.
5. At the January 2009 Committee meeting Members expressed a desire that should approval be granted the applicants comply with the conditions on the previous Reserved Matters Consent ref. S/0093/07/RM whilst recognising the advice contained within the report and given by the Legal Officer that many of the conditions did not pass the tests laid down in the legislation. The applicants have worked with both

S-1688-08-RM



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January 2009 Planning Committee

SCDC and the Parish Council to consider an appropriate method by which these can still be addressed. The applicants are therefore willing to offer a Unilateral Undertaking which has been drafted and is attached as Appendix 3. Any grant of Reserved Matters Consent will be dependant upon this agreement being in place. Discussions are ongoing on this matter and Members will be updated at the meeting.

6. I expect to be in a position to recommend approval at the meeting subject to the responses to the amended plans.

Consultations

7. **Conservation Officer's** recommended conditions in relation to the most recent amendments.

The Conservation Officer has commented further. He has no objections but recommends the following conditions:

Architectural Detailing

Notwithstanding the indicative architectural detailing on front, side and rear elevation drawings, before work on site begins, drawings of at least 1:20 scale of the following detailing elements will be submitted to and approved by the Local Planning Authority:

- (a) Chimney construction, materials and detailing.
- (b) Porches, bay window and dormer construction, materials and detailing.
- (c) Window and door heads and sills on front, rear and side elevations.
- (d) Wooden cladding and boarding materials, construction and detailing including junctions with adjacent materials.
- (e) Eaves and verge construction, including dentil courses where proposed.

Reason. To ensure visual quality and compatibility between all phases of the development and the existing village built form and its landscape setting and to assure the long term character and appearance of the development.

Building Materials

Prior to work beginning on site, details of the following will be submitted to and approved by the local planning authority:

- (a) Roof tiles and slates, and methods of fixing.
- (b) All bricks.
- (c) Horizontal wood and wood effect boarding, wooden cladding and other cladding materials.
- (d) Rainwater goods, soil vent pipes and vents and other external mechanical, sanitary and electrical fittings and works.
- (e) Garage and dwelling doors.
- (f) Window materials.

Reason. As *Architectural Detailing* above.

Building Material Sample Panels

Prior to formal construction work beginning on site, the developer shall erect on site, in an agreed position sample panels for EACH of the building materials combinations proposed, comprising:

- (a) 2m sq. minimum area of roof slate and tile at an appropriate pitch AND
- (b) 2m sq. minimum of each brick type incorporating a sample window with proposed heads (arches) and sills.
- (c) 2m sq. of render incorporating brickwork below dpc, a sample window with arch and sill detailing and painted in proposed colour schemes
- (d) 1m sq. of each materials where combinations of materials are proposed (for example brick and horizontal boarding or render and wood cladding).
- (e) Gutters, eaves construction and formed plinths.

Reason. To ensure that each proposed individual building material and the proposed combinations can be properly and objectively assessed in the context of the existing village and landscape forms.

Colour Schedules

Prior to formal construction work on site commencing, schedules of colour schemes for the following will be submitted to and approved by the local planning authority:

- (a) External dwelling and garage doors.
- (b) Rainwater goods and other external pipe work.
- (c) Cladding paints, stains and finishes.
- (d) Painted surfaces including fascia boards, porches, bargeboards etc.

Reason. To ensure visual compatibility throughout all phases of the development.

Plot Exclusion From Consent

The elevational treatment of house type 01 on plots 17 and 161 is excluded from this consent.

Reason. These plots are to have a contemporary form of architectural design, so forming a cohesive visual entity with Entrance Block 21 as indicated on Perspective Drawings 06-0943-462 Rev A, 06-0943-464 and 06-0943-460 Rev A and plot no. 160. Elevational drawings in accordance with the contemporary design objective and in accordance with the Perspective drawings has not been submitted as part of the application.

Elevational Design Exclusions From Consent

The following design elements are excluded from this consent:

- (a) House type 5 – rear rooflights.
- (b) House type 12 – front elevation staircase tower eaves and ridge heights.
- (c) House type 17 – height of dormer windows to elevation 1 (2 windows) and elevation 3 (1window).
- (d) House Type 21 – rear rooflights.
- (e) House Type 23 – roof to side elevation (left) bay window.
- (f) Plot 66 Garage – amend to pyramid roof.

Reason. These architectural elements are visually incompatible with the overall architectural detailing context and would result in visually discordant features in the proposed development.

Architectural Detailing, Building Materials and Colour Schemes – Entrance Block 21, Plot 17, Plot 160 and Plot 161.

Before any work on site commences, plot specific drawings at a scale of not less than 1:20 will be submitted to and approved by the local planning authority of the following design elements:

- (a) Eaves construction and materials
- (b) Cladding and boarding
- (c) Windows and choice of window materials
- (d) Lintels, sills and plinths
- (e) Construction junctions between materials

In addition, Plot specific schedules of materials and colour schemes will be submitted to and approved by the local planning authority for these plots.

Reason. Each of these plots has an individually designed building to assist the visual transition from Papworth village (Ermine Street) to the new housing development.

Wood Windows – Entrance Block 21 and Plots 17, 160 and 161.

The above plots will have wooden windows with a stained or painted finish.

Reason – *As architectural detailing above.*

Also consider conditions relating to the following:

- (a) External Freestanding Walls, Fences and other enclosures – an overall plan is needed together with detailed design and specifications of materials etc.
- (b) Treatment of Hard Surfaces, specification and samples of materials etc.
- (c) Planting Areas, Tree, hedge and shrub planting, specifications, species, mixes etc.
- (d) PD Rights – on solar panels, wind turbines, radio masts/aerials – Reason – to prevent loss of the visual appearance of the development and retain planning control where the use and enjoyment of neighbours may be prejudiced.

Recommendation

8. Delegated approval for the siting, design and external appearance of the buildings, and the landscaping of the site subject to comments received through the amendment consultation period, subject to the prior signing of an agreed Unilateral Undertaking, subject to the following conditions and in accordance with the outline planning permission ref: S/2476/03/O.
 1. No development shall commence until details of the materials to be used for the external walls and roofs of the dwellings, free standing walls and hard surfaces have been submitted to and approved in writing by the Local Planning Authority. The development shall be carried out in accordance with the approved details. (Reason – To ensure the details of the development are satisfactory.)
 2. No development shall commence until precise details of the type and design of the solar panels to be erected on 18 dwellings has been submitted to and approved in writing by the Local Planning Authority. The development shall be carried out in accordance with the approved details. (Reason – To ensure the details of the development are satisfactory.)

3. No development shall commence until details of the proposed Flat Refuse and Cycle Stores have been submitted to and agreed in writing by the Local Planning Authority. The stores shall be constructed in accordance with the approved details.
(Reason – To ensure the details of the development are satisfactory.)
4. A scheme for the lighting of each parking court shall be submitted to and approved in writing by the Local Planning Authority before development commences on the residential development to which it relates. The work shall be carried out in accordance with the approved scheme.
(Reason – To ensure the design details are satisfactory and in the interests of highway safety.)
5. No development shall commence until the detailed design and furnishing of the area immediately surrounding the pond has been submitted to and approved in writing by the Local Planning Authority. The work shall be carried out in accordance with the approved details.
(Reason – To ensure the details of the development are satisfactory.)
6. No development shall commence until a scheme for public art, to include a detailed timetable for its design and implementation, has been submitted to and agreed in writing by the Local Planning Authority. The public art shall be installed in accordance with the approved scheme and within the time periods specified within that scheme unless otherwise agreed by the Local Planning Authority.
(Reason – To ensure the design of the development reaches a high standard.)
7. No services or storage of materials shall be placed within the area of the Plantations to be retained.
(Reason – To ensure the existing trees are not damaged.)
8. No development shall commence until a timetable for the provision of the strategic landscaping to the public open space areas, namely Summersfield Green and the Local Areas of Play, the balancing pond and all boundary planting, hereby approved, has been submitted to and approved in writing by the Local Planning Authority. The planting shall take place in the agreed planting seasons unless otherwise agreed by the Local Planning Authority. These planting/seeding areas shall be fully protected, managed and maintained during the construction phases.
(Reason – To ensure that the landscape character of the site is established as quickly as practicable.)
9. All areas of land to be landscaped shall be fenced off and fully protected from damage and compaction prior to and during construction.
(Reason – To maintain the soil structure and to ensure the trees and shrubs thrive.)
10. The precise details of the play equipment and associated benches and bins shall be submitted to and agreed in writing by the Local Planning Authority before the play areas are laid out. The work shall be carried out in accordance with the approved details.
(Reason – To ensure the details of the development are satisfactory.)
11. Before development commences, a scheme for the protection of all grass verges and landscaped areas adjacent to road edges consisting of extra high conservation kerbs shall be submitted to and agreed in writing by the Local Planning Authority. The works shall be carried out in accordance with the approved scheme.

(Reason – To preserve the areas of open space and verge, which serve an amenity function and to aid their maintenance by preventing vehicles from parking on them.)

+ Conditions addressing the comments of the Conservation Officer and layout and landscape issues arising out of the amendment consultations.

+ Conditions relating to the timing of the provision of the LAPs and LEAP in relation to the completion of neighbouring development if this is not to be contained within the Unilateral Undertaking.

+ Conditions relating to additional tree protection measures to be advised by Trees and Landscape Officer.

Informatives

1. Bird and bat boxes will be required in accordance with conditions 21 and 22 on Outline Planning Permission reference S/2476/03/O.
2. Papworth Everard Parish Council should be consulted prior to the submission of a scheme for public art. In order for such a scheme to be approved it is likely that the Local Planning Authority will prepare a brief for the installation.
3. The details of the drainage of the kickabout area should be included with the submission of a drainage strategy for the whole site in accordance with Condition 17 of Outline Planning Permission reference S/2476/03/O.
4. Solar Panels to be erected in accordance with the Sustainability Appraisal.
5. An up to date ecological assessment will be required in order to comply with Conditions 21 and 22 of Outline Planning Permission reference S/2476/03/O.

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

- South Cambridgeshire Local Development Framework - 2007 (Core Strategy / Development Control Policies)
- South Cambridgeshire Local Plan 2004
- Planning Files Ref: S/1688/08/RM, S/2476/03/O and S/0093/07/RM
- Documents referred to in the report including appendices on the website only and reports to previous meetings

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

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SOUTH CAMBRIDGESHIRE DISTRICT COUNCIL

REPORT TO: Planning Committee4th March 2009**AUTHOR/S:** Executive Director / Corporate Manager - Planning and Sustainable Communities

**S/1561/02/LB and S/1498/02/F - COTTENHAM
Enforcement Report, Dunstall House, 193 High Street****Notes:****Purpose**

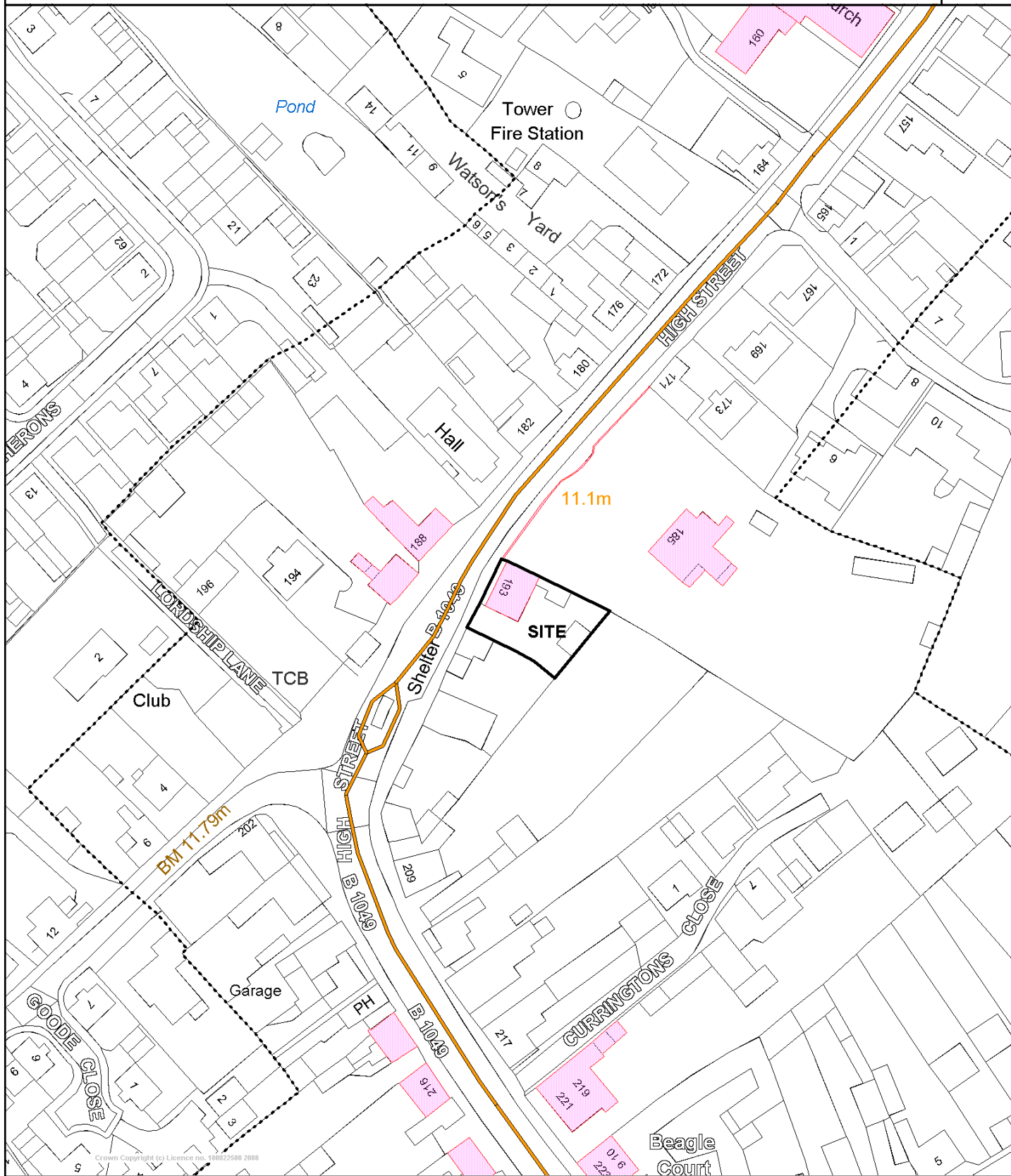
To inform Members about the demolition and rebuilding of the front boundary wall at the above address, which is not in accordance with Listed Building Consent S/1561/02/LB and Planning Permission S/1498/02/F.

To seek authority to take appropriate enforcement action.

Members will visit the site on 4th March 2008**Conservation Area****Background**

1. Dunstall House, 193 High Street, Cottenham is a grade 11 listed building. On 11 October 2002 Listed Building consent was granted for internal alterations and the reinstatement of the front boundary walls and railings. The permission contained ten conditions, four of which were relevant to the boundary wall and railings. These were:
 - (a) Condition 4: A sample of the proposed brick shall be supplied on site for the prior approval of the Local Planning Authority
(Reason – To ensure the use of appropriate material.)
 - (b) Condition 5: All brickwork repairs shall precisely match the existing brick, bonding and mortar to the approval of the Local Planning Authority.
(Reason – To ensure such repairs match existing brick detail.)
 - (c) Condition 6: All mortars, plasters and render shall be lime rich to specifications submitted to and agreed in writing by the Local Planning Authority.
(Reason – To ensure detailing and material appropriate to this listed building.)
 - (d) Condition 9: Precise details of the proposed railings, gate, plinth and wall coping shall be submitted for the prior written approval of the Local Planning Authority and the works carried out in accordance with the approved details.
(Reason – To ensure detailing appropriate to this listed building.)
2. The works were carried out without the compliance of Conditions 4,5,6 and 9.as confirmed by a site visit.

S/1561/02/LB & S/1498/02/F



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March Planning Committee

Conclusions

3. The wall has not been constructed in accordance with Listed Building Consent S/1561/02/LB & Planning Permission S/1498/02/F. The conditions of consent requested a sample of the proposed brick and details of the mortar mix, coping and plinth in addition to the railings and gate
4. The wall has been constructed using reclaimed bricks from an internal wall in the dwelling that was approved under the same reference, and bricks from a site in the village. The use of reclaimed bricks is not supported. Firstly the wall should read as a 21st century addition and therefore the use of new bricks is more honest. Secondly the use of reclaimed bricks, that have lost their sharp edges, results in wide mortar joints. Thirdly there is a difference in colour, in particular the use of red, sooted and painted bricks.
5. Mortar varies to that on the house in colour and texture, due to the colour and sharpness of the sand. There is very little sharp sand in the mix and the joint has been “bagged” to give a smooth finish. The colour and hardness of the mortar implies that some cement has been added, which is not a traditional mix.
6. Detailing of the new pier is not correct, as the pier is flush with the new flank wall. The traditional detail is one and a half bricks wide i.e. to match the original pier to the left hand of the front elevation.
7. The colour of the stone coping is very pale and does not match the existing capping to the left-hand pier. In addition the stone coping to the low wall is shallow and flat, which are not traditional details. Normally a coping is thicker and cambered to allow rainwater run-off.
8. The stone capping to the new pier does not match the existing capping in size and colour.
9. The form of the new flank wall does not exactly match the curve on the original flank wall.
10. For the above reasons the wall is considered to harm the special character and appearance of the listed building and neither preserve nor enhance the Conservation Area.
11. The applicant has been asked to demolish the wall and rebuild in accordance with Listed Building Consent S/1561/02/LB and Planning Permission S/1498/02/F. This has not occurred.

Recommendation

12. It is recommended that authorisation be given to the Corporate Manager – Planning and Sustainable Communities in consultation with the Solicitor to the Council, to pursue appropriate enforcement action to secure the demolition of the new front boundary wall down to the original brickwork i.e. to one course above ground level, the demolition of the right hand flank wall and pier, to make good any damage to the original left-hand flank wall and the front corner of the dwelling and to rebuild in accordance with Listed Building Consent S/1561/02/LB and Planning Permission S/1498/02/F. .

Contact Officer: Barbara Clarke – Listed Buildings 01954 713310
Philip Readman – Planning Enforcement 01954 713265

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**S/1561/02/LB and S/1498/02/F - COTTENHAM
Enforcement Report, Dunstall House, 193 High Street**

From: Timothy WOTHERSPOON
Sent: Friday, November 28, 2008 12:57 PM
To: 'barbara.clarke@scambs.gov.uk'
Cc: 'david.bevan@scambs.gov.uk'; 'philip.readman@scambs.gov.uk'; 'Simon Edwards'; 'nigel.bolitho'; 'philippa.corney'; 'nick wright'; Cottenham Parish Council Clerk; 'cvdg-committee'
Subject: Re: your Enforcement Memo 193 High Street, Cottenham, 19 November

Dear Ms Clarke

You say:

1. The wall has not been constructed in accordance with Listed Building Consent S/1561/02/LB & Planning Permission S/1498/02/F. The conditions of consent requested a sample of the proposed brick and details of the mortar mix, coping and plinth in addition to the railings and gate.

It is indeed regrettable that the owners omitted to check with you before going ahead. This was remiss of them.

2. The wall has been constructed using reclaimed bricks from an internal wall in the dwelling, that was approved under the same reference, and bricks from a site in the village. The use of reclaimed bricks is not supported, firstly as the wall should read as a 21st century addition and therefore the use of new bricks is more honest, secondly as the use of reclaimed bricks that have lost their sharp edges results in wide mortar joints and thirdly because of the difference in colour, in particular the use of red, sooted and painted bricks.

There is no reason whatever why this wall should read as a 21st century addition. This is out-dated dogma of the kind that has done much to wreck many a fine listed building. As I am sure you know, I am a passionate advocate of contemporary architecture. I also strongly believe that striking modern extensions in a contrasting style can be made to existing buildings, and that new construction abutting cherished buildings can succeed in being equally bold, but this must not serve as a credo to be imposed in every case.

Your reference to honesty is confused, because you cannot at one and the same time insist on "read as a 21st century addition" and demand no cement in the mix, etc.

The width of the mortar joints is exaggerated by the softness and finish of the mortar, to which we return below.

I have closely studied all the walling between 135 and 193 High Street. As I never tire of having to point out, the use of red bricks is widespread in Cottenham, and even predominantly "white" walls contain many hints of red. This applies to the boundary walls of Mitchell House, as well as to the footings of 193 High Street itself (which are visible at the corner, beneath the gate). As with many buildings, the side walls of Dunstal House are full of less well fired reddish bricks, and the right side of this building is no exception (and particularly exposed) in this regard. As for sooted and painted examples, we need do no more than wait five, ten, twenty years, for algae and lichen to do their work, and as with every other wall of any age on the High Street it will acquire a perfectly matching camouflage.

3. Mortar varies to that on the house in colour and texture, due to the colour and sharpness of the sand. There is very little sharp sand in the mix and the joint has been “bagged” to give a smooth finish. The colour and hardness of the mortar implies that some cement has been added, which is not a traditional mix.

Yes, this is true, except that I dispute that “cement” does not form part of a traditional mix. May I remind you that Joseph Aspdin was granted a patent for Portland cement in 1824, which I dare say predates 193 High Street? I do not know what mix was used, and as an award-winning bricklayer myself I much prefer to avoid cement too, but something like 1:2:9 or 1:3:12 would have struck me as perfectly acceptable.

Your point about the absence of sharp sand is one with which I sympathise, but this could be simply remedied, if you insist, by requesting the visible joints to be repointed appropriately, with a flush finish so as not to detract from the wall of the dwelling behind it. This would have the added benefit of disguising the width of the joints.

(In fact, “sharp” is a bit of a misnomer for the fine aggregate generally found in walling of this period here, consisting of a more rounded, granular, whitish material than the kind you would find in a bag from Travis Perkins. If you really were to require the nightmarish chore of repointing (which does of course carry its own risks of making the situation worse) it is only something more along these lines that would make the effort worthwhile.)

4. Detailing of the new pier is not correct, as the pier is flush with the new flank wall. The traditional detail is one and a half bricks wide i.e. to match the original pier to the left hand of the front elevation.

I have examined the wall very closely again just now. While I agree that the traditional detailing would be a one brick wall between one and a half brick piers, and possibly off a one and a half brick plinth, of which the wall in front of 157 High Street is a prime example, I can find no evidence that there had previously been such an offset from the left hand pier. To the best of my knowledge, and in my judgment, the new wall has been built on the same footprint as its predecessor (if by this you mean the one course above ground level to which you are seeking demolition).

This being the case – that the wall itself had previously been flush with the front of the left pier – in my opinion the bricklayer has chosen well in not attempting a one and a half square pier on the right. This would have introduced an unappealing asymmetry into the front elevation. Whoever designed this wall seems to have possessed sensitivity to such matters, and has clearly given some thought to the right hand pier in opting for a one by one and a half plan. The right side is clearly subservient to the left, which has had to keep up with the dominant theme of the walls surrounding Mitchell House, and it was a wise move, I think, to avoid attempting some kind of competing “statement” on the right. I am also persuaded by its being three courses lower than the one on the left.

5. The colour of the stone coping is very pale and does not match the existing capping to the left-hand pier. In addition the stone coping to the low wall is shallow and flat, which are not traditional details. Normally a coping is thicker and cambered to allow rainwater run-off.

I wholeheartedly agree with you about the copings on the low wall, and I expressed my disappointment about them to the owner as soon as they were laid. They are the only element that really lets the wall down. They are too thin, too pale, too polished, and lack something like a double pitch which I would have expected. It should be relatively straightforward to replace them.

6. The stone capping to the new pier does not match the existing capping in size and colour.

Actually the capping on top of the right pier does work for me and I see no reason to change it.

7. The form of the new flank wall does not exactly match the curve on the original flank wall.

Yes, I recognize that the left and right curtains have different splays. Nevertheless, the one on the right is just one brick length further out at the front than the one on the left – and in any case why should they be symmetrical in this respect? As I mentioned above, the two sides of the property are very different, one a dark wooded garden behind massive walls and the other a gate opening to a gravel drive. (Apart from anything else, the lightening of colour in the brick helps the flow of tones across the surfaces.) I also like the echo with the flank wall the other side of the street.

Had the trowel been in my hand I think I would have tried much harder to match the courses of the flank to those of the dwelling, and I might have attempted a finer resolution to the stopping of the flank against the corner of Dunstal House, but in these details the right curtain is no different from the left one.

For the reasons I set out above, therefore, I remain firmly of the view that the enforcement notice that you are seeking is neither expedient nor in the public interest, and I cannot support your issuing it.

While I am a member of both Cottenham Parish Council and Cottenham Village Design Group, the above are my personal views. I would be prepared to expand on them in any appeal process.

Yours sincerely

Tim Wotherspoon.

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SOUTH CAMBRIDGESHIRE DISTRICT COUNCIL

REPORT TO: Planning Committee4th March 2009**AUTHOR/S:** Executive Director / Corporate Manager - Planning and Sustainable Communities

S/2151/08/F - ICKLETON
Dwelling – Land to the North West of 9-17 Grange Road
for Rowe Build & Development Ltd**Recommendation: Approval****Date for Determination: 16th February 2009****Notes:**

This Application has been reported to Planning Committee for determination because the Officer recommendation is contrary to the response of the Parish Council, and at the request of District Councillor Mr Williams.

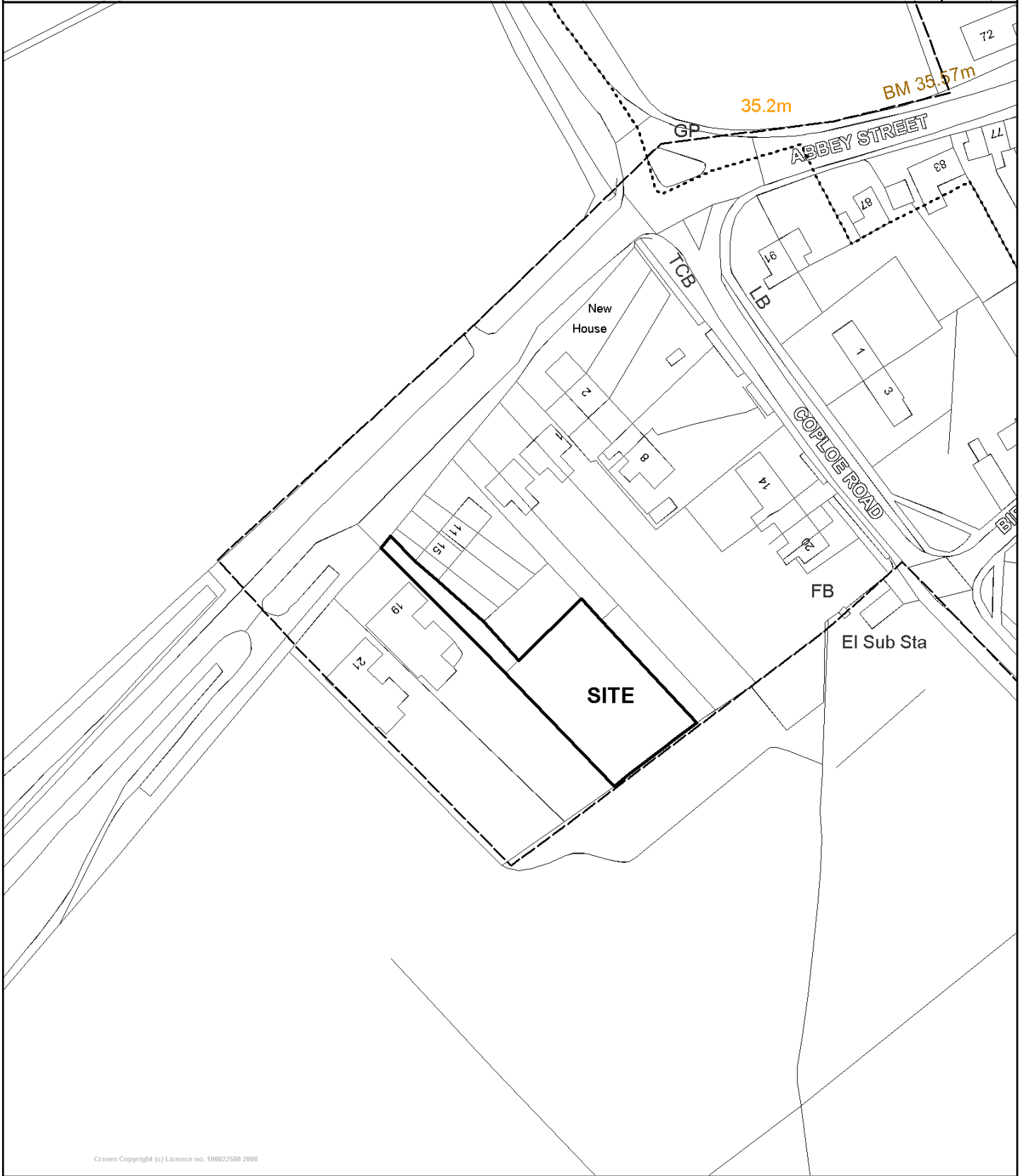
Site and Proposal

1. The application site is a 0.093 hectare parcel of grassed land located on the south side of Grange Road to the rear of a terrace of four cottages, Nos. 9 - 17 Grange Road. Between the site and the rear gardens of Nos. 9 - 17 is an area of hardstanding used as parking by occupiers of the cottages, this being accessed via a narrow driveway sited between Nos. 17 and 19 Grange Road. To the north-east and north-west of the site are the rear gardens of dwellings fronting Grange Road and Coploe Road whilst, to the south-west, are two substantial bungalows (Nos. 19 and 21 Grange Road). Open countryside lies beyond the south-eastern boundary of the site. The land is enclosed by fences along its north-western and south-western boundaries and by hedges along the remaining boundaries.
2. The full application, submitted on 22nd December 2008, seeks to erect a single storey two-bedroom dwelling on the site. The dwelling would be 4.4 metres high to the ridge and 2.3 metres high to the eaves, and would comprise painted weatherboard walls and a slate roof. The density of the development equates to 10 dwellings/hectare.

Planning History

3. **S/0617/97/F** – An application for the erection of two bungalows on this site following the demolition of No.17 Grange Road was refused for being out of keeping with the linear character of the area, and due to noise and disturbance to occupiers of No.15 and 19 arising from the use of the access.
4. **S/0048/07/O** – Outline application for the erection of a single storey dwelling on the site was refused at Planning Committee in April 2007, contrary to Officer recommendation, for the following reason:
 - (a) The proposed development, by reason of its siting rear of dwellings in this location where development is predominantly linear in nature, fronting Grange Road and Coploe Road, would be out of keeping with the character of the area.

S/2151/08/F - Ickleton



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March Planning Committee

The committee report for this application is attached at Appendix 1.

The application was subsequently dismissed at appeal. The Inspector stated that the character of this part of the village is strongly rural, with open fields beyond the site to the south-east, to the south-west of Nos. 19 and 21 Grange Road, and on the other side of the road. He considered the site to be part of a green and largely open area, free of structures of significant size, providing a transition from the development along the road frontages to the countryside beyond. Although only single storey, he stated the proposed dwelling would be of significant size in terms of height, width and depth, and that an appreciable proportion of the site would be covered by building or hardstanding. Whilst the height and footprint of the dwelling was comparable to those at Nos. 19 and 21, its scale was considered to have a significant impact on the openness of the site, despite being set back from the boundaries. The Inspector accepted that the dwelling would be largely screened from the public domain by existing houses and vegetation. However, he stated that the built form would be plainly visible from Grange Road down the access way, where currently there are views across the site to the trees and countryside beyond, and that it would also be seen clearly from the backs of neighbouring houses. The appeal decision is attached at Appendix 2.

5. **S/2273/07/F** – This application was submitted whilst the above appeal was being considered. This was identical to the previous application, but was submitted as a full rather than outline application, so included full elevation and layout details. The proposal was refused for the same reason as application reference S/0048/07/O.

Planning Policy

6. South Cambridgeshire Local Development Framework 2007:
- (a) **ST/7** – Infill Villages
 - (b) **DP/1** – Sustainable Development
 - (c) **DP/2** – Design of New Development
 - (d) **DP/3** – Development Criteria
 - (e) **DP/4** – Infrastructure and New Developments
 - (f) **DP/7** – Development Frameworks
 - (g) **HG/1** – Housing Density
 - (h) **NE/6** – Biodiversity
 - (i) **SF/10** – Outdoor Playspace, Informal Open Space, and New Developments
 - (j) **SF/11** - Open Space Standards
 - (k) **TR/1** Planning for More Sustainable Travel
 - (l) **TR/2** Car and Cycle Parking Standards
 - (m) **Open Space in New Developments (SPD)**

Consultations

7. **Ickleton Parish Council** recommends refusal, stating:

“The Councillors felt that their previous objections still stood and noted the site was outside the conservation area.

- (a) Be out of character with the pattern of development in the vicinity.
- (b) Have an unacceptable adverse impact on the amenity of existing properties, and in particular,
- (c) Be out of keeping as our village has a strong linear character
- (d) The access is too narrow for construction and Emergency Service vehicles e.g. Fire Engine.
- (e) The Councillors voted unanimously to refuse this application.”

8. **The Local Highways Authority** raises no objections subject to the following conditions:
- (a) Prior to occupation of the dwelling, the vehicular access where it crosses the highway should be laid out in accordance with County Council specification, and not finished in block paviers as shown on the drawing;
 - (b) The access to be constructed with adequate drainage measures to prevent surface water run-off onto the adjacent highway;
 - (c) The existing vehicular access running surface to be widened to 5m for a minimum distance of 8m;
 - (d) Turning head to be maintained free of any obstruction.
9. **The Ecology Officer** raises no objections, stating that his comments remain the same as in the previous application. There are considered to be no significant matters relating to protected species. However, it is requested that the remaining two trees along one of the boundaries of the site be retained, that new planting should include native shrubs and that a condition be added to any consent to secure a scheme of nest box provision.

Representations

10. Letters of objection have been received from the occupiers of Nos. 9, 11, 15 and 17 Grange Road, and also from the owner of the adjoining farmland to the rear. The main points raised are:
- (a) The development would be out of keeping with the linear pattern of development in the vicinity of the site;
 - (b) Due to its size, the dwelling would have an overbearing effect upon, and result in a loss of view from, the adjoining cottages on Grange Road;
 - (c) The access is unsuitable for construction traffic. Due to its restricted width, the property adjacent to the driveway could be damaged during the construction period;
 - (d) Due to the narrow access, the development could result in an increased danger to pedestrian safety;
 - (e) The access is too narrow for emergency/service vehicles;
 - (f) The development could result in obstruction of the access during the construction period. Where will builders vehicles park whilst the dwelling is being built?;
 - (g) Block paving the driveway would be out of keeping with the rural character of the area;
 - (h) The development would result in a loss of value of surrounding properties;
 - (i) The conifer tree planting on the land to the north of the development is a crop and due to be harvested in 2-3 years, so will no longer provide a screen;
 - (j) The development would increase surface water run-off.

Planning Comments – Key Issues

11. The key issue to consider in the determination of this application relates to the impact of the development upon the character of the area. Objections concerning the restricted width of the means of access to the site and its implications in terms of noise disturbance to adjoining residents, highway safety and suitability for emergency/service vehicles were fully considered in connection with the previous application considered at Committee in April 2007. In these respects, the application was considered by Members to be acceptable. The sole reason for refusal, and the

sole issue considered during the subsequent appeal, related to the impact of the development upon the character of the area.

12. In the appeal decision, the Inspector referred to the site forming part of a green and largely open area, free of structures of significant size. He stated the dwelling was of significant size in terms of height, width and depth, and that its scale would have a significant impact on the openness of the site. He also noted that the built form would be plainly visible from Grange Road down the access way, where there are currently views of the trees and countryside beyond. In his conclusion, the Inspector stated that the proposed dwelling, *by virtue of its scale*, would be harmful to the rural character of the area. It is therefore necessary to compare the respective scales of the refused and currently proposed dwellings.
13. The sketch elevation and layout drawings submitted with the previously refused application showed a 5.3 metre high dwelling (2.5 metres high to eaves) with three 6.5 metre high chimney stacks. The dwelling had a footprint of approximately 185m², and measured around 22 metres deep x 18 metres wide. It was sited approximately 2.5 metres away from the western boundary of the site, and was therefore visible when viewed from Grange Road down the access way. The site measures some 930m², so the footprint of the dwelling occupied approximately 20% of the total size of the plot. The proposed hardstanding amounted to around a further 125m², bringing the total proportion of the site covered with buildings and hardstanding to about 33%.
14. In the current application, the ridge height of the dwelling has been reduced to 4.4 metres (2.3 metres to eaves), and there is now just a single flue projecting 900mm above the ridge. The dwelling measures 19 metres deep x 14 metres wide and is sited 9 metres away from the west side boundary. The floorspace of the dwelling has been reduced to 132m² (14% of the total plot size) and the extent of hardstanding reduced to around 92m², bringing the total proportion of the site covered with buildings and hardstanding down to about 24%.
15. Given the distance of the proposed dwelling from the western boundary, it would no longer be clearly visible in views from Grange Road along the access way. There is one point on Grange Road to the front of No.19 where, if looking diagonally across the access towards the site, it may be possible to discern the presence of a building on the plot. However, given the low height of the building, the view would be of a grey slate roof sloping away from the boundary, and its impact would arguably be no greater than that of a typical agricultural outbuilding or stable block.
16. I consider that the height, width, depth and scale of the proposed dwelling, together with the proportion of the site covered in buildings/hardstanding, have all been sufficiently reduced in the current application to overcome the harm to the rural character of the area identified within the previous proposal. Should Members be minded to grant consent for the proposal, however, it would be essential to remove all householder permitted development rights, in order to prevent the erection of visually intrusive additions in the future.
17. With regards to the issue of highway safety, the Local Highways Authority (LHA) raised no objections to the previous application subject to a condition requiring the provision and retention of on-site manoeuvring. In connection with the current proposal, the LHA has requested a number of conditions including the widening of the access to 5 metres where it crosses highways land. I have sought further clarification on this point, as the widening of the access was not requested within the previous response, and the LHA has clarified that this requirement is desirable rather than

necessary. In light of this, it would not be appropriate to attach a condition to this effect.

18. Since the consideration of the previous application, the 2007 Local Development Framework has come into force, and this has resulted in two additional issues that need to be considered as part of this application.
19. Firstly, Policy HG/1 requires new development to achieve a minimum density of 30 dwellings per hectare unless there are exceptional local circumstances requiring a different treatment. In this instance, given the previous refusals on this site, together with the comments made by the Inspector about the harm caused by the scale of the previously proposed dwelling, this would not be an appropriate site to insist upon a density of 30 dwellings/hectare.
20. Secondly, Policy SF/10 requires new residential development to contribute towards the provision and maintenance of public open space. An audit of outdoor playspace facilities carried out in 2005 identifies a shortfall of play space in Ickleton, and a contribution would therefore be necessary in this instance. The applicant's agent has confirmed in writing, that his client would be prepared to enter into the Section 106 Agreement required to secure this contribution.

Recommendation

21. Approval:
 1. Standard Condition 1 (Reason - 1).
 2. Notwithstanding the provisions of the Town and Country Planning (General Permitted Development) Order 1995 (or any order revoking and re-enacting that Order with or without modification), no development within all Classes of Part 1 of Schedule 2 of the Order shall take place unless expressly authorised by planning permission granted by the Local Planning Authority in that behalf. (Reason - In the interests of protecting the character of the area, in accordance with Policy DP/3 of the adopted Local Development Framework 2007.)
 3. Sc5 – Landscaping (Rc5).
 4. Sc6 – Implementation of landscaping (Rc6).
 5. Sc12 – Boundary treatment (Rc12).
 6. No development shall take place until details of the materials to be used in the construction of the external surfaces of the dwelling hereby permitted have been submitted to and approved in writing by the Local Planning Authority. Development shall be carried out in accordance with the approved details. (Reason - To ensure the appearance of the development is satisfactory in accordance with Policy DP/2 of the adopted Local Development Framework 2007.)
 7. No development shall commence until details of the materials to be used for the driveway have been submitted to and approved in writing by the Local Planning Authority; the development shall be carried out in accordance with the approved details. (Reason - To ensure the appearance of the development is satisfactory in accordance with Policy DP/2 of the adopted Local Development Framework 2007.)

8. Sc17 – Turning area (Rc17).
9. Sc24 – Surface water drainage (Rc24).
10. Sc38 – Noise during construction (Rc38).
11. Sc52 – Ecology – Bird breeding season (Rc52).
12. Sc54 – Ecology – Bird nest boxes (Rc54).
13. No development shall begin until details of a scheme for the provision of recreational infrastructure to meet the needs of the development in accordance with adopted Local Development Framework Policy SF/10 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 recreational infrastructure in accordance with the above-mentioned Policy SF/10 and Policy DP/4 of the adopted Local Development Framework 2007.)
14. Sc89 - Refuse Storage (Rc89).

Informatives

General

1. The development involves work to the public highway that will require the approval of the County Council as Highway Authority. It is an offence to carry out any works within the public highway, which includes a public right of way, without the permission of the Highway Authority. It is the applicant's responsibility to ensure that, in addition to planning permission, any necessary consents or approvals under the Highways Act 1980 and the New Roads and Street Works Act 1991 are also obtained from the County Council.
2. The Local Highways Authority has recommended that the access be widened to 5 metres where it crosses the highways verge (an approximate distance of 8 metres back from the carriageway). In addition, the access should be constructed in accordance with the County Council construction specification, and not finished in block paviers as shown on drawing number P264-21.
3. The surface water drainage scheme required by Condition 9 should include details of drainage measures for the access, in order to prevent surface water run-off onto the adjacent highway.
4. Should driven pile foundations be proposed, then before works commence, a statement of the method for construction of these foundations shall be submitted and agreed by the District Environmental Health Officer so that noise and vibration can be controlled.
5. During construction there shall be no bonfires or burning of waste on site except with the prior permission of the Environmental Health Officer in accordance with best practice and existing waste management legislation.

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

- South Cambridgeshire Local Development Framework (LDF) 2007;
- Planning application references: S/2151/08/F, S/2273/07/F, S/0048/07/O, and S/0617/97/F.

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SOUTH CAMBRIDGESHIRE DISTRICT COUNCIL

REPORT TO: Planning Committee4th March 2009**AUTHOR/S:** Executive Director / Corporate Manager - Planning and Sustainable Communities

S/1862/08/F - DUXFORD**Erection of 70 Bedroom Hotel with Associated Car Parking and Landscaping
Following Demolition of WWII Air Raid Shelter
Red Lion Hotel, 42 Station Road East****Recommendation: Refusal****Date for Determination: 16th January 2009 (Major)****Notes:**

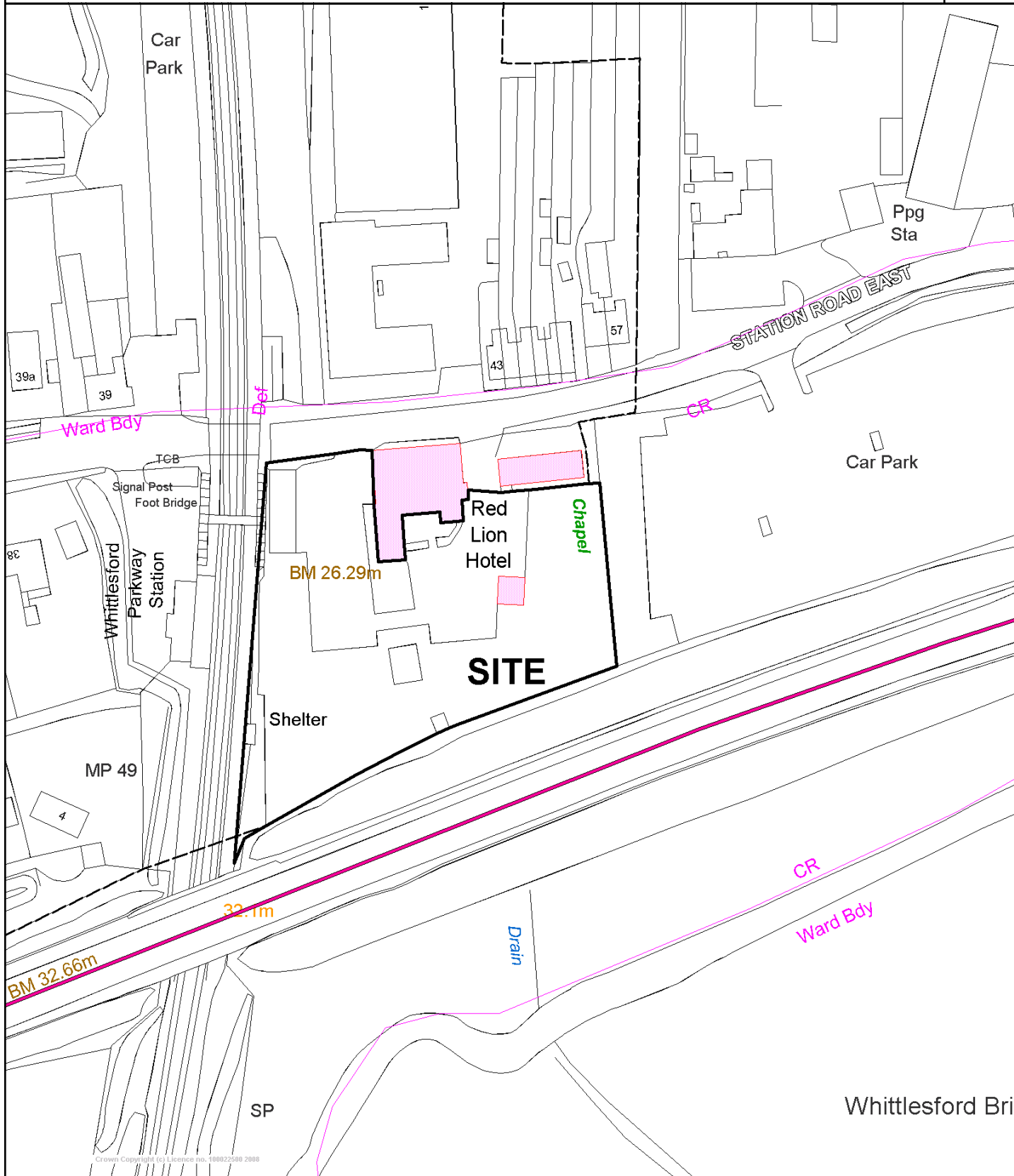
This application has been reported to the Planning Committee for determination because the Head of Development Control considers that the application should be presented to Committee for decision.

Members will visit the site on 4th March 2009

Site and Proposal

1. The proposal relates to the grounds of The Red Lion Hotel, a grade II Listed building and Duxford Chapel, a grade II* Listed building and a scheduled ancient monument. The chapel is also an Historic Property in the care of English Heritage and which is open to the public. The site lies within the village framework for Whittlesford Bridge (Inset Map 107 of the Adopted Proposals Map), adjacent to the railway line and Whittlesford Station, and an elevated section of the A505. To the east the site is adjoined by the railway station car park.
2. The full application, dated 17th October 2008, is to erect a new hotel accommodation block in two to four storeys to provide 70 bedrooms. The scheme is to be part of the Holiday Inn Express franchise, to be operated with the existing hotel as a single complex and by the same owner.
3. The proposal shows the four-storey block located to the south of the existing hotel along the western boundary of the site adjacent to the railway line, through to its boundary with the A505. The length of the building is 50.2 m, its width for the most part is 15.5 m, except at the entrance where the width is 17.1 m. The gross internal floor area over the four storeys is 2480 sqm. The height of the building is 12.0 m. The southern part of the site is shown to be surfaced to provide parking and circulation for 70 cars, including 4 disabled spaces nearest to the entrance of the hotel. The existing outbuilding at the north-west corner of the site is to be retained and converted for garaging. The area adjacent to the chapel is shown to be provided with a memorial garden with suitable landscaping.
4. The design shows a building of contemporary appearance, with three tiers of clad roofs, the lowest tier being closest to the listed building. The architect states that the non-regular and asymmetric elevational treatment of the design has been chosen to

S/1862/08/F - Duxford



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Scale 1/1250 Date 13/2/2009

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March Planning Committee

reflect and complement the nature of the existing Red Lion building. The elevations will be clad with timber rainscreen cladding and zinc, together with elements of white render, blue facing brick, louvered panels and glazing.

5. The new hotel building will create an additional 8 full-time jobs.
6. In comparison with the previously refused scheme, the hotel has been lowered by approximately 1.0 m by setting the building further into the ground and by lowering the height of parapet walls. The roofline nearest to the existing hotel is now shown to be lower than the ridge height of the hotel building, although it still above its eaves level. In the refused scheme, this roof level was at the same height as the existing hotel ridgeline.
7. The application is supported by a Planning Statement, a Design and Access Statement, a Business Plan, a Historic Buildings Assessment, a Heritage Statement, an Assessment of the Proposed Development on the Heritage Significance Within Views, a Habitat Survey, Condition Report, Sustainable Design and Construction Statement, Archaeological Study, Archaeological Evaluation, and a Travel Assessment Report. Together these provide a comprehensive description of the proposals, the site and the surrounding area.
8. In the Planning Statement, and Business Plan, the applicant states that the proposed development would provide modern facilities for both business and leisure travellers. It is intended that clients would use the existing pub/restaurant facilities for all cooked food, private dining and meetings. The two buildings are intended to provide complementary uses. The new hotel facility would only provide a net increase of 52 bedrooms on the site, as the existing 18 bedrooms in the main Red Lion building would become staff accommodation. Research conducted on behalf of the applicants has confirmed that a branded hotel is the best and most appropriate solution for this site. In order for the business to survive the applicant states that it needs to expand and diversify. The agent states: "the business could not continue in its current form as it does not generate sufficient income for the applicants and would have to close at some point in the near future." The proposals will secure the long term use of the site as a hotel, and will also secure the investment and refurbishment of the Red Lion. The current rooms are very difficult to upgrade to meet modern hotel room standards.
9. The agent states that a phase 2 application will follow in the near future for alterations and improvement works to the Red Lion. Basic repair works needed to the building had been identified in the Condition Survey. The Condition Report indicates that repairs costing in the order of £18,000 will be necessary over the next five years, the majority of expenditure needed to mitigate dampness at a low level, roof repair and chimney stack repair. The applicant is willing to accept a condition which ties the repair works to the Red Lion to the development of the additional accommodation block.
10. In the Design and Access Statement, the agent considers a design solution suggested by officers in negotiations. This is a tiered development in an "L"-shaped form, with a lower wing running along the boundary with the A505. The agent considers that the solution would result in more harm to the setting of the historic structures on the site, and would result in a larger footprint on the site, together with the highest element exceeding the height of the current proposal. The agent concluded that this was not a successful solution for the development.

11. The Sustainable Design and Construction Statement indicates the following:
- (a) The roof design makes the proposal suitable for photovoltaics and solar hot water systems. The assessment concludes that photovoltaics would be insufficient to meet the target energy offset, however solar hot water panels would provide 10% energy offset. This would require the provision of 112 m² of SHW panels, amounting to 1/3 of the available roof space.
 - (b) Energy efficiency measures include high levels of thermal insulation; 50% of internal light fittings throughout the development to be dedicated energy efficient fittings; local control of heating systems to be provided through the use of thermostatic radiator valves and time controls; variable speed pumps and high efficiency, variable speed, ventilation fans will be used; external lighting will be fitted with daylight cut-off devices.
 - (c) Water conservation measures include water metering and monitoring, taps to have aeration to reduce water consumption; dual flush controls will be specified on all toilets; opportunities will be sought for the inclusion of SuDS measures on the site; a Water Conservation Strategy will be prepared for submission to the LPA.
12. The results of a public exhibition held at the Red Lion Hotel on 15th May 2008 are set out in the Planning Statement. 11 participants considered the proposal to be acceptable, 7 participants considered the proposal to be unacceptable, and one participant had no view.

Planning History

13. The proposal has been the subject of several pre-application meetings involving conservation and planning officers.
14. **S/1161/08/F** - Erection of 70 bedroom hotel with associated car parking and landscaping. This was refused 29th September 2008 on the grounds of 1) harm to the setting of the listed building and scheduled ancient monument; 2) harm to the landscaped setting of the village, and; 3) absence of physical measures to prevent vehicles turning right from Station Road East onto the A505, to the detriment of highway safety.
15. A written representations appeal against this refusal of planning permission was lodged on 3rd November 2008. The decision on the appeal is not expected to be issued prior to the consideration of the current application by the Planning Committee.
16. **S/1231/08/LB** – total demolition of air raid shelter – approved 9th September 2008.
17. **S/0417/79/F** and **S/0418/79/LB** – extensions to the rear of the hotel were approved in 1979 but not implemented.
18. **SC/0535/72/O** - outline planning permission for a 20-room freestanding block was granted in 1973 but was not implemented.

Planning Policy

19. *Department for Communities and Local Government:*
- Planning Policy Statement 1:** Delivering Sustainable Development (2005)
 - Good Practice Guide on Planning for Tourism (2006)
 - PPG 15** Planning and the Historic Environment (1994)
20. *East of England Plan 2008:*
- Policy E6** (Tourism)
 - Policy T1** (Regional Transport Strategy Objectives and Outcomes)
 - Policy ENV6** (The Historic Environment)
 - Policy ENV7** (Quality in the Built Environment)
 - Policy CSR1** (Strategy for the Sub-Region)
21. *South Cambridgeshire Local Development Framework Core Strategy 2007:*
- Policy ST/6** (Group Villages)
22. *South Cambridgeshire Local Development Framework Development Control Policies DPD 2007:*
- DP/1** (Sustainable Development)
 - DP/2** (Design of New Development)
 - DP/3** (Development Criteria)
 - DP/4** (Infrastructure and New Developments)
 - DP/7** (Development Frameworks)
 - Objective ET/c** (Expansion of Existing Firm)
 - Objective ET/f** (Growth of Tourism)
 - ET/4** (New Employment Development in Villages)
 - ET/5** (Development for the Expansion of Firms)
 - ET/ 6** (Expansion of Existing Firms)
 - ET/10** (Tourist Facilities and Visitor Accommodation)
 - Objective SF/a** (Services and Facilities)
 - SF/1** (Protection of Village Services and Facilities)
 - SF/6** (Public Art and New Development)
 - NE/1** (Energy Efficiency)
 - NE/3** (Renewable Energy Technologies in New Development)
 - NE/6** (Biodiversity)
 - NE/12** (Water Conservation)
 - NE/14** (Lighting Proposals)
 - NE/15** (Noise Pollution)
 - CH/2** (Archaeological Sites)
 - CH/3** (Listed Buildings)
 - CH/4** (Development Within the Curtilage or Setting of a Listed Building)
 - TR/1** (Planning for More Sustainable Travel)
 - TR/2** (Car and Cycle Parking Standards)
 - TR/3** (Mitigating Travel Impact)
- Consultations**
23. **Duxford Parish Council** - approval, with a request that the application be referred to Planning Committee in the event of planning officers recommending refusal.

24. **Whittlesford Parish Council** - approval, with no additional comments.
25. **Council's Conservation Officer** - recommendation of refusal. The Conservation Officer comments:

Setting and Significant Views

26. The embankment of the A505 and the Station platform both form backdrops to the site from the south and east. Views of the immediate setting of the group of Listed buildings towards these backdrops show it surrounded by trees and greenery. Considering the historic settlement and otherwise rural setting of the village, retention of this green backdrop and providing additional planting would be important to preserve the setting. (It is therefore regrettable that the planting along the Station platform would be lost).
27. Whilst these significant historic viewpoints of the group of Listed buildings are from the north (front elevation) and the east and west (side elevations), the setting of the Listed buildings from the A505 is also significant as it is currently the first view on the approach to the site. When travelling along the A505, the enclosure formed by the woodland each side opens up on the approach to reveal the buildings below. Whilst this is not a historic view, or the setting in which the buildings were designed, it will remain a significant view as any screening within the site cannot in practice entirely obscure the group of buildings from the A505.

Enabling Development.

28. The proposal would not qualify as 'enabling development' as defined by the relevant guidance by English Heritage, 'Enabling Development and the Conservation of Places', as follows:
29. A Condition Report has been submitted as part of the current application in support of a case put forward for this scheme as 'enabling development'. This report describes works that are normal maintenance issues or investigation, rather than restoration of the heritage asset.
30. The Condition Report identifies works that are minimal and desirable but not essential for the future of the Listed building. The work identified as having top priority for the repair of the Listed building has only a total value of £100. Overall the budget cost totals £17,930 including investigation and desirable items. This cost of saving the heritage asset is minimal and not proportional to the value of the proposed development; and would therefore not justify any deviation from policy.
31. The proposal is not a last resort to allow a use to be found for the building. Instead the building is capable of use as is, and any upgrading to improve facilities within the Listed building itself may be possible (it just has not been identified).
32. The proposal is not a last resort where there is a conservation deficit and funds would be unobtainable by any other means, such as grants. There is no evidence submitted of grants having been applied for in order to repair or upgrade the Listed building. The proposal therefore could not be enabling development.
33. The new hotel would also not qualify as enabling development as enabling development is by definition contrary to the statutory plan. The principle of the hotel development is in accordance with the development plan, being within the village

framework, and therefore could not be securely and enforceably linked to benefit the Listed building; and any benefit to the Listed building would depend on the goodwill of the owner.

Design and Access Statement

34. The process indicated in the statement during the feasibility options acknowledges that there were concerns from the beginning of the process about the massing and scale of the development.
35. It also identifies that the bulk of the building determined by the necessity for 80 bedrooms was 'a given' and therefore inflexible. This was identified at the start of the negotiations as being the cause of the massing and bulk that was of concern. Whilst the process of negotiation could reasonably have been ceased at this point, it was finally justified because ultimately the numbers of rooms were reduced to 70, potentially reducing the bulk. The early negotiations also identified potential for reducing the bulk by reducing ground levels. Contrary to Mr Scott Wilson's statement received dated 15th January, the English Heritage letter of 19th December 2008 regarding lowering the building significantly into the ground is consistent with suggestions made at the first meeting (3rd March 2008).
36. On the basis that the bulk itself was possibly inflexible, various officers made suggestions regarding means of reducing the impact of that bulk. The submitted proposals worked up some of these suggestions, but so far, have not overcome the issues of bulk, height and proximity of the proposed building, including the proposal in the current application.
37. Item 5.0 of the Design and Access Statement gives an example of suggestions made by the Local Authority and English Heritage to indicate ways in which the bulk could be reduced, suggesting that the mass is broken down and the room layout is redesigned to reduce the span of the building. The suggestions of that date were never worked up into a scheme and therefore the actual impact cannot be determined. The specific drawing referred to in the Appellant's Statement takes one of these drawings out of context and omits the letter that accompanied the suggestions which said 'The ideas put forward are not intended as a design solution, simply as suggestions to further investigate'. The explanatory note on the drawings also clarifies that the extent of development indicated may not be acceptable. There are also significant differences between the sketch and the Appellant's three-dimensional drawing of this scheme in items 6.0 & 8.0, including the proportions and shape of the tallest element and the adjacent element adjacent the A505. Another drawing in the same group of that date shows how the floor span could be reduced which has been omitted from items 6.0 & 8.0. The identification and criticism of a single sketch out of context from the series of suggestions offered by the Local Authority and English Heritage over many months to try to overcome the overall problems of bulk and mass, without working it up to a practical scheme with its accompanying sketches, is not representative of the time and efforts spent by English Heritage and the Local Authority on this matter.
38. The minimal reduction of ground levels and shifting of upper roof position would not significantly overcome the previous concerns about bulk and mass, as shown on the three-dimension drawings and visual height comparison.

39. The Council's Conservation Officer has responded to the comments set out by Scott Wilson, agent, (summarised below), as follows:

Setting and Significant Views

40. The Council's Landscape officer has expressed concerns about the proposed landscape scheme and the loss of the trees along the embankment and her response will cover this point. My concerns related to the loss of perimeter trees and of views of perimeter trees which provide a backdrop to the Listed building group. English Heritage welcomed the proposed memorial garden rather than the rest of the proposed landscaping (letter 19 December 2008).
41. The views from the A505 are significant and noticeable even when travelling at speed because, on the approach from both directions, the views are initially blocked and enclosed by trees and then open up to expose the Listed building group and adjacent car park. These trees to west and east along the A505 are what were previously described as 'woodland'. Whilst unaffected by the proposals, they frame the site and draw attention to the buildings and their setting.

Enabling Development

42. At the meeting of 20 August 2008, the agent then noted that they did not wish to pursue the enabling development route due to funding. The agent has only introduced this enabling development approach at a very late stage in the submission of the appeal to S/1161/08/F. It therefore post-dates discussions about phasing or type of development and fails to follow the procedures described as necessary in the relevant English Heritage guidance, *Enabling Development and the Conservation of Significant Places*, 2008. (This guidance is also the basis of the following comments).
43. In discussion with the applicant it appears that the required works will include level access throughout for wheelchairs, a toilet suitable for wheelchairs, a full flue extraction system to the kitchen, a general upgrade of decorations and finishes and more accommodation for diners. This would almost certainly require extension to the existing Listed building as there is no space for a disabled persons toilet and an extension for a new kitchen would deal with the lack of scope for upgrading the existing. Although called Phase 2, this would have to be done prior to occupation of the hotel.
43. For any enabling development, the proposal needs to be read in conjunction with a Listed building application containing sufficient information about the works necessary for the Listed building enabled by the development, especially as refurbishment is noted as required in the terms of the franchise (3.3.1). Whilst phasing the development may be possible, phasing the consents with later Listed building application is unsatisfactory as the extent of enabling works cannot be fully determined; and some proposals required by the hotel franchise may be further damaging to the interests of the Listed building.
44. An enabling development is a form of public subsidy and therefore assessments need to be transparent and accountable. Therefore the necessary value of the enabling development to cover the shortfall needs to be known, in order to determine whether the extent and type of enabling development is appropriate. The submission fails to do this.
45. Enabling development is development that contravenes other local, regional or national planning policy objectives, such as Green Belt. The reasons for refusal were

the harm to the setting of the Listed buildings and Scheduled Ancient Monument, together with harm to the setting of the village and traffic. This harm to the heritage assets is therefore the case put forward for enabling development.

46. The criteria for enabling development policy requires that all the following are met:
- (a) *It will not materially harm the heritage values of the place or its setting.*
The development by means of its scale, height, design and proximity would materially harm the setting of the Listed buildings.
 - (b) *It avoids detrimental fragmentation of management of the place.*
The uses in the existing building would be replicated in the proposed hotel, potentially leading to competition with the Listed building.
The block plan shows there is potential to separate the two buildings in future.
 - (c) *It will secure the long-term future of the place, and where applicable, its continued use for a sympathetic purpose.*
There would be potential for competition with the uses of the Listed building. A continuation of the existing low key use is possible as the existing building does not require major repair (5.6.5) and the existing business is viable.
 - (d) *It is necessary to resolve problems arising from the inherent needs of the place, rather than the circumstances of the present owner, or the purchase price paid.*
The needs of the place are minimal repair (general maintenance); and a long term use which may remain low-key. It has not been demonstrated that the hotel development is the only method of resolving problems arising from these needs.
 - (e) *Sufficient subsidy is not available from any other sources.*
There is insufficient evidence of investigation of other sources.
 - (f) *It is demonstrated that the amount of enabling development is the minimum necessary to secure the future of the place, and that its form minimises harm to other public interests.*
There was no preliminary appraisal of other uses.
The proposed type of hotel is likely to be more intensive than necessary (5.5.5).
Much of the work to the Listed building is maintenance and the extent of proposed development is not justified considering the submitted low costs for its repairs.
Incidental costs and maintenance are part of the owners' responsibility (5.15.5).
The form of development also harms the setting of the Chapel (Listed building and Scheduled Ancient Monument).
 - (g) *The public benefit of securing the future of the significant place through such enabling development decisively outweighs the disbenefits of breaching other public policies.*
There is insufficient demonstration that securing of the future of the Listed building is impossible without this form of hotel development.
The wider public benefits accrued from retaining the current public house use would not be lost by more sympathetic low-key development.

47. The case put forward to justify enabling development is in part that the development fails to comply with policy to avoid harm to the heritage assets. This fails to comply with the aim and criteria of enabling development, which is to avoid harm to the heritage assets.
48. Subject to the above, the procedure for dealing with the proposal as enabling development has not been complied with (4.1.6). For instance, there has been no evidence of market testing, investigation of grants, feasibility studies of other uses, feasibility studies of other types of hotels, no development appraisal costings and no Section 106 submission to link the development with benefit to the Listed building.
49. The criteria for enabling development have not been met and the harm to the heritage assets by means of the bulk, scale, design and proximity of the proposed hotel has not been justified.

Design and Access Statement

50. Throughout the preliminary discussions, the bulk of the building was identified as an issue and suggestions were made to attempt to mitigate that impact. They included digging down, making the building narrower and breaking down the bulk of the building into separate linked elements. The meeting of 11th September 2008 is no exception and the subsequent letter from Richard Donoyou of 2nd October 2008, incorporating comments from Philip Walker and further suggestions to reduce the bulk of the building, clarifies that an application based on the scheme presented on 11th September was not likely to receive favourable responses.
51. **Corporate Manager (Health and Environmental Services)** - No objection, recommended conditions.
52. **Council's Landscape Officer** - The application still involves the loss of the tree screen that contributes to the enclosure of the west of the site and provides a leafy backdrop to the station platform and contributes to the setting of the entrance to the village. Sitting between two major transport corridors, changes to the site should aim to retain the existing positive features and if possible mitigate the intrusion of the road and railway to achieve an appropriate setting for the Listed building. The proposed line of small trees between the platform and new building are not realistic in this limited space. Another solution needs to be found for softening this boundary given the loss of the current line of planting.
53. The car park layout leaves awkward shaped pieces for planting. The improved setting to the chapel is welcomed. There are two trees on the south side of the proposed building which are the only ones with any potential to screen this elevation from the A505. The parts of the rooting areas that lie within the site need to be protected. If this application does receive approval she recommends a condition be attached for both hard and soft landscape details so that the submitted landscape plan can be modified.
54. Had the building been resited along the southern boundary this would have provided an opportunity to shield the site from the busy A505 and create a calm outdoor space across which the two parts of the hotel could relate. A second option would be to provide tall planting along the embankment with the A505 to isolate the site.
55. **Council's Ecology Officer** - No objection. Recommended condition.

56. **Council's Economic Development Officer** - A protectionist approach based on conservation could restrict inward investment into the District. The proposed development will create employment. Pubs are a central point for villages and the hotel development would support the viability of the Red Lion pub and support the rural economy. The new hotel could service the business parks in South Cambridgeshire, for example Hinxton, Duxford, Granta Park and Babraham. The development is supported by EEDA and EETB, and in the Fleurets assessment.
57. **Council's Strategic Sustainability Officer** - Queries on the main benchmark figure for the heating load of the building. The required area of roofing for solar hot water systems may accordingly be larger. He considers that the potential for biomass has not been fully explored. He comments that passive cooling and air circulation measures could reduce the potential air conditioning load. In respect of water conservation, showers should be provided with a maximum flow rate of 8 L per minute and baths with a capacity of 140 L. Information on sustainable drainage measures should be submitted at a later stage.
58. **English Heritage** – Recommendation of refusal. The mass of the proposed new building and its height (in part to four storeys) would have an adverse visual impact of the setting of the chapel of the hospital of St John. The Inspector of Ancient Monuments states: 'We are not opposed in principle to new build in the area proposed, but feel that this particular scheme is inappropriate. It is desirable that any new hotel should as a minimum have a third-floor parapet wall height no higher than the eaves height of the adjacent wing of the Red Lion, where views from the area just to the south of the chapel are concerned. The current scheme involves lowering the building into the ground to some extent, lowering the parapet height and lowering the proposed roofline of the higher sections. We do not however feel that these amendments significantly address our concerns regarding the adverse impact of the bulk, height and scale of the proposed building on the setting of the chapel. The proposal for a memorial garden to the south of the chapel, commemorating the link between the Red Lion Hotel and the Duxford air base, is welcome. We have no objection to the proposed demolition of the proposed World War Two air raid shelter.'
- The Inspector concludes that he would welcome the opportunity of advising further on any subsequent proposals for a redesigned hotel in the area of the current application.
59. **Disability Forum** – No objection, but comments that provision of five disabled parking spaces would be expected.
60. **Local Highway Authority (LHA)** is seeking provision of an island at the junction of Station Road East and the A505 to physically prevent vehicles from turning right. Negotiations with the applicants' agent have continued and your officers are advised that a resolution is achievable. If the planning application is approved, the LHA recommends the requirement for the provision of the traffic island be the subject of a section 106 agreement. If approved, the highway authority recommends conditions relating to the retention of parking and manoeuvring space, a method statement relating to the process of demolition and the control of contractors' parking, the resurfacing of the existing access, and the final details of motorcycle and bicycle parking facilities.
61. **Highways Agency** – In respect of the previous application S/1161/06/F no objection.
62. **Network Rail** - In respect of the previous application S/1161/06/F no objection. Standard comments.

63. **Cambridgeshire Archaeology** - In respect of the previous application S/1161/06F recommended a condition for a programme of archaeological work to be prepared and submitted for approval.
64. **East of England Development Agency** – Broad support for the application. Whittlesford is within the Cambridge Engine of Growth as defined in the Regional Economic Strategy 2008. As such, the RES states that Cambridge and its hinterland will disproportionately drive the growth given the concentration of its assets. In addition, the Cambridge Sub region contained significant heritage, leisure and cultural assets that provide guidance for the tourism economy. There is a need to support business accommodation. EEDA would ask the Council in its consideration of this proposal to balance the economic benefits of this development against its environmental impact.
65. **East of England Tourism** - Prospects for domestic tourism in the current economic climate are positive. The UK short break market in particular looks likely to benefit. The availability of high-quality, good value accommodation is critical if destinations are to take advantage of the improved demand and projects such as being developed adjacent to the Whittlesford Station will ensure that South Cambridgeshire does not lose out to other regions who are competing for this growing market. Not only is this location attractive for its proximity to Cambridge in itself, but also it plays an important role in supporting the Imperial War Museum Duxford. A recognisable quality hotel brand with an effective distribution network would assist in establishing any business of this kind by attracting higher spending visitors into the local area. The higher the number of rooms available the more the local economy could benefit. There is a balance of maximising economic and social benefits while trying to minimise the impacts on the environment and, providing these have been addressed, EET feel that projects such as being proposed are to be welcomed.
66. Summary of **Fleurets Expert Witness Report** on the business case:

Officers have commissioned Fleurets Ltd, surveyors with a specialism in valuations of public houses, restaurants and hotels, to review the business case put forward in support of the application. The summary findings and conclusions are as follows:

- (a) The location of the Red Lion Hotel has limited aesthetic appeal, and is unlikely to attract significant levels of leisure related custom. It is likely to be largely reliant upon business-related custom associated with nearby businesses or as a result of its proximity to good transport links.
- (b) Generally the main hotel building appears to be in good repair internally and externally. The Condition Report prepared for the Applicant by Savills LLP raises concern about possible decay of the timber frame. In the event that major repairs were to be found necessary, this would impair the viability of the business. The Dovecot building was observed to be in need of external redecoration and repair is required to window frames.
- (c) Overall, an operator would consider some capital investment by way of refurbishment and modernisation is essential if trading levels are to be sustained and potentially improved. However, Fleurets does not believe that scope exists for significant growth of the business in general terms. The standard of bedroom accommodation and related facilities offered by the Red Lion is dated and the room sizes and facilities are not uniform. The hotel does not carry a recognised star rating.

- (d) Further growth in the budget branded sector is anticipated. Recent operating statistics for the UK chain hotel market demonstrate declines in occupancy levels and average room rates achieved in the latter months of 2008. Rising costs have also placed margins under pressure resulting in declining profits levels. Whilst it is expected that the branded project sector will benefit from corporate business down trading, profit margins can be expected to remain under pressure. Smaller hotels, such as the Red Lion, are increasingly subject to competitive pressures of corporately run budget lodge style accommodation, which offers stated fixed rates and widely understood specification of room facilities. In consequence, the pricing structure and standards offered by smaller hotels must be carefully considered against others in the locality in order to compete successfully. Unless a unique selling point or superior facilities can be offered, it is often necessary for such businesses to undercut room rates of their competitors in order to attract sufficient custom.
- (e) The principal sources of business for the Red Lion Hotel are derived from accommodation, food and beverage sales. It is a public house and restaurant with 17 letting bedrooms. Accommodation sales are primarily drawn from business contract workers during weekdays with occasional weekend bookings being from visitors attending local functions either at the premises or nearby. The characterful and historic nature of the building add to its appeal which is likely to be limited to small indoor functions and business meetings.
- (f) The most notable and immediate competition to the Red Lion Hotel is that provided by the branded budget operators, these particularly being the Travelodge Hotels at Fourwentways, (3 miles) and Cambridge Leisure Park (6.5 miles) and the Holiday Inn Express at Coldhams Park (7 miles). In addition there is a 154-bedroom Premier Inn under construction adjacent to Junction 33 of the A14 at Arbury Park to the north of Cambridge.
- (g) The current level of turnover generated by the business would be considered by operators in the market as sufficient to make a living. However this is a business that appears to have become increasingly subject to competitive pressures and turnover in recent years has declined in real terms. This would give cause for an operator to be concerned about future viability. If proposed further hotel developments in the area proceed, Fleurets would expect accommodation sales to come under increasing threat with the risk that the business could become borderline viable.
- (h) Fleurets has considered the contents of the business plan prepared by King Sturge and concurs with their general view that a budget hotel adjacent to the Red Lion Hotel can be expected to enhance the prospects of the business for food and beverage trade. Fleurets would also anticipate that the level of corporate business attracted to the hotel and its accessibility both by road and rail would result in increased demand for conferencing facilities. Of course the presence of the new hotel would result in the loss of any accommodation sales from the business of the Red Lion Hotel, but Fleurets considers it reasonable to expect that this would be counterbalanced by improved levels of food and beverage and business conferencing.
- (i) Assuming the new hotel is able to generate the occupancy levels anticipated by King Sturge, this would generate significant customer traffic from which the Red Lion Hotel can be expected to benefit, subject to appropriate investment in the facilities to cater for such custom. Fleurets would expect the

prominence and general profile of the site to be enhanced by the presence of the hotel block and this too may be expected to enhance the prospects for promotion of the business of the Red Lion Hotel, providing opportunity for the business to attract to a broader destination market and possibly some passing trade by virtue of the improved profile.

Conclusions

- (a) The business is operating profitably to a level sufficient to enable an operator to make a living. The business is currently viable.
- (b) There are various factors that Fleurets indicate that could cause a business to become unviable. It is evident that competition from the budget hotel market in Cambridge has increased in recent years. By virtue of current and possible future development, competition may be expected to continue to increase. This would be considered by operators as placing the hotel driven turnover and, as a consequence, the viability of the business at risk.
- (c) In the short term, competitive pressures are likely to be exacerbated by the current economic recession. Increasing downward pressure upon business and consumer spending may be expected to result in declining levels of turnover and to place profit margins under increasing strain.
- (d) The Red Lion is a Grade II Listed building understood, in parts, to be over 600 hundred years old. The Condition Report prepared for the Applicant by Savills LLP raises concern about possible decay of the timber frame. In the event that major repairs were to be found necessary, this would impair the viability of the business.
- (e) Fleurets considers that the development of a 70-bedroom hotel accommodation block as described in the would provide opportunity to develop the Red Lion as a sustainable food and beverage, conference and functions business catering primarily to guests of the new hotel. It would also provide the opportunity for the business to appeal to a broader destination market and possibly some passing trade by virtue of the improved profile of the site that is likely to result.

67. This report is included at Appendix 1.

Representations from the applicants' agents

68. Summary of Scott Wilson response to English Heritage comments:

- (a) The Heritage Impact Analysis has illustrated that the impact of the proposed development on the setting of either the chapel or the hotel will be minimal and none of the identified 'key views' will be harmed.
- (b) English Heritage makes reference to viewpoints from the different corners of the site. It should be stressed that the 'public realm' is only Station Road East and any viewing of the chapel from the Red Lion or station car park areas is on private land. The principal elevation of the chapel is to the road frontage and this will be unaffected by the development.
- (c) English Heritage's comments failed to take into account the following factors:

- a) The proposed development is sited at the greatest possible distance from the chapel and hotel;
 - b) Visually, there will be a break in the building form between the rear of the hotel and the new hotel structure. This break in the building would be viewed from the area to the rear of the chapel;
 - c) The presence of the new hotel has been minimised as far as possible by compacting the building footprint, reducing the height of the building to bring it more in line with the existing ridgeline of the Red Lion Hotel, lowering the level of the site and removing the roof terrace and lowering the parapet height;
 - d) The area must be viewed within the wider context of the site which is semi urban/industrial in nature.
- (d) The application proposals will significantly improve the setting of the heritage assets by relocating the car parking adjacent to the southern boundary with the A505 embankment. The hard and soft landscaping proposed will emphasise the relationship between the buildings and creates a far more appropriate and safe setting with which to view the buildings. These improvements will not be implemented without the new hotel development which facilitates them.
- (e) The reduction in height required by English Heritage is impossible to achieve without significantly digging the building into the ground by at least one storey. This would significantly raise costs and also affect issues such as archaeology, disability access and drainage of the site.
- (f) The alternative building proposed by South Cambridgeshire District Council and English Heritage is far greater in scale and mass than the building presented in the revised planning application.
- (g) The proposal will benefit the local economy and tourist facilities. The development will allow the applicants' to secure the future of their business and to invest in and improve those historic buildings on the site and the wider landscape setting of the historic assets.

69. This response is included at Appendix 2.

70. Summary of Scott Wilson response to comments of the Council's Conservation Officer:

Setting and Significant Views

- a) The existing vegetation to the embankment to the A505 will not be removed as this is outside the application site. The trees within the application site are generally poor quality fruit trees which will be replaced with a higher quality landscaping scheme.
- b) The vegetation on the western side adjacent to the platform is largely shrubs and plants rather than mature trees, and is of limited value. Network Rail is fully supportive of the removal of the trees and shrubs to this boundary due to the maintenance and safety issues they raise.
- c) The enhancement works will remove vehicles from the immediate setting of the buildings and create a high-quality landscaped area in which the group of buildings can be viewed and appreciated safely.

- d) The weight attributed by the Local Planning Authority of the views from the A505 is in question given that there is no pedestrian pavement or cycle track here and thus the main receptors are people in vehicles travelling at speed and thus their views are only fleeting ones.
- e) Existing trees outside the boundaries of the site on the eastern and western sides will remain as a backdrop to the site.
- f) When travelling from the west it is the parapet wall of the railway bridge which immediately comes into view before passing the site. When travelling by train north toward Cambridge the railway bridge also forms the distinct break from the open countryside to the south and the industrial and built-up area of Whittlesford Bridge. The development would form part of the existing built settlement and not be visually incongruous with its setting.

Enabling Development

- a) These proposals are part of a 2, possibly 3, phase development for the site. As a small family run business finance cannot be secured to undertake the works as one package. Phase 1 has been submitted with the Red Lion Hotel excluded. The notion that the Red Lion Hotel will not be invested in or will be sold off separately is totally ill-founded. The site shares parking and servicing and it would be extremely difficult to separate the units. The hotel will provide the majority of food and beverage and meeting room facilities. The franchise will require that the Red Lion Hotel be run at a required standard to complement the new hotel. This will require refurbishment of the Listed building. Phase 2 is likely to entail some alterations to the current building to accommodate the staff quarters, meeting rooms, improved kitchen and dining facilities. However, this stage cannot be contemplated unless Phase 1 is secured.
- b) The costs of providing detailed plans and supporting information with regard to the Listed building simply cannot be entertained until consent is achieved for the new build. The applicant has undertaken in both a Historic Building Analysis and a Condition Survey of the existing building which will form the basis for any future works. The Condition Survey is an assessment of areas of repair for the existing fabric. It is not a scheme for the restoration of the building. It is argued that it is unreasonable to seek any further detailed information at this stage.
- c) The new build is the only realistic viable means of retaining the present business and current food/hotel and drink use of the site. But the option of retaining the building as it is not realistic. The applicant has been refused funding to upgrade the building as it stands. The new build scheme brings with it high guaranteed occupancy rates and a higher constant level of people needing food and beverage to ensure the future of the Red Lion Hotel.
- d) The scheme has the full support of the East of England Tourist Board and East of England Economic Development Agency. The proposals meet a particular gap in the market for the area. It is maintained that there is no other viable option which would retain it as a pub/inn facility serving both the local community and providing quality budget accommodation to visiting guests.
- e) In refusing the first application, the local planning authority has been of the opinion that the scheme is not in accordance with the development plan. It is

argued that the proposal complies with all the criteria in the guidance issued by English Heritage entitled 'Enabling Development and the Conservation of Significant Places' (2008).

Design and Access Statement

- a) The franchise company has indicated that no further reduction in the number of rooms could be entertained for the scheme to remain viable.
- b) To lower the building any further would raise issues with disabled access, the general circulation on the site, parking arrangements, access to rooms and to the construction costs.
- c) To design a building with a reduced width comprising a single room and corridor would result in a longer structure which would then impose upon the street scene of Station Road East or run parallel to the A505, resulting in far more harm and intrusion to the setting of the Listed buildings.

71. Summary of agents' responses to the Fleurets assessment of the business case:

Repair and Maintenance

- a) In the agent's experience, the refurbishment cost of the hotel rooms alone would be £180,000. The agent believes that a budget of £300,000 would more accurately reflect the total costs involved in modernising the existing facilities. As the business stands it is not viable to undertake these modernisations.

Competition

- a) Levels of competition in the budget hotel market are growing in the area, with customers increasingly seeking branded accommodation. Hotels with established brands are in a better position to withstand the pressures of the downturn as opposed to smaller, independent hotels such as the Red Lion Hotel. It is noted that the assessment describes the physical setting as having a limited aesthetic appeal.

Additional Factors

- a) The pub trade has seen a significant decline in recent years. Latest data from the British Beer and Pubs Association suggests that 39 pubs a week are closing in Britain at a time of deepening recession and rising unemployment. This is due to changes in consumer behaviour. The agent is confident that the Holiday Inn Express will complement the pub business already on site and will allow guests staying at the hotel access to food and beverage available at the pub, thereby enhancing the pub's growth and economic sustainability.
- b) The agent's financial projections indicate that the Holiday Inn Express is expected to achieve an occupancy rate of 77.5% and an average achieved room rate of £63 in the third year of operation. The agent also foresees an increased demand for the Red Lion pub's conferencing facilities due to the hotel's vicinity. This can only be achieved with an internationally branded hotel with a minimum of 70 rooms.

- c) There is encouragement in planning policy to foster economic development - ET/c, ET/4 ET/5, ET/10, Regional Policy E6, and PPS1.

72. These documents (2) are attached at Appendix 4.

Third party representations:

73. Three letters of support have been received from an occupier of a unit on the adjacent Lion Technology Park, and 2 residents of Sawston who is a life member of the Cambridge Preservation Society. These state that:

- a) The development would enhance the area;
- b) The development would provide much-needed accommodation for the facilities at Duxford War Museum;
- c) No concern over the increasing traffic expected during the construction period and when the hotel is operating;
- d) A welcome upgrade to the facilities at the hotel.

A further letter of support from the Red Lion Folk Club has been provided via the agent.

Planning Comments

Principle of development

74. The site lies within the village framework. Policy DP/7 sets out a presumption in favour of development on unallocated land subject to criteria which take into account local character, landscape, historic importance, and the amenities of neighbours, and includes a requirement that development would not result in loss of local employment. In this case, I consider the main issues to be the impact on conservation interests and landscape of the development, and the economic benefits to the existing business, which is a local service, and the tourist the benefits to local area. I do not consider there to be any significant impact on residential amenity in this location.

75. The site lies in a sustainable location with ready access by road, bus services, and rail.

Benefits to the tourist economy and local business

76. Policy objectives ET/c and ET/f support the expansion of firms and growth of the tourist industry in South Cambridgeshire. Policy ET/10 (supporting text) states that the focus for new visitor accommodation should be the villages, and development must be of a type in keeping with the settlement size, scale and form. The supporting text envisages such development to be in the larger villages on the grounds of a more sustainable location.

77. The case put forward by the applicant is that the proposal would be a significant benefit to businesses and tourist facilities in the area. This case is supported by the by the Council's Economic Development Officer, by EEDA and by EET.

78. The applicant's case is that the proposed development is essential to ensure the viability of the business. A key finding of the Fleurets assessment is that there is 'the risk that the business could become borderline viable' (Expert Report p21) if proposed further hotel developments in the area proceed. There is only limited scope to improve the existing facilities in the hotel, and repairs to the timber frame may be a possible expense. The proposed development would provide an opportunity to

develop the Red Lion as a sustainable food and beverage, conference and functions business catering primarily to guests of the new hotel. A second key finding is that 'the business is operating profitably to a level sufficient to enable an operator to make a living. The business is currently viable' (Expert Report p 25).

79. I conclude that a reasonable case has been put forward to indicate that the proposed development would be important in ensuring the future viability of the Red Lion Hotel, but that the risk to the business lies in the future and depends upon competition developing in the vicinity.

Conservation and landscape

80. The previous application S/1161/08/F was refused on grounds of harm to the heritage assets and to the landscaped setting of the village. The proposal has been amended to take account of these concerns. In terms of conservation, the consistent advice of the Council's Conservation Manager and the Inspector for English Heritage is that the revised proposal is insufficient to overcome these concerns. This is a balanced view, for on the one hand there is harm to the setting of these listed buildings from the new development, and on the other there is enhancement of the setting of the chapel from the proposed landscaping works including a memorial garden. A further aspect is the expected future benefits for the refurbishment and maintenance of the Red Lion Hotel arising from funds generated by the new development. This would usually be considered as 'enabling development', but this phrase has a specific meaning in guidance issued by English Heritage, and it is the officer view that the proposal does not conform to this definition (for which seven criteria would have to be met). However, the applicants have indicated that they have every intention to divert funds from this Phase 1 development to a Phase 2 refurbishment of the hotel fabric. This might be secured by a Section 106 Agreement. I acknowledge that the applicant is reluctant to undertake extensive survey work in this regard prior to securing approval for the proposed development. The evidence for essential repairs to maintain the Listed hotel and dovecot is not strong, and I am not convinced that this is a sufficient reason to outweigh the perceived harm of the proposal.
81. Given the advice received from the Council's Conservation Officer and English Heritage, and notwithstanding the points of conservation merit in the application, I conclude that the proposal fails to satisfy the requirements of conservation policies CH/4 of the Local Development Framework and ENV6 of the East of England Plan 2008.
82. With regard to the landscaped setting of the village, there is little difference between this scheme and the previously refused scheme. The development would still occupy a prominent position close to the carriageway when viewed from the A505 from either direction of approach, compared with the current view from east to west across the site towards trees on the western boundary of the site and on the western boundary of the railway station. Although viewed mostly by motorists from vehicles in motion, this is a main exposed view of the village, the hotel and chapel, for passing traffic and I accord it due significance for that reason.
83. An alternative approach to the development of a freestanding hotel within the site which would result in less harm to the setting of the Listed buildings and chapel has been raised with the applicants and agent, as discussed above in the Conservation Officer's comments and the response of the agent. This approach has not been accepted by the applicant or agent on the grounds of viability, and disagreement on the conservation impact that would arise. Notwithstanding this failure to agree,

Officers remain of the view that, in principle, a less harmful scheme could be devised for the site.

Other matters

84. Previous concerns relating to be highway safety of the proposal are capable of resolution by way of a section 106 agreement. I am satisfied that the scheme is adequate in terms of car parking provision, subject to further details of cycle parking and a Travel Plan being agreed.

Conclusion

85. The assessment of the proposal requires the benefits to the local economy, tourism, and the securing of future viability for the existing business to be balanced against the harm to the setting of the Listed buildings and scheduled ancient monument, and setting of the village.
86. Regional and local policies support the expansion of existing businesses and the promotion of tourism in our District (E6, ET/f, ET/5, ET/10). They also encourage the retention of village facilities, including pubs (SF/a, SF/1). Some of these policies make a proviso that harm should not result to the environment as a result of such development (E6, ET/f, ET/5, ET/10). Central Government guidance also emphasises the advantages of protecting and respecting the historic interest in of surrounding buildings and areas to ensure that 'proposals did not adversely affect the historic environment that people value' (CLG- 'Good Practice Guide on Planning for Tourism' (2006) para 5.11). Policy SF/1 emphasises the need to explore alternatives when considering the protection of village services and facilities, which may include marketing for a period of 12 months at a realistic price. Conservation policies (ENV6, CH/4), on the other hand, are clear in stating that, where harm to the setting of a listed building would result from a development, planning permission should not be granted. Policy DP/2 requires new development 'to be compatible with its location and appropriate in terms of scale, mass, form, siting, design, proportion, materials, texture and colour in relation to the surrounding area'.
87. The motive for the application is the perceived need to secure future viability for the existing public house. The independent financial appraisal has assessed the existing business as a viable enterprise. To this extent, the proposal is speculative, anticipating future market conditions. This does not amount to an immediate threat to the existing village facility. I am not convinced that there is an overriding need for such a facility at this time, or that possible alternatives have been fully explored. On the other hand, there is clear guidance from conservation advisers that the proposed development is harmful to the setting of the heritage asset on the site, and that an adverse landscape impact would also result. In the context of policy, the Local Planning Authority has a duty to consider this impact in its own right, notwithstanding any other benefits arising from the scheme. I conclude that the conservation aspects of the proposal outweigh the potential economic benefits in this case, and that therefore the application is unacceptable for these reasons.

Recommendation

1. The proposed hotel building, by virtue of its scale, height and proximity to Red Lion Hotel, a Grade II Listed building, and Duxford Chapel, a grade II Listed building and Scheduled Ancient Monument, would be harmful to the setting of these heritage assets, and would not comply with the provisions of the development plan that aim the ensure that the setting of heritage assets is

protected, and in particular Policy ENV6 of the East of England Plan 2008 (The Historic Environment) and Policy CH/4 (Development Within the Curtilage or Setting of a Listed Building) of the South Cambridgeshire Local Development Framework Development Control Policies DPD 2007.

2. The proposed development, by virtue of its bulk height and proximity to the edge of the village when viewed from the A505, would appear incongruous and harmful to the landscaped setting of the village, and would not comply with Policies DP/2 (Design of New Development), DP/3 (Development Criteria) and DP/7 (Development Frameworks) of the South Cambridgeshire Local Development Framework Development Control Policies DPD 2007.

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

- Department for Communities and Local Government: PPS1, PPG15, Good Practice Guide on Planning for Tourism (2006)
- East of England Plan (2008)
- South Cambridgeshire Local Development Framework Core Strategy Development Plan Document (2007)
- South Cambridgeshire Development Control Policies Development Plan Document (2007)
- Planning Files ref S/1161/08/F and S/1862/08/F

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SOUTH CAMBRIDGESHIRE DISTRICT COUNCIL

REPORT TO: Planning Committee4th March 2009**AUTHOR/S:** Executive Director / Corporate Manager - Planning and Sustainable Communities

S/2066/08/O - DUXFORD
Demolition of Existing Dwelling and the Erection of 18 Dwellings,
Access Road and Landscaping
For Endurance Estate (Cambridge) Ltd

Recommendation: Approval

Date for Determination: 2nd March 2009 (Major)

This application has been reported to the Planning Committee for determination because the recommendation of officers does not accord with the recommendation of refusal of Duxford Parish Council.

Site and Proposal

1. The application site, measuring 0.64 ha, comprises an existing bungalow with rear garden at No 8 Station Road, together with parts of the rear garden areas of adjacent dwellings to the east at Nos 10, 12, and 14 Station Road. Station Road is a cul-de-sac leading to Whittlesford Parkway railway station which provides main line services to Cambridge and London Liverpool Street. To the south of the site is the A505 providing access to the M11. There is a fall in levels from the north to the south of the site down to the A505 boundary. To the west, the site is adjoined by a semi-detached house at No 6 Station Road which has a single-storey extension adjoining the western boundary with the site. The occupiers have recently submitted an application for development in the rear garden area (S/0044/09/F). To the east of the site access stands No 10 Station Road, a detached two-storey house.
2. The rear garden area of No 6 there is a mature grove of apple trees which are the subject of a recently designated Tree Preservation Order. There are a number of mature trees and bushes on the boundary with the A505, and fencing on the upper western boundary adjoining the garden of No 6.
3. The development in Station Road West is characterised predominantly by detached properties with individual frontages onto the road. Development in depth is present to the east of the site at Owls Close. Recently, planning permission has been granted for the erection of 15 dwellings in depth on adjacent land to the east (S/1890/07/F).
4. This outline application, dated 1 December 2008, proposes the demolition of the bungalow and the erection of 18 detached, semi-detached, linked, and terraced houses with garages on the site. An amended layout plan was received 26 January 2009. This proposes changes to the layout of Plots 16, 17 and 18 and the incorporation of a number of protected fruit trees within their gardens. The access road is shown to come through the frontage of No 8. Details of access, layout and scale are to be determined at this stage; the appearance of development is reserved for subsequent determination. The layout drawing shows 42 car parking spaces, and

S/2066/08/F - Duxford



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March Planning Committee

turning heads to accommodate public service vehicles. An acoustic barrier 2.5 m in height is proposed for the southern boundary with A505. The application is accompanied by a typical front elevation which shows a dwelling of two storeys with rooms in the roof, having a ridge height of 8.6 m. Typical materials are stock bricks, stained timber boarding, and concrete tiles.

5. Dwellings and garages on Plots 1 and 2 are shown to have their gable ends against the western boundary adjoining the garden area of No 6.
6. The proposal includes six affordable dwellings and twelve market dwellings. The mix of market dwellings is: 7 of 4-bed (58%), 2 of 3-bed (17%), and 3 of 2-bed (25%).
7. The proportion of affordable dwellings provision (net) is 35%. This comprises 2 two-bed houses for rent, 2 three-bed houses for rent, and 2 two-bed houses for shared ownership. The application has been supported by an Affordable Housing Statement, which sets out exceptional development costs in terms of a long and expensive access, road noise mitigation measures, underground high-voltage cable, ground conditions mitigation and specialised foundations, and a requirement for foul drainage pumping. The agent has submitted a Housing Corporation Economic Appraisal using the Grimley model in relation to the abnormal costs. This uses a negative value for the land, indicating that the scheme is not viable due to the abnormal costs.
8. The density of development is 28 dwellings per hectare.
9. The amended layout shows 175 m² of public open space, 167 m² formal play area, and 137 m² of informal play area.
10. The application is supported by a Design and Access Statement, Ecological Report, Flood Risk Assessment, Traffic Report, Noise Report, Tree Report, Open Space Calculation, and an Affordable Housing Statement.

Planning History

11. **S/1426/08/O** Residential development (21 dwellings) - Withdrawn 13/11/2008
12. **S/0114/08/LDC** Certificate of Lawfulness for existing use of land for garden area approved 8/8/2008
13. **S/0083/08/LDC** Certificate of Lawfulness for existing use of land for garden area approved 8/8/2008
14. **S/1664/82/D** Erection of three houses and garages space - approved 18/2/1983
15. **S/1659/81/O** Erection of three houses - approved 9/12/1981
16. **S/1540/79/O** Gypsy camp - refused 14/11/1979
17. **Land rear of 24 Station Road West**
S/1890/07/F Erection of 15 dwellings with associated access road – Approved 2/01/2008
18. **Land adjacent to 24 Station Road West**
S/1115/04/O and **S/1574/07/RM** - Erection of 2 dwellings on the frontage and formation of access road into the site- details approved 8/10/2007.

19. **6 Station Road West**
S/0044/09/F - Change of use of garage/workshop to residential use and construction of glasshouse enclosure and swimming pool- current application registered 9 February 2009.

Planning Policy

20. In the LDF Adopted Proposals Map (2008) the site is shown to be wholly within the development framework of Whittlesford Bridge (Inset No 107).
21. South Cambridgeshire Local Development Framework Core Strategy DPD 2007
ST/3 (Re-Using Previously Developed Land and Buildings)
ST/6 (Group Villages)
22. South Cambridgeshire Local Development Framework Development Control Policies DPD 2007
DP/1 (Sustainable Development)
DP/2 (Design of New Development)
DP/3 (Development Criteria)
DP/7 (Development Frameworks)
DP/4 (Infrastructure and New Developments)
HG/1 (Housing Density)
HG/2 (Housing Mix)
HG/3 (Affordable Housing)
SF/10 (Outdoor Playspace, Informal Open Space, and New Developments)
SF/11 (Open Space Standards)
NE/3 (Renewable Energy Technologies in New Development)
NE/6 (Biodiversity)
TR/2 (Car and Cycle Parking Standards)
23. Trees in the rear gardens of the dwellings at 8 and 10 Station Road West are subject to a provisional Tree Preservation Order made on 1 December 2008.

Consultations

24. The application site relates to land in Duxford Parish but is on the border of Duxford and Whittlesford Parishes.
25. **Duxford Parish Council** - objection.
- a) The LDF designates Duxford as a 'Group Village' whereby a maximum of only 8 dwellings can be built in any development, or up to 15 dwellings on a brownfield site. The proposal exceeds that limit. Taking into account the adjacent development, by the same developer, there will be a total of 30 dwellings and it is clear that the layout of the new roadways could be easily linked together to form one estate.
- b) The number and allocation of affordable homes in terms of size, shared equity and rented does not meet SCDC's criteria and is unacceptable to the Parish Council. The Parish Council considers that one 2-bedroom and one 3- bedroom dwelling should be allocated for shared equity should South Cambridgeshire District Council resolve to approve the application despite the Tree Preservation Order.
- c) The proposal is not compatible with the Tree Preservation Order that has been applied to part of the site area and impinges on six of the proposed dwellings.

26. **Whittlesford Parish Council** – objection. Station Road is already extremely busy at peak hours in the morning and evening. The additional traffic created by this development, and the one for a further 17 dwellings in the adjacent plot along Station Road, will give rise to safety and noise issues. This development, together with the one already approved, will double the number of dwellings on Station Road, which will have a detrimental effect on the enjoyment of life for the present residents of Station Road. The Parish Council goes on to comment that financial contributions should be made for education provision as open space provision in Whittlesford, which although to be paid to Duxford Parish Council should be ring fenced for this purpose in the event of a boundary change in the future.
27. **Local Highway Authority** – no objection in principle. With the exception of plot 4B the scheme would not be adopted. Recommended conditions.
28. **Cambridgeshire County Archaeology** – no objection. A scheme of archaeological evaluation is required.
29. **Council's Landscape Officer** - no objection to the scheme. Final details required to be submitted by condition.
30. **Council's Trees Officer** – no objection to the revised layout including retention of selected apple trees, subject to adequate protection during construction in accordance with British standards.
32. **Council's Ecology Officer** - no objection to the revised layout including retention of selected apple trees.
32. **Council's Environmental Health Scientific Officer (Contaminated Land)** - a detailed scheme of contamination and remediation objectives and method statement is required.
33. **Council's Environmental Health Officer (Environment)** - The submitted Environmental Noise Assessment for the development appears comprehensive and acceptable. However, to cover all details, he recommends the use of a condition for the provision of a scheme for the protection of proposed dwellings from noise from the road.
34. **Council's Housing Development and Enabling Manager** - Although the provision of affordable housing is less than the required 40% on site, the applicant has pointed to abnormal costs which will impact on the viability of the scheme. The HDEM is prepared to accept a reduction in the affordable housing contribution in this case. The total loss equates to one unit. The unit sizes and standards of build and design are acceptable and she understands that the applicant has already started discussions with Granta Housing Association.

Representations

35. **6 Station Road West**
 - a) There is only minimal additional planting proposed to screen the access road and properties from the main road.
 - b) Extremely high densities and the properties are of similar and bland design, which will reduce the charm and quality of the neighbourhood.
 - c) The number of dwellings exceeds that outlined for brownfield sites in Duxford in policy, which is 15, and adjoins a similar scheme.

- d) The high-density is vastly different to the current low density of residential dwellings in Station Road West. This is an urban type development that is out of context with its rural location.
- e) The density is justified by the extensive cost of developing the site, but this should have been considered during the initial negotiation of the purchase of the site.
- f) The scheme should use the already consented access serving the adjacent site for 15 residential dwellings.
- g) Inappropriate housing mix, which does not address the needs of the retired or disabled.
- h) Garden areas are too small.
- i) Additional pressure on local school facilities.
- j) The site could be linked to the adjoining development in the future and this would add to vehicular use of the proposed inadequate access.
- k) The road layout makes possible a future extension to the west.
- l) The tree preservation order should be fully protected. This is not recognised in the amended layout.
- m) Loss of ecological interest from the development of the extensive back gardens.
- n) Light pollution from street lamps.
- o) Noise and disturbance from traffic generation to a bedroom window at 6 Station Road West.
- p) Noise disturbance from commuters parking on the new access road.
- q) Will the developers take responsibility if the water table is contaminated by the proposed development?
- r) The development will provide access to the side boundary of No.6 with increased security risk. This boundary should be securely fenced.
- s) Loss of outlook from the construction of dwellings on Plots 1 and 2.
- t) Loss of privacy and visual impact to the house and garden from the construction of dwellings on Plots 1 and 2. This will be extremely detrimental. Existing landscaping will not adequately screen the side elevations of these proposed dwellings. Landscaping of these side elevations should be provided for in the application. The drawing 'Site Cross Sections As Proposed' is misleading as it shows dense vegetation on this boundary.
- u) The revised parking arrangement will lead to a further loss of trees.
- v) Overlooking of the rear garden area and patio area of No.6 from the development on Plot 1 and overshadowing from the developments on Plots 1 and 2.
- w) Plots 1 and 2 should be replaced with bungalows, or repositioned to be on the eastern side of the access road.

36. **7 Station Road West**

- a) The development does not comply with policy HG/3 relating to social housing. All such affordable housing should be managed by a housing association. Local families should be given priority. The requirement should be applied to the 18 dwellings in total.
- b) Loss of view to the front of the property.
- c) Increase in noise and light pollution. The headlights from cars leaving the site would shine directly into the living room and bedroom.
- d) More traffic on an already busy road and a busy junction with the A505. Together with the already consented scheme there will be a minimum of 68 additional vehicles movements on the road each day. The submitted statistics under estimate the likely volume of traffic as most residents will drive to the nearest shop rather than walk or cycle. There are several commercial businesses on Station Road, each of which generate traffic.
- e) The increase in number of dwellings on Station Road is out of character with the low-density nature of the rest of the road.

- f) Loss of mature trees and hedgerow. This will be an aesthetic loss and will lead to increased vehicle noise from the A505.
- g) Precedent for further such development adjacent to the A505.
- h) Cars parked by the new junction with Station Road will make use of this junction dangerous.
- i) Totally inadequate provision of open space.
- j) The exceptional costs quoted in respect of the affordable housing provision are not convincing. They represent the difference between a huge margin and a decent margin, not between a small margin and a break-even.
- k) "The proposed development offers villages little in the way of guaranteed and sustainable affordable housing for its residents, offers no new facilities even for the proposed new residents and has a detrimental impact on the environment, local infrastructure and lives of the current villages."

37. **30 Station Road West**

- a) Overdevelopment of the site.
- b) Additional traffic on Station Road.
- c) Parking on Station Road.
- d) Noise barriers to the A505 are necessary.
- e) Additional pressure on Whittlesford School.
- f) Doubling of the number of dwellings on this section of Station Road.

Representations from the agent

38. **Whittlesford Parish Council**

Response:

- a) The development accords with all relevant policies in the LDF. Furthermore the land was included within the village framework by an Inspector at a previous Local Plan review with a view to its development. It is previously developed land.
- b) The Highways Authority has no objections to the scheme in terms of traffic generation or access.
- c) The application is not a red-line outline application but supported with a fully worked up scheme with full details of noise barrier and planting proposed and preliminary elevations.
- d) The developer will make education contributions to the County Education Authority and how the County Council choose to use those funds is a matter for them.
- e) The developer will make commuted open space contributions and how the Council choose to use those funds is a matter for them.

39. **Council's Environmental Health Scientific Officer (Contaminated Land)**

Response: No ground contamination revealed in ground condition survey submitted with application papers and therefore no need for remediation strategy.

40. **Council's Environmental Health Officer (Environment)**

Response: Acoustic barrier proposed. Designed in accordance with specification provided by Acoustic consultant. Similar approach adopted on adjacent site.

41. **6 Station Road**

Response: Nearest of the proposed dwellings is 52 metres away from rear façade of 6 Station Road and the ground floor of the nearest dwelling is in excess of 1.5 metres lower than the ground floor level of 6 Station Road. Unsupported suggestion that there is rare wildlife on the site is entirely untrue and the site has been the subject of a detailed ecological survey and no rare or scarce wildlife identified.

42. **7 Station Road**

Response: The nearest house to this objector is around 90 metres away and at a level 2.2 metres below the ground floor level of the objector's house so will be 3.7 metres below eye level. Furthermore, the development is separated from the application site by Station Road and will be partially screened by proposed planting along the first section of the access road. The development accords with all relevant policies in the LDF. Furthermore the land was included within the village framework by an Inspector at a previous Local Plan review with a view to its development. It is previously developed land. The Highways Authority has no objections to the scheme in terms of traffic generation or access.

43. **30 Station Road**

Response: The development accords with all relevant policies in the LDF. Furthermore the land was included within the village framework by an Inspector at a previous Local Plan review with a view to its development. It is previously developed land. The Highways Authority has no objections to the scheme in terms of traffic generation or access. The incorporation of a noise barrier along the A505 boundary and the barrier effects of the new houses will serve to improve the aural environment of the area as a whole.

44. **Housing mix Policy HG/2**

Comment: This is for a development of more than 10 dwellings and therefore the dwelling mix set out in Policy HG2 does not apply:

45. "In developments of more than 10 dwellings a mix of units will be sought providing a range of accommodation, including one and two bed dwellings, having regard to economic viability, the local context of the site and the need to secure a balanced community."

46. The development proposed does provide a range of accommodation.

47. **Affordable housing Policy HG/3**

Comment: The Council's Affordable Homes Officer agrees that the affordable housing provided accords with policy and is acceptable.

48. The development is theoretically short of 0.8 social dwellings. The site has excess development costs of C. £705,000 (see attached schedule), which entirely justifies a perhaps larger reduction in social housing requirements. Policy HG3 is quite specific that excess development costs are a relevant consideration in determining the amount of social housing:

49. "3. 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) and other viability considerations."

50. This was the case in the adjacent site where for a development of 17 dwellings 6 social dwellings were provided which is the same as the application proposal and there can be no justification whatsoever for insisting on the provision of a higher rate of provision on this adjacent site.

51. **Renewable energy Policy NE/3**

Comment: This is appropriately dealt with by condition for this outline application. This was included in the conditions attached to the planning permission for the

adjacent site. The conditions should be generic to provide flexibility to provide renewable energy by other means or a combination of means.

Planning Comments

Principle of development

52. The site is located wholly within the village framework. In addition, the use of the site as garden land falls within the definition of previously used land, or brownfield land. In the Core Strategy DPD the site is selected as a Group Village, where policy ST/6 states that development may exceptionally consist of up to about 15 dwellings where this would make best use of a single brownfield site. The proposal represents a net increase of 17 dwellings, which I consider to comply with policy ST/6.
53. The density of development fails to achieve the 30 dwellings per hectare requirement set out in policy HG/1. The site is constrained by an upper limit imposed by policy ST/6 and I consider this is sufficient ground to justify an exception to policy HG/1. A similar density of development has been approved on adjacent land to the east.
54. The proposal represents developments in depth in an area which is generally characterised by frontage development on Station Road West. However, development to the east in Owls Close and in the recently approved housing estate for 15 dwellings has established a precedent for in-depth development in this part of the village. I consider the proposed development to be consistent with the evolving character of the settlement, as required by policies DP/2 and DP/7.
55. The Council's Housing Development and Enabling Manager has advised that the provision of affordable housing, although short by one dwelling of the formal requirement according to policy HG/3, is acceptable in the context of abnormal costs set out by the applicant. The precise tenure of affordable housing is not a planning matter. The mix of market housing offers dwellings with two, three and four bedrooms. This is a range of accommodation as required by policy HG/2 for schemes in excess of 10 dwellings. I consider that the proposal complies with policies HG/2 and HG/3.

Layout of development and highways

56. The proposal meets open space requirements in accordance with policy SP/10, which should also be the subject of a condition requiring infrastructure provision. I consider that the proposal is provided with sufficient car parking provision, and that garden sizes are adequate. The local highway authority has indicated its acceptance of the scheme, taking into account the nature of the local road network and the level of traffic likely to be generated by the scheme. There is no link proposed to the adjacent approved development, and a proposal for such a link would require a further submission for planning permission.

Landscaping

57. The site is partially exposed on its boundary to the A505. The proposal includes additional planting and screening on this boundary, which is acceptable to the Council's Landscape Officer. Prior to the submission of the current application, a Tree Preservation Order was placed on apple trees in the rear garden of No. 8. The proposal will result in the removal of many of these trees, but this has been proposed in consultation with the Council's Trees Officer and Ecology Officer, who are

recommending the revised proposal as acceptable in the context of the provisional Tree Preservation Order.

Residential amenity

58. The proposed residential dwellings on plots 10 to 18 will be provided with acoustic glazing to comply with British standards, in accordance with a scheme to be submitted and approved in consultation with the Corporate Manager (Health and Environmental Services), and an acoustic screen will be provided along the southern boundary, with adequate landscaping. I consider these measures are sufficient to ensure sufficient protection from noise intrusion for future occupiers of these properties in the event of planning permission being granted.
59. The occupiers of No.6 have written with concerns about the impact on the amenities of their property from the development. The proposed driveway will be located a minimum of 5.0 m from the boundary with No.6. In the house, there is a room above the garage which has velux- type windows in its roof slope facing towards the proposed driveway. As these are orientated in the plane of the roof, I do not consider that there will be undue noise disturbance from the road to this bedroom. A second bedroom window is located at first floor level at a distance of 11 m from the driveway, and facing towards it. Given the distance from the proposed driveway, I do not consider that undue noise disturbance will result to this bedroom.
60. The occupiers of No.6 concerned at the impact upon their amenity arising from the construction of dwellings on Plots 1 and 2. The flank end wall of each house and garage will directly abut upon the boundary of the rear garden area of this dwelling. The affected area is laid to garden, but is not the main sitting area for the house, which is located some 30 m to the north. There will be a degree of overbearing impact and overshadowing arising from this siting, but I do not consider these as being substantial reasons for refusal given the distance to the main amenity area of the dwelling at present. The occupiers have submitted an application (S/0044/09/F) to introduce a covered swimming pool into this area, which is at present being considered. The applicants were fully aware of the adjacent proposal when submitting this application and I do not consider this consideration carries significant weight as planning permission has not been granted nor the development implemented. The design of the dwellings on these plots does not form part of the current application and as such any overlooking from windows from these properties can be considered in any future application.
61. Whittlesford Parish Council has expressed concern on effect on amenity generally for residents in Station Road West. I acknowledge that there will be an increase in traffic on this road as a result of this and the adjacent approved development; I do not consider that this will result in significant noise or other disturbance from traffic to residents of these properties.

Recommendation

62. Approval of the application dated 1st December 2008 as amended by layout plan number 0802 /PL 2/SP/01E received 26th January 2009.

63. **Conditions**

1. Standard time limit.
2. Reserved matters – appearance of the development.
3. Details - landscaping.

4. Retention of landscaping.
5. Details - protection of trees.
6. Details - formal play provision.
7. Details - as required by the Council's Ecology Officer.
8. Details - noise protection measures, including acoustic barrier.
9. Details - contaminated land investigation and mitigation.
10. Details - boundary treatments including walls on the western boundary.
11. Removal of permitted development rights - Plots 1 and 2.
12. Details - renewable energy.
13. Infrastructure provision - education, open space and recreation, affordable housing.
14. Details - arrangements for site access and parking during the construction period.
15. Limitation on the hours of operation during the construction period.
16. As required by the Local Highway Authority.

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

- South Cambridgeshire Local Development Framework Core Strategy DPD 2007
- South Cambridgeshire Local Development Framework Development Control Policies DPD 2007
- Planning file references: S/1426/08/O, S/1890/07/F, S/1115/04/O and S/1574/07/RM S/0044/09/F

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SOUTH CAMBRIDGESHIRE DISTRICT COUNCIL

REPORT TO: Planning Committee4th March 2009**AUTHOR/S:** Executive Director / Corporate Manager - Planning and Sustainable Communities

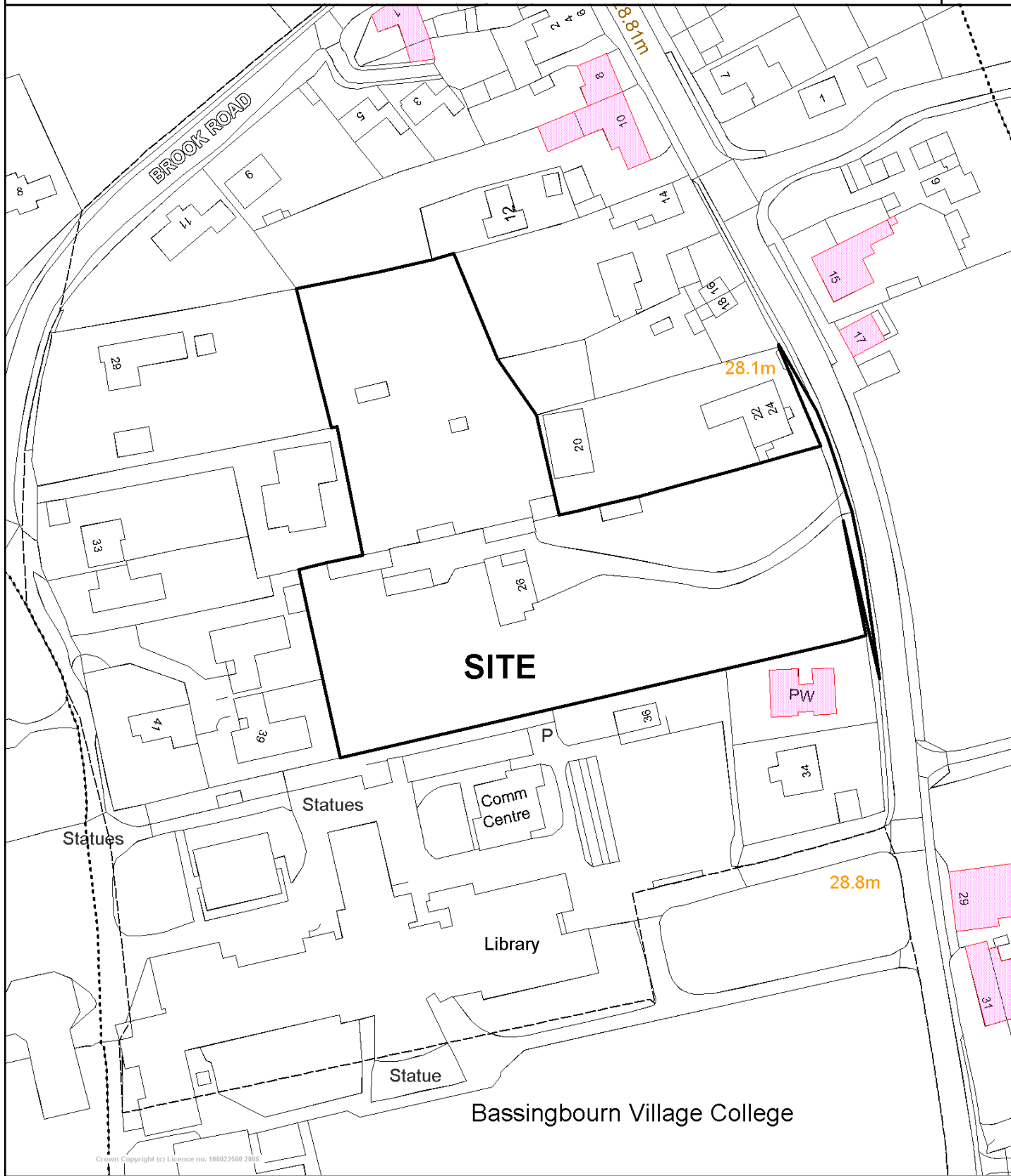
S/2101/08/F - BASSINGBOURN**Conversion of The Cedar into Two Semi-Detached Dwellings, Conversion and Extension of Outbuilding into Single Dwelling and Erection of 17 Affordable Houses, Landscaping and Associated Car Parking Following Demolition of Existing Outbuildings at The Cedars and The Orchard, 26 South End, for Braxted Homes (Bassingbourn) Ltd****Recommendation: Refusal****Date for Determination: 13th March 2009 (Major Application)****S/2104/08/CAC – BASSINGBOURN****Total Demolition of Outbuildings, 26 South End for Braxted Homes (Bassingbourn) Ltd****Recommendation: Approval****Date for Determination: 10th February 2009****Notes:**

Application S/2101/08/F has been reported to the Planning Committee for determination as it relates to an exception site for affordable housing. Application S/2104/08/CAC has been referred to Planning Committee for determination by the Chairman's Delegation Meeting

Members will visit this site on Wednesday 4th March 2009**Conservation Area****Site and Proposal**

1. Application S/2101/08/F is a full planning application, received on 12 December 2008, and as amended by drawings received on 16 February 2009, which relates to a 0.85ha area of land to the west of South End. The site comprises The Cedars, no. 26 South End, a 19th Century detached house standing back from the road in well treed grounds. The site also has numerous existing outbuildings and an area of orchard land to the north, located to the rear of the existing properties in South End and Brook Road.
2. The proposal involves the conversion of The Cedars into a pair of three-bedroom dwellings, the extension and conversion of an outbuilding into a one-bedroom bungalow and the erection of 17 further dwellings (4x two-bedroom, 11 x three-bedroom and 2 x four-bedroom), following the demolition of other outbuildings on site (see history below). All 20 units are to be affordable dwellings. The density of the development is 24 dwellings per hectare.

S-2101-08



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March 2009 Planning Committee

3. The proposal creates a mix of dwelling types. There are twelve semi-detached properties, with four detached properties and a terrace of four properties.
4. The plan shows the provision of two communal amenity spaces. One of these is set under the canopy of an existing beech tree to the rear of The Cedars, the other being to the north side of the access roadway close to the front of the site.
5. A total of 46 car parking spaces are provided. Each dwelling would have two allocated spaces, and there are an additional six visitor spaces around the site.
6. The access to the site would be in the same location as the existing, although it would be widened at this point. This will require the removal of some existing planting. The access will then plot a new path into the site rather than using the existing route.
7. 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.
8. The application is accompanied by a Design and Access Statement (including an Open Space Statement, a Sustainability Statement, a Renewable Energy Statement, a Statement of Community Involvement and a Health Impact Assessment), a Planning Summary Statement, an Ecological Assessment, a Statement in Support by North Hertfordshire Homes, a Flood Risk Assessment, a Historic Buildings Analysis, and a Trees and Development Report.
9. Application S/2104/08/CAC, received on 16 December 2008, seeks Conservation Area Consent for the demolition of 4 buildings within the site; a greenhouse, a brick shed, a rendered store and, a wooden garage.

Planning History

10. Members will recall a previous application for a similar scheme for 23 dwellings on the site was discussed at Planning Committee dated 6th August 2008 (**S/0883/08/F**). This was refused dated 15th August 2008 for six reasons. These were the principle of erecting this number of dwellings in a Group Village, the proposed harm to the special character and appearance of the Bassingbourn Conservation Area, the negative impact upon a number of trees on the site, four identified serious amenity impacts upon occupiers of neighbouring properties, the insufficient provision of open space on the site, and the lack of information regarding trees within the Orchard.
11. A previous application for Conservation Area Consent for the total demolition of five outbuildings within the site (**S/0872/08/CAC**) was refused on 8th July 2008 on the grounds that three of the buildings are of architectural and historic merit 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 was considered contrary to the aims of Policy CH/5 of the Local Development Framework 2007. The refusal notice adds 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.
12. A Planning application for the erection of five bungalows, including two affordable dwellings on the northern part of the site was submitted in 2004 (**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.

13. An earlier application for the erection of four bungalows (**S/1687/03/F**) was withdrawn.

Planning Policy

14. South Cambridgeshire Local Development Framework (LDF) Core Strategy, adopted January 2007 - **ST/6** – Group Villages
15. South Cambridgeshire Local Development Framework Development Control Policies (LDFDCP) adopted July 2007 - **HG/1** – Housing Density, **HG/2** – Housing Mix, **HG/3** – Affordable Housing, **HG/5** – Exceptions Sites for Affordable Housing, **DP/1** – Sustainable Development, **DP/2** – Design of New Development, **DP/3** – Development Criteria, **DP/4** – Infrastructure and New Development, **DP/7** – Development Frameworks, **NE/1** – Energy Efficiency, **NE/6** – Biodiversity, **NE/9** – Water and Drainage Infrastructure, **NE/12** – Water Conservation, **TR/1** – Planning for More Sustainable Travel, **TR/2** – Car and Cycle Parking Standards, **TR/3** – Mitigating Travel Impact, **TR/4** – Non-motorised Modes, **SF/10** – Outdoor Play Space, Informal Open Space and New Developments, **SF/11** – Open Space Standards, **CH/5** – Conservation Areas and Policy **Bassingbourn 1**.

Consultation

16. **Bassingbourn Parish Council**

- (a) **S/2101/08/F**. In respect of the application as originally submitted recommends refusal on grounds of poor surface water drainage, the impact upon the junction with High Street due to the increase in traffic, the density and impact would not be in keeping with the Conservation Area, and the ecological impact on the area.

Comments on the amended drawings will be reported at the meeting.

- (b) **S/2104/08/CAC**. It comments that this application is conditional on S/2101/08 and should therefore be refused.

17. The **Conservation Manager** states, in respect of the application as originally submitted, that its comments on the original application noted that the site was a good example of a nineteenth century landscape and emphasised the need to preserve the mature landscape and trees, historic buildings and setting, which all contribute to the interests of this part of the Conservation Area. Whilst the application, as now submitted, follows the advice given by a previous member of team regarding the retention of the main house and the two larger ancillary buildings, the loss of the landscape setting, extent of development, design, materials and resulting impact on this part of the Conservation Area is still a concern.

The rural character of the site with the appearance of mature trees in a managed landscape would be significantly lost, altered and obscured by the proposed development, and further mature trees are at risk in the longer term. Additional pressure on significant trees would be caused by inadequate car parking areas adjacent tree roots (the roots to the largest TPO beech tree would be harmed) and

lack of amenity within cramped gardens overshadowed by large trees (e.g. trees overshadowing Plots 1 & 2).

The setting of the original house would be harmed by the backdrop of modern houses and the over-large development surrounding it. The proposed development fails to follow the traditional hierarchy of development within a village, where the supporting buildings do not compete with the main house. The bulk of the largest terrace (Plots 3-6) immediately adjacent the original building would dominate the more modest buildings on the site and the adjoining houses within this part of the Conservation Area.

The proposed houses along the road frontage obscure the original house from the roadside and provide a less attractive and more urban view into the site. They also fail to follow the pattern of development along the road as one house is set much further back than the other adjacent roadside buildings and the other is at an angle to the road. Parking is closer to the roadside than the houses so would be overly prominent in views from the street and on the approach to the site. The close boarded fence and prominent block paving give an urban appearance at the approach to the site contrary to the existing open rural setting.

The implications of the enlarged entrance are not adequately clear in the submission (for instance the extent of removal of the existing boundary; and the distance of 43 metres is unlikely to be sufficient for a sightline as it was previously required by Highways to be 45 metres). The entrance is wider than any other adjacent opening along this part of the road and would therefore be intrusive in this green rural setting and rural lane. The design of the proposed railings is not appropriate for the 19th Century character of the group, especially the raised bottom rail, the abruptly narrowed detail on top of the intermediate post and the lack of logical stop to the end of the railings.

Subject to the above, there are design issues. The intention is that 'the dwellings are of a 19th Century traditional nature, respecting the local vernacular, with a materials palette which is sympathetic to its setting'. The design fails to be compatible with this. The existing buildings are modest in character, with balanced elevations, simple forms, chimneys on the house providing interest to the roofline, clear hierarchy of openings (higher status rooms on the ground floor should have larger windows than upper floors) and fine simple details.

A plot by plot critique is given for the scheme. The comments conclude that overall the proposed development is detrimental to the special interest of this site due to the potential loss of existing trees, the over-intensive number of units and the bulk, scale, location, form, design and materials of the proposed development. It would therefore neither preserve nor enhance the character of Bassingbourn Conservation Area.

Comments on the amended drawings will be reported at the meeting.

18. The **Historic Buildings Officer** comments that the previous application, which was refused, included a total of five buildings to be demolished. It was agreed that three of these five were of some age and historic interest. They contribute positively towards the setting of the dwelling and the conservation area. As a result, the three should not be demolished. The other two however, are clearly modern and do not make any positive contribution to the conservation area. Their removal would go towards enhancing the conservation area and preserving it.

Then it was discussed further with the applicant and one of the buildings was not capable of being repaired as it is in a very poor state. In addition, two of the buildings are under the volume limit, which means the Council has no control over their demolition and consent is not required.

Therefore, only two buildings require consent as part of this application, buildings B and D. Buildings A and C are under the volume limit and can be demolished without consent. This is despite the previous applications reasons for refusal, which are still valid reasons.

There are no policy reasons that can be used to refuse this application, despite the reservations held by the officer. One of the original five buildings stated for demolition has been removed from the application, so at least one is being retained.

19. The **Urban Design Team** (UDT) recommends refusal of the application as originally submitted. It comments that it has not been involved with previous applications on this site nor any pre-application advice and therefore its comments simply concern the information submitted with the latest application.
- (a) The UDT is critical of the Design and Access Statement stating that it has failed to look adequately at the surrounding context in sufficient detail. Undertaking such an assessment is particularly important as the site is in the Conservation Area.
 - (b) Whilst the UDT recognises that the site has a number of constraints, such as access off South End, the protected trees and outbuildings which need to be kept and the relationship these have with the narrow plot, the resulting application has created a number of design problems with the layout.
 - (c) The house on Plot 1 is at an odd angle. It should have a relationship with the main road like the existing buildings along South end. The garden is unusable being narrow and tapering to 4m. A large Beech tree overshadows the south west of the house; the canopy reaches the south west elevation. What are the long term maintenance implications?
 - (d) Plot 2 - There will be overlooking issues for the existing caretaker's house which has large picture windows – these are too close to the proposed dwelling. The large Lime tree to the west of the site will reduce the amount of light into the dwelling and the close proximity may mean that future residents may want to remove the tree.
 - (e) Plots 3-6 – large footprint for terrace is out of character with context and elevations show property too tall and out of scale with surrounding bungalows. It is unclear how the character of this building fits in with the Conservation Area and existing house. Stable block appearance is not in keeping with the house. The back to back distances with the school buildings adjacent to the site is questioned.
 - (f) Plot 7 is shaded by an enormous Beech tree and lacks amenity/garden space.
 - (g) Plots 8 and 9 have north facing gardens and in addition trees will provide significant shade creating dark space and again it is questioned whether future residents may wish to remove these trees for that reason.
 - (h) Plot 10 overlooks No12 South End with a distance of 24m.

- (i) The back to back distances between Plots 14 and 15 and the bungalow adjacent the east boundary is questioned.
- (j) Plot 16 has a lack of amenity/garden space and it is questioned whether there is an overlooking issue with the neighbouring plots.
- (k) Plots 17 and 18, the Cedars house has fundamental design problems as there is no clear definition of front and back. The proposal shows the back gardens facing the front, which is not conducive to safe and secure design. There is also concern that the gardens are too small.
- (l) Parking and trees. Whilst on-plot parking is a characteristic of the local area there is concern about the layout of the parking in relation to the TPO trees. The spread of tree canopies over the pavements and parking spaces appear to encroach on the root systems. Building under trees will cause loss of trees, in particular the parking for Plots 4, 5,6,9,10,13, 19 and 20. Parking dominates the development and is totally unacceptable.
- (m) The layout has a suburban rather than rural character, which is the result of the cul-de-sac layout and unsympathetic elevations that do not demonstrate the locally distinctive character of the Conservation Area. For example the applicant uses a mixture of architectural style and materials not commonly found in late 20th Century suburban housing developments, as well as a layout that puts buildings at odd angles in relation to roads. Whilst the applicant has used local materials e.g. render, bargeboard and brick, collectively the elevations do not relate to any particular architectural style. The Design and Access Statement states that design principles are based of the development are based on 19th Century building design, the surrounding Victorian buildings do not use bargeboard. The applicant's elevations have a mis-match of architectural styles which demonstrate a lack of understanding of the context.
- (n) The scale and form of the designs do not reflect the local building design; the semi-detached and terraced farm workers cottages have lower ridge heights and use more symmetrical forms, unlike the asymmetric forms demonstrated by the elevations of Plots 14/15 and 10/11. The farm workers cottages are much lower in scale and simpler in form, being subservient to larger dwellings like the Cedars or older farmhouses. Unlike many of the elevations presented by the applicant, these cottages have less architectural details e.g. straight ridges rather than changes in ridge height. Nor do the surrounding cottages have dormer windows or gables on the front of the houses.
- (o) More important houses, like the Cedars, have gable ends, the greater architectural detailing reflects the status of the house, which is taller than the surrounding local farm workers cottages and modern 20th Century infill bungalows. The applicant's elevations show designs with high ridges and deep roofs, and proportionately the gables shown to the front of the buildings on Plots 11, 12, 13 and 15 are too deep, the pitch of the roofs being too steep. These elevations are out of context with local Victorian buildings that have shallower roof pitches, including the Cedars.
- (p) Whilst the Design and Access Statement acknowledges the parkland setting, the development has not implemented this idea in the design, as demonstrated by the scale and form of the elevations. PPS1, SCDC Policy DP/2 and CH/5 require a development to reflect the surrounding context.

Indeed PPS1 states that “Design which is inappropriate in its context, or which fails to take the opportunities available for improving the character and quality of an area and the way it functions, should not be accepted.” The UDT consider that this site demands a more sympathetic approach to reinforce local character, the new development should be subservient to the larger dwelling, similar to the remaining outbuildings and local farm workers cottages.

- (q) In summary the UDT is of the view that the applicant is trying to fit too much development onto the site and in so doing is compromising the design and quality of the scheme. It is worth noting that the site density is 23.5 dph and not 20 as stated in the Design and Access Statement. It is clear that 20 dwellings create problems with the layout of the buildings, the provision of car parking and relationship to existing trees. Trees are too close to dwellings (Plots 1, 2, 16 and overshadowing of Plot 7) and parking encroaches the tree canopies (Plots 9,10, 13, 19 and 20). IN terms of layout there are no clear fronts and backs for the Cedars, a poor relationship with the road frontages for Plots 1 and 7, and issues of overlooking for Plots 2, 10, 14 and 15. Due to the high density car parking dominates the design and is totally unacceptable.
- (r) The character of the development is not locally distinct nor is it sympathetic to the Conservation Area, the application demonstrates a lack of awareness of surrounding local context in sufficient detail.

Comments on the amended drawings will be reported at the meeting.

- 20. The **Trees and Landscape Officer** notes, in respect of the application as originally submitted, the changes to the dwellings in the vicinity of the beech and lime are acceptable. There is no objection to the removal of the identified trees. Plots 2-6 are influenced by the beech tree and require pile and beam foundations, so an arboricultural consultant should be present during construction to ensure no root damage. The incursion into the Root Protection Area is also acceptable, assuming an arboricultural consultant is on site and the Trees Officer is notified. No materials shall be transported or stored within these areas. The areas of no-dig construction are acceptable. Plot 2 should have permitted development rights removed so no structures or ground works can be undertaken that may damage roots. The grass area under the beech should be mown twice a year to prevent excessive compaction. All workers should be informed of the protected trees on site and the consequences of breaching protection. All tree protection shall be in situ prior to any construction works on site, and approved by the Trees Officer. Concerns remain regarding the shading the lime will create to plot 2 and the post development pressure to undertake a heavy reduction to the mature tree. Suggest the dwelling ensure daylight capture within the design.

Comments on the amended drawings will be reported at the meeting.

- 21. The **Corporate Manager (Health and Environmental Services)** is concerned that problems could arise from noise and suggests conditions regarding hours of use for power operated machinery and method statement submissions regarding pile driven foundations. Also, requests an informative regarding bonfires and the burning of waste on site.
- 22. The **Scientific Officer (Contaminated Land)** has considered issues of land contamination on this former farm site. A condition is requested regarding a detailed

scheme for the investigation and recording of contamination and remediation objectives

23. The **Principal Planning Officer at Cambridgeshire County Council** has stated that as the scheme is for 100% affordable housing, no education contributions would be required as part of the scheme.
24. **Anglian Water** states that it owns no assets within the site boundary. The foul flow can be accommodated within the foul sewerage network system that at present has adequate capacity. They require details regarding connection. There are no public surface water sewers within the locality. The applicant will either need to construct their own or requisition the provision under the Water Industry Act 1991. Alternatively, the applicant can find a suitable alternative in agreement with the Environment Agency. Bassingbourn Sewage Treatment Works has available capacity for the flows.
25. The **Local Highways Authority**, commenting in respect of the application as originally submitted, seeks the parking space dimensions to be shown on the plan. It adds that two parking spaces per dwelling will be necessary. It requests the access road should be 90° to South End for 10m, which will alter the entire layout. A ramp/rumble strip is requested at the entrance with a proposed 2m footway alongside it. The road should be 6m wide with a 500mm maintenance strip on both sides. Adequate drainage measures shall be constructed to prevent surface run-off onto South End. A radius of 7.5m should be provided at the access. Conditions are requested regarding the proposed vehicle to vehicle visibility splays, the addition of pedestrian visibility splays, the location of a bin collection point at the front of the property (as the proposed is more than 25m from the Public Highway), the closure and reinstatement of the existing access, and the development of a Green Travel Plan. The private drive will be occupied by more than five homes, and long-term implications must be considered. The developer should be reminded it is an offence to carry out works to the Public Highway without the permission of the Highway Authority. Public utility apparatus may be affected and the cost of any alterations should be borne by the developer. Finally, the Highway Authority will seek the carrying out of improvements to the footway linking Elm Tree Way and South End, and an upgrade to the footway on the north side of the South End under a s106 Agreement.
26. The **Police Architectural Liaison Officer** has assessed the scheme in relation to community safety and crime reduction. There are a number of criminal incidents in the area, mostly related to the Village College. Nine recommendations are given:
 - (a) All external perimeter fencing surrounding the site to be 1.8m close boarded. As an extra security measure and to prevent climbing, all fencing to be topped by 300mm trellis.
 - (b) A window should be installed in the kitchen/dining room of plot 3 to allow surveillance of the parking spaces provided.
 - (c) A gate should be installed to the alleyway between plots 4 and 5 (resident key operated) in line with the front elevation to prevent access to the rear.
 - (d) Car parking to plots 4-6 may need to be repositioned to allow better surveillance.
 - (e) Details are required as to how plot 7's annex would be used
 - (f) A plan should be provided showing how the recycling area adjoining plot 7's annex will be incorporated into the Communal Amenity Area.
 - (g) A kitchen window should be added to plot 15 to provide views of the parking area.

- (h) Plot 16's front door should be relocated to improve surveillance to the property.
 - (i) Defensive planting should be provided against the amenity space wall and plot 7's annex to prevent ball games against these walls.
27. The **Housing Development and Enabling Manager** is supportive of a scheme of this size in principle. It is not clear if the units would meet Design and Quality Standards as defined by the Homes and Communities Agency. This is required if the Registered Social Landlords wishes to seek grants. The split is for 50% rented and 50% intermediate. They would prefer a 70/30 split in favour of rented accommodation, which is the largest need. Flexibility is required regarding tenures for the intermediate schemes, due to the current climate. Intermediate rent is proving more desirable, giving the applicants the option of renting at 80% of market rent values before considering purchasing in three years time.
28. Comments from the County Archaeology Team, Building Control, the Urban Design Team, the Contracts Officer, the Ecology Officer and the Conservation team will be reported verbally at Planning Committee if received. Please note the County Archaeology Team previously stated the site should be subject to a programme of archaeological work. In their letter dated 13th June 08.

Representations

29. 27 letters of objection have been received from local residents to the scheme as originally submitted and the demolition of the outbuildings. The reasons for objections are summarised below:
- (a) The lack of public consultation and lack of confidence in the applicant.
 - (b) The site is not a brownfield site.
 - (c) The loss of the existing orchard.
 - (d) The loss of habitat for wildlife and lack of survey information.
 - (e) The loss of trees on the site and the pressures on others during construction and when the dwellings are occupied.
 - (f) The impact upon the Conservation Area.
 - (g) The lack of justification for the removal of the existing outbuildings, some of which are in good condition. The greenhouse comprises an attractive brick wall.
 - (h) The lack of integration with the area in terms of density, layout and character.
 - (i) Excessive housing density on site.
 - (j) Excessive development in a Group Village, and lack of facilities within the village.
 - (k) The lack of employment in the village.
 - (l) Potential increase in flood risk in an area with a high water table and concerns regarding surface water drainage.
 - (m) Increase in demand for sewage disposal.
 - (n) Increased noise in a quiet area.
 - (o) The potential increase in crime due to the layout.
 - (p) Increased traffic congestion onto the High Street.
 - (q) The lack of on site parking.
 - (r) Increased highway dangers from the proposed access, particularly with the number of parked cars on South End and the proximity to the Village College.
 - (s) Concerns regarding the A1198 junction.
 - (t) Lack of public transport to Bassingbourn.
 - (u) Inadequate Communal Amenity Space and lack of surveillance.
 - (v) Oppressive location of the car parking.

- (w) Inadequate screening from surrounding properties.
 - (x) Inability to maintain wall by no. 37 Brook Street due to hedge planting.
 - (y) The overbearing impact from plots 19 and 20 to 22/24 South End.
 - (z) Overlooking to no. 11 Brook Road from plots 8 and 9.
 - (aa) Overlooking from plot 7 to no. 31 Brook Road, and the location of the recycling enclosure with regards to this property.
 - (bb) The loss of light and overbearing nature from plot 6 to no. 39 Brook Road.
 - (cc) Overlooking to at least 9 surrounding dwellings.
 - (dd) The loss of habitat for wildlife and lack of survey information.
 - (ee) The loss of outbuildings on site, particularly the wood store that forms an attractive boundary with no. 31 Brook Road.
 - (ff) Problems associated with the construction of the site
30. One letter of support has been received. This highlighted demand for affordable dwellings in the village.
31. Comments on the amended drawings will be reported at the meeting.

Planning Comments – Key Issues

32. The key issues regarding the application are the principle for a scheme of 20 dwellings on the site, the need, mix and tenure, the impact upon the Conservation Area, the impact upon trees, ecology, the impact upon neighbour amenity, highway safety and parking, drainage and flooding, open space provision, the potential for crime and other matters raised.
33. Although discussions have been held between the applicant and officers since the earlier refusal, and comments made in respect of two revised layouts, the current scheme was not submitted for informal comment prior to the new application being made.

The Principle of the Development

34. Bassingbourn is classified as a Group Village in the Local Development Framework Core Strategy, adopted January 2007. The classification allows residential development up to an indicative maximum size of 8 dwellings within village frameworks and takes into account the facilities in the village and its accessibility. This may exceptionally be extended to about 15 dwellings where this would make the best use of a single brownfield site. The proposal would create a net gain of 19 units, with 20 dwellings in total.
35. Policy HG/5 of the LDFDCP 2007 relates specifically to exceptions sites for affordable housing. This seeks dwelling numbers to meet identified local housing need on small sites within villages. There are previous examples of other cases of 20 dwellings being acceptable as a small site, the most recent being in Bassingbourn with the approval of 20 affordable dwellings at The Causeway. I do not consider the scheme to be excessive in principle subject to site specific issues, and it would meet the aims of Policy HG/5.
36. Although the density of the scheme at 24 dwellings per hectare is below the minimum of 30 dwellings per hectare usually sort, I consider there to be exceptional local circumstances that require a different treatment in order to make best use of land and retain local character. I note concerns regarding the lack of job opportunities in the village. This is the same for a number of Cambridgeshire villages, where employment

is elsewhere. The need for dwellings in the village would outweigh this issue in this instance.

Need/Mix and Tenure

37. The Housing Development and Enabling Manager supports the scheme in principle. She would prefer a 70%/30% split between rented accommodation and intermediate accommodation, rather than the 50/50 split proposed. This matter could be controlled through the Section 106 Agreement.

Impact upon the Conservation Area

38. The application lies in the heart of the Bassingbourn Conservation Area. Both the Conservation Team and the Urban Design Team remain unsupportive of the development of this site in the manner shown.
39. There is concern at the scale and form of the development and both conclude that will neither preserve nor enhance the character of the Conservation Area, for the reasons detailed in their respective comments
40. Although amended drawings have been received I am of the view that these comments will not change to any significant degree.

Demolition of Existing Buildings

41. I would refer Members to the comments of the Historic Buildings Officer earlier in this report, and the comments that only two of the buildings now proposed for demolition require Conservation Area consent.
42. Despite reservations it is felt that an objection cannot be sustained to the demolition of these buildings.

Impact on Trees

43. The application is accompanied by a Trees and Development Report. The Trees and Landscape Officer has commented regarding the new scheme, One of the reasons for refusal of the previous application, S/0883/08/F, was the impact upon the existing protected trees on site. This focussed specifically on the beech and lime trees on site. The beech tree is the mature species set up against the existing outbuilding that would form an annex to plot 7. The proposed layout retains an area of Community Amenity Space under this tree. There are some concerns that use of this land could cause soil compaction. The Trees Officer has requested a management plan is implemented to ensure the grass under the beech tree is only mown twice a year to prevent excessive compaction and relieving the pressure on this tree.
44. The relocation of dwellings around the lime tree also overcomes the previous reason for refusal. However, there remains some concern regarding the relationship between the lime tree and plot 2. The tree would be in the garden of this dwelling on the southern boundary and will cause a significant loss of light to the dwelling and garden of this proposed dwelling. This may lead to post development pressure on the tree, including removal or serious modifications. This would consequently adversely affect the character of the area. The revised drawings attempt to resolve this issue and I will report any further comments of the Trees and Landscapes Officer.

45. There are no other concerns raised by the Trees Officer regarding the removal of the trees from the site. Strict conditions would be necessary for foundation work, development within Root Protection Areas, storage of construction materials, and construction methods for the access.

Impact upon Neighbour Amenity

46. In respect of the scheme as originally submitted I am concerned that there are several areas within the scheme where there is a potential adverse impact on neighbouring dwellings. In particular I am concerned about the proposed dwellings on Plot 2, which would be overbearing to the occupiers of 36 South End; Plot 7 in respect of the relationship with 31 Brook Road; Plot 19 which is overbearing to the occupiers of 22/24 South End and; the car parking adjacent the boundary with 37 Brook Road
47. The amended drawings submitted attempt to address these issues, and include the substitution of two storey dwellings on Plots 2 and 7 by 2-bedroom bungalows; the rearrangement of the parking adjoining 37 Brook Road; and a slight movement of Plot 19 further away from the boundary with 22/24 South End. A detailed assessment of these revisions will be reported at the meeting.

Highway Safety and Parking

48. The proposal has a revised access onto South End. The Local Highways Authority has not objected to the access itself, subject to conditions regarding both vehicle to vehicle and pedestrian visibility splays. They do however state that the access should be at 90° to the carriageway for the first 10m to allow the safe entering and leaving of the site onto South End. The proposed plans show a bend in this location, meaning visibility into the access, especially when approaching from the south, is poor due to the frontage trees. The other issues raised can be sorted by conditions.
49. The amended layout plan attempts to address the comments made by the Local Highway Authority and its further comments will be reported.
50. With regards to parking, 46 spaces have been provided. This is distributed as 2 spaces per dwelling, plus an additional 6 visitor spaces spread across the site in pairs. The Council's parking standards seeks 1.5 spaces per dwelling, plus space for visitor parking. I note the comments from the Local Highways Authority regarding the numbers. Although they are above the policy requirements, given the parking issues on South End, it is felt that in this instance, the numbers are acceptable, subject to the matters discussed in relation to neighbour amenity.
51. The previous scheme had a car lodge located on the east boundary of the site. This was a reason for refusal given its proximity to the rear boundaries of nos. 37 and 39 Brook Road. The proposed layout removes this structure, but still has parking spaces against this shared boundary. These would stretch the length of the rear garden. I have concerns regarding the location of this parking and the impact upon the occupiers of this neighbouring property. This dwelling is just 7m from the boundary and has a limited rear garden, and facing ground floor windows. They would be subject to increased noise and disturbances from this car parking area.
52. Policy Bassingbourn 2 is not a saved policy from the 2004 Local Plan and therefore has no current weight in the decision making process. It sought new residential development to only be granted if junction between the A1198 and The Causeway

was improved. Works have taken place at this junction, and I do not consider the proposal would have any serious affect on this junction.

Drainage and Flooding

53. There has again 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. Anglian Water has confirmed that there is adequate capacity for foul water discharge. With regards to surface water drainage, there are no public sewers in the locality. The applicant will need to find an alternative method of surface water drainage, which would need to be agreed with the Local Planning Authority following consultation with the Environment Agency. This can be done by condition. Any further comments raised by the Building Control Team will be reported verbally.

Open Space Provision

54. 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. The application provides for an area of open space in front of the Cedars.

Other Matters Raised

55. I note comments regarding the lack of confidence in the applicant. This is not a material planning consideration. Comments have been raised regarding Policy Bassingbourn 1. However, this relates directly to the site on the northern side of the High Street designated for residential development. There is likely to be disruption to the village during construction, as there would be for any scheme of this type. A condition can restrict hours of operation for power operated machinery to ensure it is within sensible times.
56. The revised drawings attempt to address some of the concerns raised during the application, however these were prepares in advance of the receipt of many of the consultation replies, in particular those of the Conservation Manager and Urban Design Team.
57. Whist the revised application attempts to address some of the previous reasons of refusal I remain of the view that the scale and form of development, which is being proposed for this sensitive Conservation Area site, is inappropriate and should be refused.
58. 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.

Recommendation

S/2101/08/F

1. That the application be refused on the grounds that the scale and form of the proposed development fails to either preserve or enhance the Bassingbourn Conservation Area, the adverse impact on existing trees, neighbour amenity and, any concerns of the Local Highway Authority.

S/2104/08/CAC

1. That Conservation Area consent is granted subject to
LBC 1

Informative:

1. This Conservation Area Consent is made independent from the application for the redevelopment of the site, which will be determined on its own merits.

Highways comments:

2. Temporary facilities shall be provided clear of the public highway for the parking, turning and loading and unloading of all vehicles visiting the site during the period of construction. Prior to the commencement of the use of the site, the approved wheel washing facilities shall be provided to the written satisfaction of the LPA in consultation with the Highways Authority.

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

- South Cambridgeshire Local Development Framework Core Strategy (adopted January 2007)
- South Cambridgeshire Local Development Framework Development Control Policies 2007
- Planning Files Ref: S/2104/08/CAC, S/0883/08/F, S/0872/08/CAC, S/1291/04/F & S/1687/03/F

Contact Officer: Paul Derry - Senior Planning Officer
Telephone: (01954) 713159

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SOUTH CAMBRIDGESHIRE DISTRICT COUNCIL

REPORT TO: Planning Committee4th March 2009**AUTHOR/S:** Executive Director / Corporate Manager - Planning and Sustainable Communities

**S/1475/07/LB - GAMLINGAY
Enforcement Report, 47 Church Street****Notes:****Purpose**

To inform Members about the demolition and rebuilding of the front boundary wall at the above address, which is not in accordance with Listed Building Consent S/1475/07/LB.

To inform them of a small section of wall attached to the front wall of the house, which has been demolished without consent and rebuilt.

To seek authority to take appropriate enforcement action.

Members will visit the site on 4th March 2008**Conservation Area****Background**

1. 47 Church Street is a grade II listed building. On 28th September 2007 Listed Building consent was granted for alterations, which included the demolition and rebuilding of the front boundary wall. The permission contained four conditions. The first two conditions have been complied with; the other two have not. Those conditions were:

Condition 3: A sample of brickwork shall be constructed on site to enable the Local Planning Authority to agree the type of brick, the bond, the joint detail and the mortar mix.

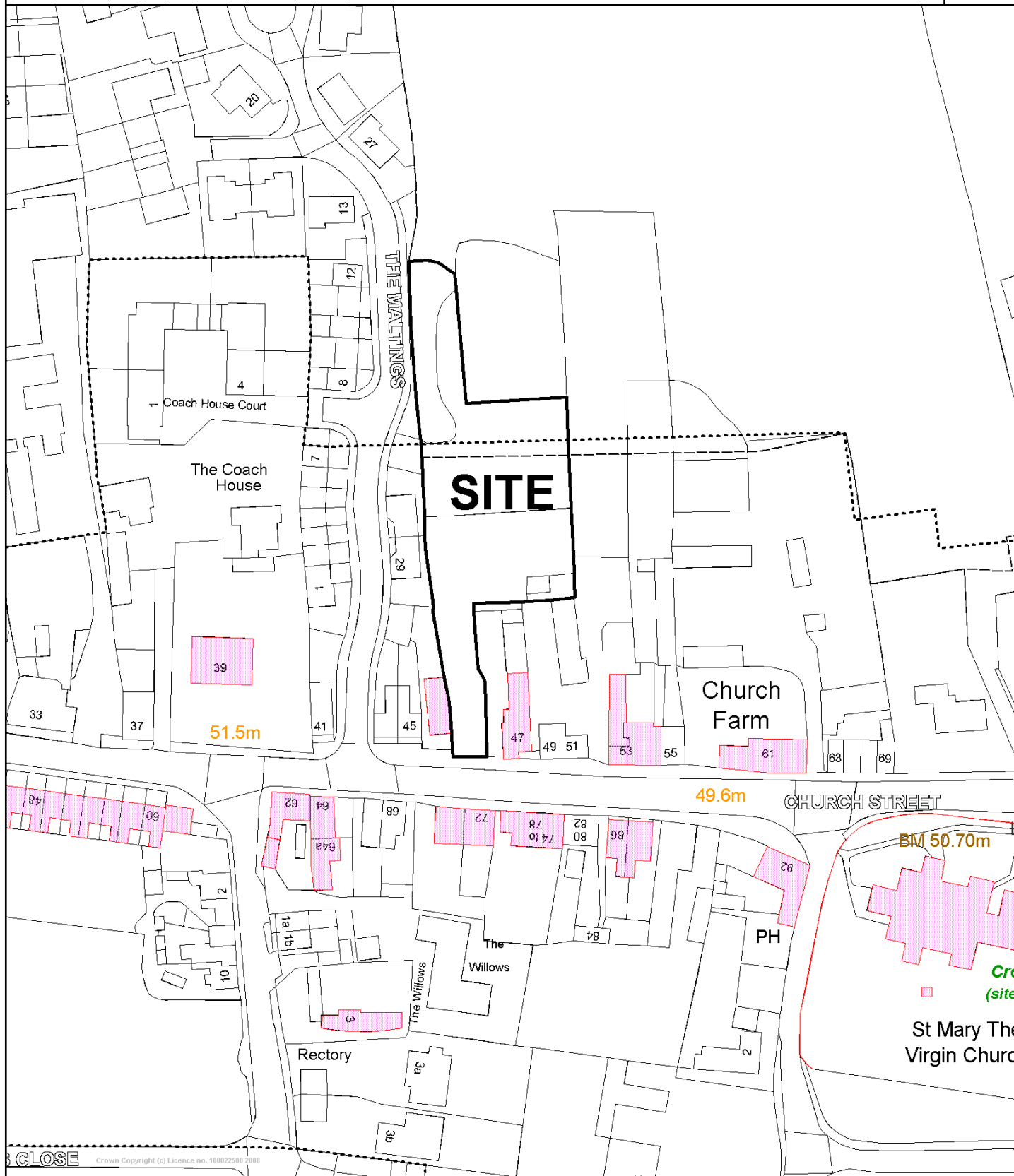
(Reason – To ensure detailing and materials appropriate to this listed building.)

Condition 4: Precise details of the proposed coping shall be submitted for the prior approval of the Local Planning Authority.

(Reason – To ensure detailing and materials appropriate to this curtilage listed wall.)

2. The reasons for approval of the application were:
 - a) The proposed works would not adversely affect the special character or appearance of the curtilage listed wall.
 - b) The proposed works would not result in any significant loss or harm to the historic fabric.
 - c) The proposed works would not have an adverse impact on the setting and appearance of the historic building.
3. The works were carried out without the compliance with Conditions 3 and 4. This has been confirmed by a site visit.

S-1475-07-LB



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Scale 1/1250 Date 18/2/2009

Centre = 524015 E 252370 N

March 2009 Planning Committee

Conclusions

4. The wall has been constructed using bricks salvaged from the demolition of the original wall and second-hand bricks purchased from a local retailer of salvaged materials. The use of salvaged bricks is supported in this case and it is accepted that, as there were insufficient bricks on site to reconstruct the wall, additional bricks would be required. However, it was anticipated that the existing bricks would be used on the street elevation so that the appearance of the wall prior to demolition would be replicated. This has not been the case and the wall has a mixture of existing and second-hand bricks, some of which are a different colour and texture to the existing.
5. The mortar is orange/buff in colour due to the colour of the sand and although it contains lime, a lighter colour with paler sand would have been more traditional.
6. The mortar joints are wide and there are large areas of mortar due to the use of damaged bricks that have lost their sharp edges. The joints are messy and have not been finished in a traditional manner i.e. stippled with a stiff brush to bring the aggregate to the surface. In addition there is mortar on some of the brick faces.
7. For the above reasons the wall is considered to harm the special character and appearance of the listed building and neither preserve nor enhance the Conservation Area.
8. The applicant has been asked to demolish the wall and rebuild in accordance with Listed Building Consent S/1475/07/LB. This has not occurred.

Recommendation

9. It is recommended that authorisation be given to the Corporate Manager – Planning and Sustainable Communities in consultation with the Solicitor to the Council, to pursue appropriate enforcement action to secure the demolition of the new front boundary wall to ground level, demolition of the small section of wall attached to the corner of the house, making good any damage to the boundary wall to Old Maltings Cottage and to rebuild the wall in accordance with Listed Building Consent S/1475/07/LB.

Contact Officer: Barbara Clarke – Listed Buildings 01954 713310
Philip Readman – Planning Enforcement 01954 713265.

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SOUTH CAMBRIDGESHIRE DISTRICT COUNCIL

REPORT TO: Planning Committee4th March 2009**AUTHOR/S:** Executive Director / Corporate Manager - Planning and Sustainable Communities

S/2166/08/O – GAMLINGAY
Replacement of Existing Permanent Mobile Home with Dwelling,
6 Little Heath, for Mr Halpin

Recommendation: Refusal

Date for Determination: 18th February 2009

Departure Application

Members will visit this site on 4th March 2009.

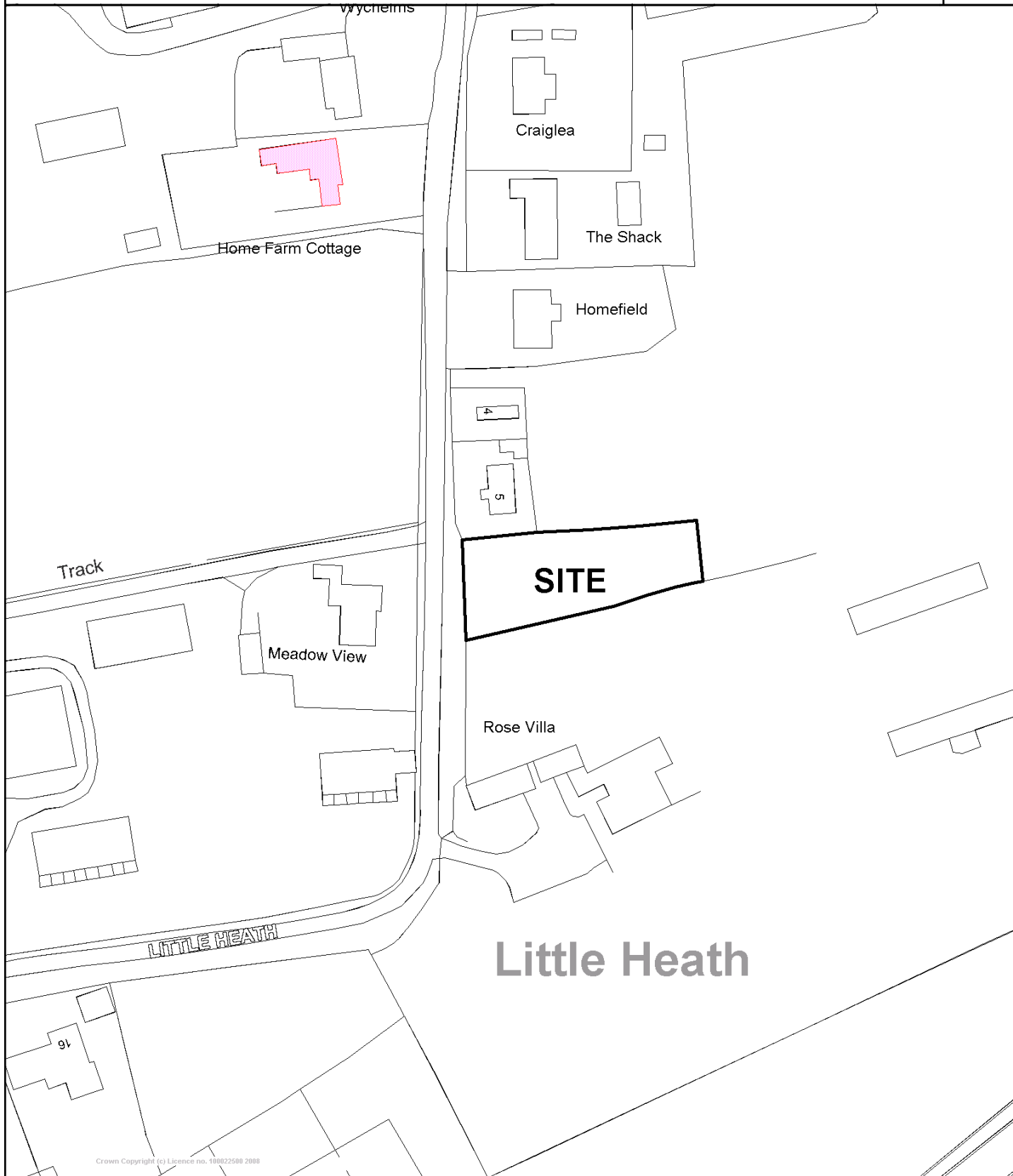
Site and Proposal

1. The outline application, registered on 13th January 2009, proposes the replacement of an existing permanent mobile home with a dwelling and garage.
2. The mobile home is located on the east side of Little Heath and is immediately south of two further units that were granted consent for a single dwelling (see History below).
3. Neighbouring bungalows lie to the west and south of the site and paddock and agricultural land to the east.
4. No reserved matters are included for consideration at the outline stage, although the application is accompanied by an illustrative layout plan, which shows a detached dwelling and garage.

Planning History

5. The properties known as 4, 5 & 6 Little Heath Gamlingay were granted planning consent originally under planning reference **SC/22/66** with renewals including planning consent **S/1629/80** for the stationing of 3 caravans. In August 1987 under planning reference **S/1075/87/F** a further permission was granted for the siting of 3 caravans. This consent was not made personal to the applicant but a condition was imposed stating that the consent was to relate to the existing mobile homes on the site and upon their removal the land should revert to its former use.
6. In a letter from the applicant's solicitors, dated 1st February 2005, it was confirmed that in 1995 one of the caravans had been replaced on site in breach of this condition. This breach of condition had existed for more than 10 years, meaning that the caravans benefitted from permanent consent and could be replaced at any time without the need for further planning permission.
7. In 2004, an outline application (**Ref: S/2461/04/O**) was submitted to replace two of the mobile units at 4 and 5 Little Heath to a single dwelling and garage, and was

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Scale 1/1250 Date 17/2/2009

Centre = 523310 E 251669 N

March 2009 Planning Committee

recommended for approval by planning officers based on the permanent consent that mobile homes benefitted from, and also the potential visual enhancement to the site that would result after the removal of the two existing mobile homes had been secured by planning condition. The application was subsequently approved by members at planning committee on 2nd February 2005.

8. Following outline approval **S/2461/04/O**, full planning permission for the replacement dwelling was then obtained in 2005 (**Ref: S/1273/05/F**), having been approved at planning committee.

Planning Policy

9. *Local Development Framework (Adopted July 2007):*

DP/1 'Sustainable Development'
DP/2 'Design of New Development'
DP/7 'Development Frameworks'
HG/7 'Replacement Dwellings in the Countryside'

Consultation

10. **Gamlingay Parish Council** – Recommends approval
11. **Corporate Manager (Health and Environmental Services)** – Has no objection, though recommends that any consent granted be conditional to a submitted scheme for the investigation and recording of land contamination and remediation objectives.
12. **Local Highway Authority** – Has no objection, though recommends a condition to secure sufficient vehicular manoeuvring area and off-street parking prior to first occupation of the development. Add informative that double garages should have a minimum internal measurement of 6m x 5.5m shown on the drawings with a minimum opening of 2.2m.

Representations

13. One letter has been received from the neighbour at Rose Villa, objecting as follows:
 - a) Planners have said "No more building in Little Heath".
 - b) 6 Little Heath is situated to the west of Rose Villa not to the north as claimed by the applicant.
 - c) The caravan in question does not benefit from planning consent.
 - d) Question over the applicant's need for another house.
 - e) Concern that Little Heath will change into a housing estate.
 - f) Concern over the impact of more building works on road surface and wheelchair access to Rose Villa.
 - g) Unfair competition, with the applicant gaining previous planning consents and other residents not.
 - h) Another house will invade privacy.
14. One anonymous objector states:
 - a) Inaccuracies within the application: the mobile home in this application is not a permanent dwelling, as the site was previously vacated and a wooden house installed in 2006 that has never been occupied nor maintained. On removing the original caravan, the site should have been returned to its earlier

agricultural state (S/1075/87/F condition 1); the change of a previous caravan referred to (4.1) occurred in 1999, certainly within the last 10 years; one of the caravans caught fire in the summer of 1999 and was replaced shortly after; and section 3.1 should say permission has been granted to replace 2 mobile homes with one house.

- b) The mobile home to be replaced is not a dwelling because it has never been occupied. See council tax definition of a dwelling.
- c) In addition, the proposed development will certainly impact on traffic and there is no need for extra housing in the area.

Planning Comments – Key Issues

- 15. The key issue to be judged in determining this application is whether there is sufficient justification in this case to replace the existing mobile home in the countryside with a permanent dwelling given the presumption against such development under Policies DP/7 and HG/7 of the Local Development Framework (Adopted July 2007).
- 16. The presumption against the development in Policy DP/7 is that only development for agriculture, horticulture, forestry, outdoor recreation and other uses, which need to be located in the countryside will be permitted. Also criterion 3 of Policy HG/7 states that, “Caravans and mobile homes are distinct from permanent dwellings since they can be removed. Given the restrictions on development in the countryside the replacement of caravans and mobiles homes with permanent dwellings will be resisted outside development frameworks.”
- 17. Legal advice, obtained by planning officers on 1st April 2008, was to the effect that the mobile home at 6 Little Health, as with the adjacent two mobile homes, benefitted from permanent consent and could be replaced with another mobile home without the need for express planning permission, due to the 10 year breach of condition of planning consent S/1075/87/F. Planning officers, at pre-application stage in April 2008, were therefore of the view, that the replacement of the mobile home at 6 Little Health may be justified as a departure from policy HG/7 (3), on the basis that the Local Planning Authority could not secure the removal of the mobile home.
- 18. Despite earlier views on Policy HG/7, it has subsequently been resolved with the planning policy team that, even in circumstances where the removal of a caravan or mobile home cannot be secured through a planning consent or condition, the replacement by a permanent dwelling should not be permitted unless there are ‘special circumstances’ to justify approval. The basis for the justification, put forward by the applicant, in this application is that the application site benefits from a unique legal status and that a mobile home can be occupied on site in perpetuity. However, officers are of the view that the mobile home can still be easily removed from the site, even if not through the planning process, and therefore remains distinct from a permanent dwelling and contrary to Policy HG/7 (3).
- 19. Consideration has been given to the previous planning approval in 2004 and 2005 for the replacement dwelling for the other two mobile units north of the site. However, it is understood that the grounds for this decision were unique and do not set a precedent that the same decision prevail in this application. Moreover, this application should be judged on its individual merits.

Recommendation

12. That the application be refused.
20. The site lies in the countryside where Policy DP/7 of the South Cambridgeshire Local Development Framework (Adopted July 2007) restricts development to that which is essential in a particular rural location. Policy HG/7 of the South Cambridgeshire Local Development Framework (Adopted July 2007) states that the replacement of a caravan or mobile home in the countryside with a permanent dwelling will be resisted outside development frameworks. The proposed replacement of a mobile home in the countryside with a permanent dwelling is unacceptable being contrary to the aims of the above policies, and fails to demonstrate special circumstances that warrant a departure from said policies.

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

- South Cambridgeshire Local Plan 2004
- Planning Files Ref: SC/22/66, S/1629/80, S/1075/87/F, S/2461/04/O and S/1273/05/F

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