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29 November 2011

To: Chairman – Councillor Pippa Corney  
Vice-Chairman – Councillor Robert Turner  
All Members of the Planning Committee - Councillors Val Barrett, Trisha Bear,  
Brian Burling, Lynda Harford, Tumi Hawkins, Caroline Hunt,  
Sebastian Kindersley, Mervyn Loynes, David McCraith, Charles Nightingale,  
Deborah Roberts and Hazel Smith, and to Councillor Peter Topping  
(Sustainability, Planning and Climate Change 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, 7 DECEMBER 2011 at 10.00 a.m.**

Members are respectfully reminded that when substituting on committees, subcommittees, and outside or joint bodies, Democratic Services must be advised of the substitution *in advance of* the meeting. It is not possible to accept a substitute once the meeting has started. Council Standing Order 4.3 refers.

Yours faithfully  
**JEAN HUNTER**  
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.**

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## AGENDA

## PAGES

### PUBLIC SPEAKING

Those non-Committee members wishing to address the Planning Committee should first read the Public Speaking Protocol.

### PROCEDURAL ITEMS

- 1. Apologies**  
To receive apologies for absence from committee members.
- 2. General Declarations of Interest**
- 3. Minutes of Previous Meeting**  
To authorise the Chairman to sign the Minutes of the meeting held on 2 November 2011 as a correct record.

1 - 2

## **PLANNING APPLICATIONS AND OTHER DECISION ITEMS**

<b>4.</b>	<b>S/2204/11 - Bassingbourn (104 North End)</b>	<b>3 - 8</b>
<b>5.</b>	<b>S/1927/09 - Bassingbourn (The Cedars, 34 South End)</b>	<b>9 - 26</b>
<b>6.</b>	<b>S/0353/11 - Shepreth (Land between 14 and 16 Angle Lane)</b>	<b>27 - 36</b>
<b>7.</b>	<b>S/1272/11 - Bourn (126 Alms Hill)</b>	<b>37 - 44</b>
<b>8.</b>	<b>S/1898/11/CM - Cambourne &amp; Caxton (Land to the West of Cambourne)</b>	<b>45 - 66</b>
<b>9.</b>	<b>S/0194/11 - Comberton (Land R/O 25 Green End)</b>	<b>67 - 78</b>
<b>10.</b>	<b>S/2013/11 - Fulbourn (Windmill Estate)</b>	<b>79 - 94</b>

## **INFORMATION ITEMS**

<b>11.</b>	<b>Appeals against Planning Decisions and Enforcement Action</b>	<b>95 - 98</b>
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### **OUR VISION**

- We will make South Cambridgeshire a safe and healthy place where residents are proud to live and where there will be opportunities for employment, enterprise and world-leading innovation.
- We will be a listening Council, providing a voice for rural life and first-class services accessible to all.

### **OUR VALUES**

We will demonstrate our corporate values in all our actions. These are:

- Trust
- Mutual respect
- A commitment to improving services
- Customer service

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"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 – 7 December 2011 – Declaration of Interests

Councillor .....

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

Item no: ..... App. No. .... Villiage: .....

Reason:

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Reason:

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

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**SOUTH CAMBRIDGESHIRE DISTRICT COUNCIL**

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**REPORT TO:** Planning Committee

7 December 2011

**AUTHOR/S:** Executive Director (Operational Services)/  
Corporate Manager (Planning and New Communities)

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**S/2204/11 - BASSINGBOURN****Change of use from agricultural land to garden land (C3) and creation of a hard surfaced tennis court including erection of surround fencing at 104 North End, Bassingbourn Cum Kneesworth for Mrs Rosanna McCraith****Recommendation: Refuse****Date for Determination: 26 December 2011****The application has been referred to the Planning Committee as the applicant is the wife of District Councillor David McCraith.****Site and Proposal**

1. The application site is a part of a large enclosed field to the rear of the garden area of No. 104 North End, Bassingbourn. The house itself is situated perpendicular to the road and has a rear garden behind. At the rear of the garden area there is a large open field which is approximately 1.8 hectares in area. A small vegetable garden takes up a small portion of the field immediately adjacent to the garden and behind that, to the East, the land opens out into a single large field. The field is largely enclosed by trees and hedges on the boundaries, although there are views into the site from adjoining land at the South West corner of the field where there is only a very low boundary and also through sparser planting from the public footpath the rear of the site. The field is not cropped and, at the time of the officer's site visit, was being grazed by sheep. The entire site, including the dwelling, is outside of the Development Framework in the countryside.
2. The proposed development is the change of use of part of the field in the South West corner to residential garden land and the installation of a tennis court and associated fencing on that land.

**Relevant Planning History**

3. **S/1142/11** - Planning application for a tennis court in a similar location (2 metres to the South West) was referred to the Planning Committee in September 2011. It was refused by members because the proposed change of use and installation of a tennis court and fencing would result in the gradual encroachment of residential development into the open countryside and would cause harm to the rural character of the surrounding area and because the application had failed to demonstrate that it would not cause harm to the adjacent trees.

**Planning Policies**

4. **DP/2** Design of New Development

**DP/3** Development Criteria  
**DP/7** Development Frameworks  
**NE/6** Biodiversity

### **Consultations**

5. **Parish Council** – has recommended approval of provided that the area for the change of use is limited to that required for the court and not the entire field.
6. **Trees Officer** - has confirmed that the new location of the court would not lead to any damage to the adjacent trees.

### **Representations**

7. At the time of writing (18 November 2011) no representations have been received. The consultation period does not expire until 29 November and any representations received will be reported to members as an update.

### **Planning Comments**

8. The main planning considerations in this case are the impact on the countryside, the impact on trees and the impact on residential amenity.
9. **Impact on the countryside** – The wider site is a dwelling and garden with an area of agricultural land behind, all of which are located outside the Development Framework of Bassingbourn in the countryside. The land is clearly agricultural in character and allowing the change of use to garden land would result in an encroachment of the residential use into the countryside. Policy DP/7 - Development Frameworks of states that land outside of village frameworks should only be used for those uses which need to be located in the countryside. Although the policy refers to outdoor recreation being an acceptable countryside use, it is not considered that this applies to a private tennis court, particularly as it does not need to be located on the currently undeveloped rural land outside of the existing residential curtilage. The proposal is therefore considered to be contrary to policy DP/7.
10. In addition, the court and fencing would be an overly domestic and alien feature in the wider rural field and would compromise its character and appearance. This would be contrary to policies DP/2 and DP/3. The screening proposed in the form of the new Beech hedge is not considered to be sufficient to mitigate this harm as it would not fully screen the court and it would remain visible in wider public views of the site from the public footpath to the East.
11. The previous application for a tennis court 2 metres further to the South West was refused on the grounds that the change of use and installation of a tennis court on agricultural land in the countryside would result in gradual encroachment of residential development into the open countryside and harm to the rural character of the area. It is not considered that resiting the tennis court two metres further into the field overcomes this reason and it cannot therefore be considered to have overcome the previous reason for refusal.
12. **Impact on trees** - The resiting of the court further away from the trees to the West means that there would not be any harm to those trees. The application has therefore overcome the second reason for refusal of the previous application.



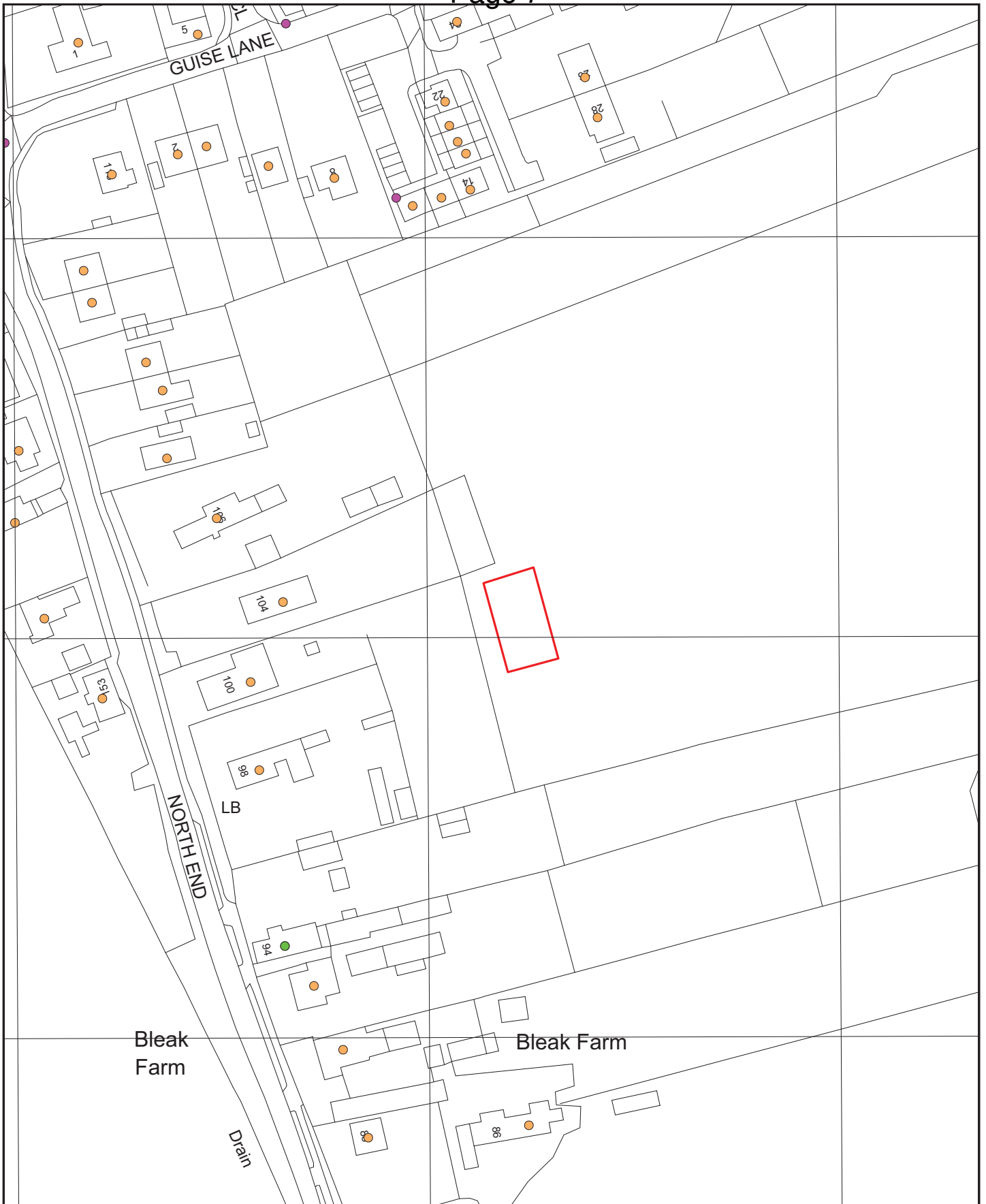
13. **Impact on the residential amenity** – The proposed tennis court would not cause any significant harm to the residential amenity of neighbouring properties.
14. **Conclusion** - The proposed change of use of the agricultural land to garden land is contrary to policy DP/7 as it will extend the residential use of the existing dwelling into an area which is currently open countryside. The Development Plan states that resisting such development is necessary to ensure that the countryside is protected from gradual encroachment on the edges of villages. In addition, the court itself and the fencing would be visible from the public domain and would be out of character with the existing rural character of the immediate location. This application is not significantly different from the previous refused application in terms of that harm and has not overcome the previous reason for refusal.

### **Recommendation**

15. Having regard to applicable national and local planning policies, and having taken all relevant material considerations into account, subject to no new material planning considerations being raised prior to the end of the consultation period, it is recommended that the application be refused Planning Permission, for the following reason(s):
  1. The proposed change of use to garden land and installation of a tennis court and fencing would, by nature of its location on undeveloped agricultural land outside the village framework, result in the gradual encroachment of residential development into the open countryside and would cause harm to the rural character of the surrounding area. The proposal is therefore contrary to policies DP/2, DP/3 and DP/7 of the South Cambridgeshire Local Development Framework Development Control Policies DPD 2007.

**Contact Officer:** Daniel Smith - Planning Officer  
01954 713162

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**SOUTH CAMBRIDGESHIRE DISTRICT COUNCIL**

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**REPORT TO:** Planning Committee

7 December 2011

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

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**S/1927/09/F - BASSINGBOURN****Retention and refurbishment of existing dwelling, conversion of outbuildings to garage and annex/refuse store and erection of 13 dwellings, garages, access and landscaping following demolition of various outbuildings at The Cedars and The Orchard, 26 South End, for Braxted Homes (Bassingbourn) Ltd****Recommendation: Refusal****Date for Determination: 25<sup>th</sup> March 2010 (Major Application)****Notes:**

**This application has been reported to the Planning Committee for determination as the officer recommendation at the request of the local Members as the officers reasons for refusal do not reflect the wider objections of Bassingbourn Parish Council and local residents**

**Departure Application****Conservation Area****Site and Proposal**

1. This full planning application, as amended by drawings received on franked 19 August 2011, 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 refurbishment and retention of The Cedars as a single dwelling and the erection of 13 new dwellings, along with conversion of outbuildings to garage and annex/refuse store, following demolition of various outbuildings. The density of the development is 16 dwellings per hectare.
3. The proposal includes five affordable dwellings (Plots 1-5) comprising three 2-bedroom and two 3-bedroom dwellings. The eight new market dwellings comprise three 2-bedroom, three 3-bedroom, one 4-bedroom and one 5-bedroom dwelling. The refurbished Cedars will comprise a 6-bedroom dwelling. The dwellings on Plots 1 and 6 are single storey. Although the submitted layout plan includes a plot 15 there is no plot 13.
4. The plan shows an area of open space to the south of the access roadway at the front of the site.

5. A minimum of two car parking spaces are provided on plot for each dwellings, with the exception of Plots 2-5
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. New pedestrian accesses are created to South End, to the South of the vehicular access.
7. To the south, the site adjoins Bassingbourn Village College and the United Reformed Church, a Grade II listed building. 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 Flood Risk Assessment, a Historic Buildings Analysis, and a Trees and Development Report.

### **Planning History**

9. A planning application for 23 dwellings on the site was refused at Planning Committee dated 6<sup>th</sup> August 2008 (**S/0883/08/F**).
10. An application for Conservation Area Consent for the total demolition of five outbuildings within the site (**S/0872/08/CAC**) was refused on 8<sup>th</sup> July 2008.
11. 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.
12. In March 2009 an application for the conversion of The Cedars into two semi-detached dwellings, conversion and extension of outbuilding to single dwelling, landscaping and the erection of 17 new dwellings, landscaping and associated car parking following demolition of existing outbuildings was refused (**S/2101/08**). All dwellings were proposed as affordable housing. In determining a subsequent appeal the Inspector determined that the main issues were the effect of the proposal on the character and appearance of Bassingbourn Conservation Area; the living conditions of the occupiers of 22/24 South End, with particular regard to matters of outlook; and the provision of outdoor play space in the area.
13. In dismissing the appeal the Inspector concluded that the proposal failed to preserve or enhance the character or appearance of Bassingbourn Conservation Area. Firstly, he concluded that as the frontage to the houses on plots 19 and 20 of the scheme would consist mainly of paved parking and turning areas this element would present a stark contrast to the planted front gardens identified as a striking aspect of South End in the Conservation Area Appraisal. The hard standing would replace some of the existing mature planting at the front and would be visible from the road, resulting in a serious erosion of the attractive informality of the street scene.
14. Secondly, he was of the view that the proposed single storey dwelling on Plot 1, at the front of the site to the south of the access, would fail to relate to the street scene,

due to its orientation in relation to the church building and the road, and as such would be harmful to the character and setting of the church and the pattern of development along South End.

15. Thirdly, he was concerned that the frontage to The Cedars would be mainly hard paved, with parking spaces very close to it, and that this would detract from its appearance, as it would leave limited areas of planting at the front. Furthermore its rear would be close to the access road and the proposed brick wall would make it appear unacceptably cramped in relation to its overall scale.
16. Finally he concluded in respect of the courtyard of development in the 'old orchard' part of the site, that the number of car parking spaces that would be provided would be such that the general view would be of large expanses of hard paved areas, particularly in front of the dwellings on Plots 8 to 15. He was of the view that this would give an urban appearance to the courtyards, which would conflict with the generally green character and appearance of the area, and concluded that the number of parking spaces, which was as a consequence of the density, would be harmful to the appearance of the development as it would reduce the amount of space that would be available for planting within the public realm.
17. In all other respects the Inspector identified no specific harm.
18. In February 2010 an application (Ref: **S/1928/09/CAC**) for the total demolition of four outbuildings was refused on the grounds that demolition was premature as there were no acceptable proposals for the redevelopment of the site, and would therefore be contrary Policy CH/5 and paragraphs 4.26 and 4.27 of Planning Policy Guidance Note 15, which seek to prevent development which would adversely affect the conservation area.

### **Planning Policy**

19. South Cambridgeshire Local Development Framework (LDF) Core Strategy 2007  
**ST/6** – Group Villages
20. 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 Development
  - DP/7** – Development Frameworks
  - HG/1** – Housing Density
  - HG/2** – Housing Mix
  - HG/3** – Affordable Housing
  - NE/1** – Energy Efficiency
  - NE/3** – Renewable Energy Technologies in New Development
  - 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
  - SF/10** – Outdoor Play Space, Informal Open Space and New Developments
  - SF/11** – Open Space Standards

**CH/4 – Development within the Curtilage or Setting of Listed Buildings**  
**CH/5 - Conservation Areas**

21. South Cambridgeshire Local Development Framework Development Supplementary Planning Documents:

Development Affecting Conservation Areas SPD - Adopted January 2009  
Open Space in New Developments SPD - Adopted January 2009  
Trees and Development Sites SPD - Adopted January 2009  
Biodiversity SPD - Adopted July 2009  
Listed Buildings SPD - Adopted July 2009  
District Design Guide SPD – Adopted March 2010  
Affordable Housing SPD – Adopted March 2010

22. National Planning Policy

PPS1 General Principles  
PPS3. Housing  
PPS5: Planning for the Historic Environment  
PPS7 Sustainable Development in Rural Areas

**Consultation**

23. **Bassingbourn Parish Council** recommends refusal. In respect of the latest amended drawing it comments that ‘the application does not comply with the local development framework. The development is not suitable for a conservation area. The appeal decision stated that the development must preserve and enhance the conservation area.
24. In its previous comments it stated: “The proposed development is not substantially different from that turned down by the District Council whose decision was upheld by the Planning Inspector Martin Whitehead (under appeal number APP/W0530/A/09/2105383) who decided that the proposal would ‘fail to preserve or enhance the character and appearance of Bassingbourn Conservation Area’.
25. There has also been the recent change in government policy on the status of ‘gardens’. The Government has amended the definition of ‘brownfield land’ in *Planning Policy Statement 3* which now reads (as far as it is relevant) as follows: ‘Previously-developed land is that which is or was occupied by a permanent structure, including the curtilage of the developed land and any associated infrastructure. The definition .... excludes.... Land in built-up areas such as private residential gardens, parks, recreation grounds and allotments, which, although it may feature paths, pavilions and other buildings, has not been developed.’ The Cedars consists of a house and garden and orchard and cannot now be reviewed as a ‘brownfield’ site.
26. *The South Cambridgeshire Core Strategy Development Plan Document of January 2007 under Policy ST/6* designated Bassingbourn as a ‘Group Village’ and provided that: ‘Development may exceptionally consist of up about 15 dwellings where this would make the best use of a single brownfield site.’
27. At the time of the resubmitted application in the Design and Access Statement dated 24<sup>th</sup> December 2009 the Developer submitted that this development fell within this exception. The site in question is not now a ‘brownfield site’ therefore the exception does not apply and the application does not accord with the Local Development Plan.”



28. The **Local Highway Authority** does not object to the application. It comments that it will not seek to adopt the development due to proposed construction process due to the trees within the site. Visibility splays should be provided as shown on the submitted drawings. Two car parking spaces per dwelling should be provided in this location. The access road should be at 90<sup>0</sup> to the carriageway of South End for a minimum distance of 10m from the centre line of South End. A ramp/rumble strip should be provided at the entrance to the development, and the proposed footway should be continued on both sides of the access for 2m past this strip. A bin collection point should be provided. The existing access to South End should be closed and the footway/verge reinstated. A Travel Plan should be required by condition. The implications of the long-term maintenance, lighting and surface water drainage of the access road should be considered.
29. The **Conservation Manager** recommended refusal of the application as originally submitted on the grounds of the over intensive number of units and the bulk, scale, location, form, orientation, prominence, design and materials of the proposed development which would be contrary to the character of the conservation area and setting of Listed Buildings. In addition the loss of historic structure on the site, including the nineteenth century garden wall, would also be detrimental to the character of this part of the conservation area. Of particular concern were the proposed plot at the front of the site to the south of the access road, the two dwellings to the north of the access at the front of the site, the treatment of The Cedars where the back of the house faced the street, the form of development in the old orchard area, and the lack of information to judge the impact of the proposed development
30. Having had regard to the Inspector comments and the latest set of revised drawings the Conservation Manager is of the view that the concerns relating to the development at the South End of the site, which includes the omission of the dwelling previously proposed to the south of the road, the revised treatment of The Cedars and surrounding areas, have been addressed, with the exception of the proposed additional pedestrian access onto South End. The development remains unacceptable however in respect to the old orchard area of the site, and the additional footpath to South End.
31. **Cambridgeshire Archaeology** comments that the site lies in an area of high archaeological potential and considers that the site should be subject to a programme of archaeological investigation, which can be secured through the inclusion of a negatively worded condition.
32. The **Urban Design Team** suggested revisions to the original scheme, particularly in respect of the orchard area, which were put to the applicant.
33. The **Trees and Landscape Officer** comments in respect of the revised drawings that a method statement is still required for the installation at the front of the site within the root protection area of the TPO Yew trees. There is an objection to the two paths through the TPO trees on the frontage to access the LAP, and it is queried why two paths are required. Concern continues over future pressure on significant trees within the site, although the comments of the Inspector are noted
34. 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.

35. 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.
36. **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.
37. The **Housing Development and Enabling Manager** is supportive of the provision of 40% of the dwellings as affordable housing but is concerned that the proposal for all the units to be offered as intermediate housing as this is not in line with the requirements for tenure split in the Affordable Housing SPD. Whilst the mix could not be supported the impact of proposing a 70/30 split in favour of rented units would have on the viability of the scheme could be discussed. Early engagement with a Registered Provider is encouraged
38. The **Ecology Officer** has visited the site again recently with the applicant and comments he found activity of badgers. He suspects that either a badger had become stuck in the site and had taken shelter beneath a shed temporarily or that badgers know where there is seasonable food available and investigate the orchard in late summer. This matter can be dealt with by condition requiring a re-assessment to determine of holes are active and to produce a mitigation strategy according to issues arising. A condition should be added to any consent so that any vegetation is cleared outside the bird nesting period.
39. A greater portion of fruit trees should be retained within rear gardens and a condition should be attached to secure a revised scheme of tree retention. Previous ecological surveys have established that The Cedars provides a bat roost, and prior to any alteration to the building the 2008 survey should be repeated to establish the current roost status. The replanting of suitable fruit trees must be secured by condition, as should a scheme of ecological enhancement (to provide nest box, bat box and deadwood habitats). The site has much potential to provide nest sites for the swift colony associated with this area of Bassingbourn.
40. Bassingbourn has a number of remaining orchards, one of which is managed by the local community, and discussions have previously been held with the applicant the possibility of providing a fund to assist the local community with the community orchard's management.

### **Representations**

41. Letters of objection have been received from the occupiers of Nos 1, 3, 4, 8, 10, 14, 20, 22/24, 33, 54, 60, 76 and 86 South End, Nos 29, 31, 37 and 39 Brook Road, and Nos 1 and 16 The Tanyard. The grounds of objection are summarised below:
- (a) Contrary to Policy ST/6 which states that Bassingbourn is a Group Village where development limit is 8 dwellings, and exceptionally up to 15 dwellings on brown filed land. Nothing about this scheme is exceptional.

- (b) The scheme represents 'garden grabbing' which Government sees as a threat to urban green space and has reclassified garden land, so that the site is now greenfield and is no longer brownfield, making it easier for councils to reject applications where local people raise objections. This is clear that such development should not be permitted, particularly as the local community is opposed.
- (c) Does not enhance the character or quality of the conservation area – contrary to Development Plan policies and PPS5. Urbanised overdevelopment. South End is a small village road with at least 12 listed buildings and the proposed development has no sympathetic aspects that would augment or blend in with the historic road
- (d) Contrary to Policy DP/2 as it does not preserve or enhance the local area
- (e) Contrary to DP/1, DP/2, DP/3, DP/7, HG/5, CH/4, NE/6, SF/10
- (f) Layout destroys a protected orchard, which is the remaining area and should be left alone.
- (g) Does not complement neighbouring buildings in terms of density. Buildings are inappropriate in terms of mass and ridge heights, and as a result will be highly visible from adjoining and surrounding properties.
- (h) Overlooking of adjacent properties, including 10 South End, with potential for further windows in roofspaces at later date.
- (i) Impact on 22/24 South End - although Inspector previously said impact of dwelling to south of 22/24 South End was acceptable, there is now a gable end which is substantially larger than the roof slope in the previous application, which will be overbearing.
- (j) 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. Loss of two buildings which make a positive contribution to the Conservation Area.
- (k) Loss of habitat for wildlife, which should be protected. Ecology survey is out of date. Site has been left unattended and supports a lot of wildlife. Development appears to be close to a badger sett and the applicant should provide an independent assessment to say if this is currently active. Concern about loss of slow worms.
- (l) Highway danger as access is on apex of curve in South End, which restricts visibility onto what is a busy main car, cycling and walking route to and from the junior school and village college.
- (m) Difficult blind junction with High Street and North End, where congestion occurs and has led to a number of near misses and one serious accident near to the junction.
- (n) Traffic survey flawed and based on same incomplete data as the previous submission.
- (o) When recreation ground in use cars parked all along South End and opposite The Cedars.
- (p) Concerns regarding the A1198 junction.
- (q) In sufficient car parking provided within the site
- (r) Bulk of Plots 2 to 5 and impact on 37 and 39 Brook Road, including loss of light to garden areas, along with impact of associated car parking spaces and communal access road, which will become a play area
- (s) Adequate boundary screening to properties in Brook Road has not been provided. Proposed beech hedge along boundary with No37 would prevent maintenance of an outbuilding
- (t) Impact on trees in Conservation Area – the scheme destroys some and damages others. Root systems of preserved trees will be damaged by development and will prejudice their future survival. What evidence exists that retained trees will not suffer from these concerns? There is a further loss of

trees from the scheme dismissed at appeal, which considerably reduces screening previously afforded to neighbouring properties. A large mature protected tree has disappeared from the latest plan – is this an error or an agreed amendment? Concern about future pressure to remove trees as they will result in loss light to the new dwellings.

- (u) Properties in this part of South End have more generous frontages. The grass verge, mature trees and playing fields, together with well planted frontages to the houses give the area a green, semi-rural character and appearance, which the proposed development would destroy
- (v) Will exacerbate existing local flooding issues and there will be water run-off to adjoining properties. The area suffers from flash floods, the geology, high water table and limited surface water drainage in South End makes surface water problematic and the proposed soakaway is not technically feasible, and is not adequately designed. It is understood the current surface water system is designed to only cope with a severe downfall once in every 30 years.
- (w) Scheme basically the same as that previously turned down at appeal. The overriding point was that the proposed development neither preserved or enhanced the conservation area and could therefore not be classed as an exception site. Although the number of houses has been reduced the build area remains substantially the same. Continued rejection is the only possible outcome. The application has failed to address the strong local concerns
- (x) The occupiers of 20 South End continue to object to the scheme, as the property would be surrounded by the new development. There is only 1 metre between the back of No 20 and the orchard land, and as result it will be overlooked by the new houses. however if the two semi-detached houses, Plots 11 and 12, were reduced to single storey the impact on No 20 would be reduced. A rendered wall instead of a fence would also be an improvement.
- (y) Disproportionate favour is being given to the developer if planning officers are not applying current legislation to the development. The developer has been afforded an unreasonable amount of time to amend the application and while the application remains undetermined it acts to blight all properties which border the site
- (z) The affordable housing element is not guaranteed. The scheme no longer proposes 100% affordable housing and should therefore not be treated as an exception.
- (aa) Increase in demand for sewage disposal.
- (bb) There is already other housing development taking place in Bassingbourn and a large site in Royston, which are far more suitable.
- (cc) Bassingbourn is poorly served by public transport
- (dd) Lack of local consultation by the developer
- (ee) Lack of local consultation by the developer
- (ff) The site should be treated as two separate plots of land
- (gg) There are inadequate employment opportunities in the village
- (hh) Reduction in number of dwellings welcomed
- (ii) Disruption during construction process
- (jj) Site has not been marketed for many years. A previous proposal for 5 bungalows on the orchard part of the site would be more acceptable.
- (kk) If consent is granted conditions should be attached which require street lighting to be low level and shielded; a full bat and amphibian survey to be submitted prior to work commencing; restriction on working hours during construction; restrict burning of waste; require developers and contractors to act in a reasonable manner.
- (ll) If approved the application is likely to be unlawful and a judicial review will be sought

**Planning Comments – Key Issues**

42. The key issues regarding the application are the principle of a scheme proposing the erection of 13 new dwellings on the site (total 14), the impact upon the Conservation Area, affordable housing, the impact upon trees, ecology, the impact upon neighbour amenity, highway safety and parking, drainage and flooding, open space provision, and other matters raised. It is also necessary to assess whether the specific issues identified by the Inspector as the reasons for dismissing the earlier appeal have been satisfactorily resolved.

***The Principle of the Development***

43. 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 result in a net gain of 13 units, with 14 dwellings in total.
44. When the current application was originally submitted in December 2009 the site was classified as brownfield land. In June 2010, during the course of the consideration of this application, a revised PPS3 was published which excluded private rear gardens from the definition of brownfield land. The proposal therefore now represents a departure from the development plan and has been advertised as such.
45. The development plan remains the starting point for the consideration of planning applications, however, in each case it is necessary to identify any specific harm that will result from a proposed development .
46. The revised PPS3 also deleted the national indicative minimum density of 30 dwellings. PPS3 however retains a requirement when determining planning applications to use land effectively and efficiently. PPS 3 states that where Local Planning Authorities cannot demonstrate an up-to-date five-year supply of deliverable sites, they should consider favourably planning applications for housing, having regard to the policies in the PPS.
47. The Inspectors appeal decision letter (S/2101/08) is a material consideration in the determination of the application. The above paragraphs highlight changes in the status of the land and changes to Government advice since the appeal determination but the Inspector commented on the site specific issues generated by the proposal under consideration at that time and dismissed the appeal specifically on the four issues set out in paragraphs 12-16 above. In all other respects he found no material harm that would arise as a result of the proposed development, and did not make any comment that would infer that a number of dwellings greater than 8 could not be made acceptable on this site. Although the Inspector was considering an application for 100% affordable housing the physical and environmental impact of development is not affected by the tenure of housing.
48. Officers are mindful that there is an extant resolution to approve an application for the erection of 5 dwellings on the orchard part of the site (see History above). This development is to be accessed from a new road between Nos 12 and 14 South End, and is not reliant upon access through The Cedars site. The current application, as amended, proposes the erection of 6 new dwellings on The Cedars part of the site , making a total of 7 dwellings with the existing Cedars house. The Cedars section of

the site has its own access and could be developed separately from the orchard site. Assuming that development of the Cedars site for 7 dwellings and the orchard site by a further 5, there would be total of 12 dwellings on the two sites.

49. There is no policy in the Local Development Framework which restricts cumulative development as a matter of principle, in terms of limiting overall numbers on adjoining sites, although Policy DP/5 does seek to ensure that such schemes do not avoid the requirement for infrastructure contributions, result in piecemeal, unsatisfactory form of development, or prejudice development of a site adjacent or nearby.
50. Officers are therefore of the view that given the potential for the separate development of the two adjoining pieces of land by more than 8 dwellings, that it would be unreasonable object in principle to a development of more than 8 dwellings on a combined site as a departure from the development plan.
51. Officers are also of view that development as a single site is of benefit in that it would negate the need for the creation of a new vehicular access between 12 and 14 South End, which would help preserve the character and appearance of that part of the conservation area.
52. Given the above and the fact that when the application was submitted the site was classified as brownfield land, and initial negotiations took place with the applicant basis, officers are of the view that in principle a development of more than 8 dwellings could be supported on this site as a departure, subject to the detailed scheme being acceptable when considered against other policies/issues.

#### ***Density***

53. Although the density of the scheme at 16 dwellings per hectare is below the minimum of 30 dwellings per hectare usually sought by development plan policies, officers consider there to be exceptional local circumstances that require a different treatment in order to make best use of land whilst retaining local character.

#### ***Need/Mix and Tenure***

54. The Housing Development and Enabling Manager supports the provision of 40% of the dwellings as affordable housing units, although the proposal that all units should be offered as intermediate housing does not satisfy the requirements of Policy HG/3 and the Affordable Housing SPD. No viability appraisal has been submitted to demonstrate that there is any justification to depart from the normal mix of tenure sought and therefore in its current form the proposal is unacceptable in this respect.
55. In terms of the mix of the new market housing proposed officers are of the view that the scheme satisfies the requirements of Policy DP/2, with 37% of the new market units being 2-bedroom, 37% 3-bedroom and 25% 4+bedroom.

#### ***Impact upon the Conservation Area***

56. The application lies in the heart of the Bassingbourn Conservation Area. The Conservation Team remains unsupportive of the development of this site in the manner shown. In coming to this view it has had regard to the Inspectors comments in the appeal decision and the revisions made during the course of the current application.

57. Given this officers are of the view that in respect to the southern section of the site the revised scheme is now acceptable, with the exception of the additional pedestrian to South End. The plot previously proposed at the front of the site, to the south of the entrance has been deleted and this area is now shown as open space. The area at the front of the proposed detached house to the north of the entrance (shown as Plot 15 on the layout plan) has been revised and the area of parking and hardsurfacing re-arranged. The Cedars is now proposed to remain as a single dwelling and the area in front of it is to remain as its front garden, so that the house continues to face towards South End.
58. There remains concern about the layout and design in the orchard section of the site. In dismissing the appeal the Inspector was concerned at the amount of hard paved areas and car parking, which was as a result of the density of development proposed, and that this would be harmful to the appearance of the area. Although the number of dwellings proposed in this area has been reduced the area of hard paved areas remains excessive, and in officers view continues to dominate this area of the development and detract from its character. Officers are also concerned that the height of the proposed houses on Plots 7 and 8, in the north west corner of the site, at 9.4m to ridge, is excessive and will not relate well to other houses in this part of the development and be unduly dominant when viewed from neighbouring dwellings. For these reasons officers are of the view that the development neither preserves nor enhances this part of the Conservation Area.

#### ***Demolition of Existing Buildings***

59. Conservation Area Consent has been refused for demolition of the building, on the grounds that there is currently no approved scheme for the re-development of the site. The Inspector identified two of the four buildings to be demolished as making a positive contribution to the Conservation Area. One of these, the existing greenhouse in front of The Cedars, is shown as being retained in the current application. The other building, referred to a Building C in the previous appeal is still shown to be removed, however it has now been accepted that the volume of this building is below that which requires Conservation Area Consent for demolition.

#### ***Impact on Trees***

60. The application is accompanied by a Trees and Development Report. In dismissing the previous appeal on this site the Inspector did not raise an objection to the relationship of proposed dwellings to existing trees on site. In respect of the key trees previously identified by the Trees and Landscape Officer this position remains unchanged. There is however concern about the introduction of a second point of pedestrian access to South End, to the south of the main entrance, and that no information is provided with the application to show how this might impact on existing trees at the front of the site, which are important to the character of the site when viewed from South End. In the absence of any information demonstrating that this pedestrian access can be provided without prejudice to the retention of existing trees it is unacceptable.
61. 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***

62. In dismissing the previous appeal the Inspector considered concerns raised by the Local Planning Authority regarding the relationship of the proposed dwellings to adjacent properties, in respect of the occupiers of No 22/24 South End, and concluded that the relationship was acceptable. Although the design of the proposed dwelling on the plot adjacent to this dwelling has changed since the previously refused scheme, it retains the same siting and scale and therefore the impact on the occupiers of No 22/24 is unaltered from that which the Inspector deemed to be acceptable.
63. In other respects the Inspector concluded that the relationship to adjacent dwellings was acceptable. The position of dwellings in the south west corner of the site, Plots 2-5 is unchanged and although the parking area has been revised officers are of the view that it does not materially change the impact on dwellings in Brook Road at the rear. A 2.0m high rendered wall is now proposed on the boundary of 37 and 39 Brook Road.
64. Officers are concerned that the proposed dwelling on Plot 6, although single storey, will be overbearing when viewed from 31 Brook Road, given the proximity of both properties to the respective boundaries. A distance of 16m is allowed from the rear wall of the proposed dwellings on Plots 11 and 12, and although the adjacent dwelling, 20 South End, is located very close to the site boundary, Officers are of the view that the distance between the properties will be sufficient to prevent any overbearing impact. No 20 South End is a single storey dwelling and officers are of the view that appropriate boundary treatment and planting will avoid any unreasonable overlooking of ground floor windows. As highlighted above officers are concerned at the overbearing impact if plots 7 and 8 on adjacent dwellings, due to height and proximity to the boundary of the site.

***Highway Safety and Parking***

65. 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. This is addressed on the revised drawings.
66. In dismissing the previous appeal the Inspector did not find any reason to object to the development on highway grounds. The present scheme proposes a reduced number of units and I am therefore of the view that this position should be maintained. The Local Highway Authority has confirmed that it retains its view that there is no reason in principle to the proposed development from a highway point of view despite local concerns that traffic conditions in the village have altered since the application was originally submitted.
67. A minimum of two car parking spaces are provided per dwelling. The Local Highway Authority has indicated that it will not seek to adopt the development, and matters that it raises regarding maintenance, street lighting, surface water etc could be addressed by condition



***Drainage and Flooding***

68. 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.
69. The matter of drainage and flooding was not one which formed part of the Inspectors reasons for dismissing the earlier appeal, and the current application proposes a reduced number of dwellings.
70. The comments has been made locally that the high water table in the area may prevent soakaways working satisfactorily on the site. Officers have discussed this concern with the Building Inspector and it is confirmed that whilst a surface water system may need to be designed to address the specific site conditions, it can work satisfactorily. A condition can be imposed requiring details of a surface water drainage scheme to be submitted, which would need to demonstrate that the proposed development will not exacerbate any existing drainage problems in the area.

***Ecology***

71. The Ecology Officer has visited the site again recently with the applicant. If consent is to be granted conditions can be attached requiring the additional survey work suggested and the submission of schemes for bird and bat box provision. The landscaping scheme can address issues of additional fruit tree retention and new planting. It is possible that the open space contribution for the site could be used for the community orchard, if this approach were to be agreed with the Parish Council.

***Open Space Provision***

72. 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 such an area at the front of the site. An off-site contribution of £35,508.66 in line with Policy SF/10 will be required and the applicant has accepted this obligation. The matter can therefore be dealt with by condition.

***Other Matters***

73. 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 during the course of construction.
74. In assessing the application officers have noted that the revised site plan, franked 19 August 2011, does not contain a plot 13, and that elevations and floor plans for the plot numbered 15 on the site plan are represented by drawing 08.498 4.09A franked 19 August 2011, which is incorrectly titled plot 14. In addition officers have noted that the site plan contains an error in that it shows the incorrect roof plan for the proposed dwellings plots 7 and 8, the elevations and floor plans of which are shown on drawing 08.498 4.05 franked 5 April 2011.

**Conclusion**

75. Officers are aware of the strong local concern regarding both the principle and details of this application. For the reasons stated above officers are of the view that this application could be considered as a departure from the development plan in terms of the number of dwellings proposed. However any scheme should demonstrate that it has satisfactorily addressed the grounds upon which the earlier application was dismissed at appeal. Although officers are of the view that the revised scheme has addressed most of these issues, the scheme, in so far as it relates to the area of the old orchard fails to address previous concerns and neither preserves or enhances the Conservation Area, and adversely impacts on neighbour amenities. There is also concern about the proposed second pedestrian access to South End. As currently submitted the application also fails to demonstrate compliance with Policy HG/3 and the Affordable Housing SPD in terms of the tenure for the affordable housing.

**Recommendation**

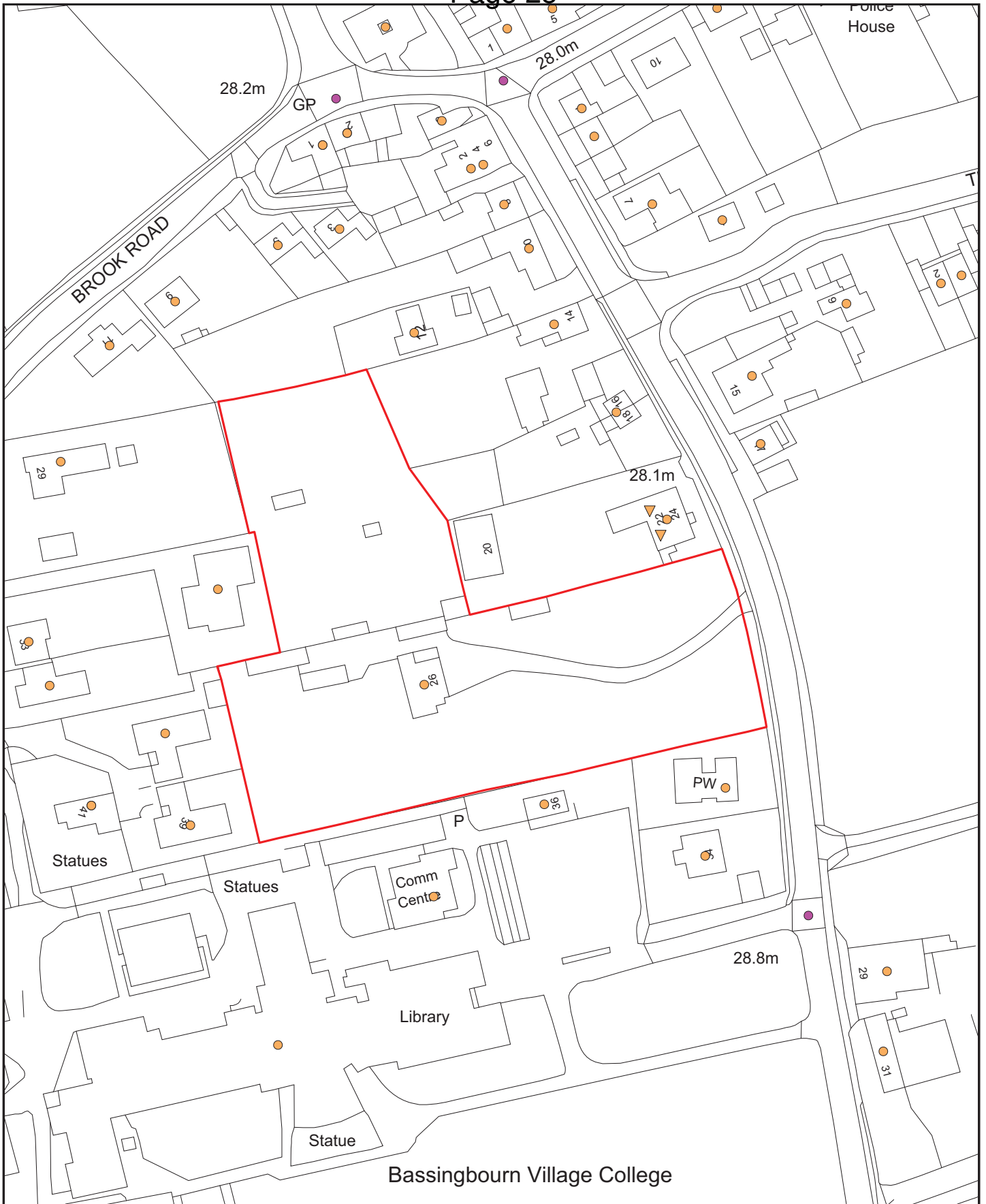
76. That the application (as amended), is refused for the following reasons:
1. The proposed development, in the areas of Plots 6 to 12, by reason of the amount of hard surfaced areas and the height of the proposed dwellings on Plots 7 and 8 will neither preserve nor enhance the present rural character of this part of Bassingbourn Conservation Area, contrary to the aims of Policy DP/2 and CH/4 of the South Cambridgeshire Local Development Framework Development Control Policies 2007 and PPS5 Planning for the Historic Environment.
  2. The application proposes a pedestrian access to South End, close to the southern boundary of the site, through an area that contains mature trees which play an important role in the rural character of the site. Inadequate information is provided with the application to demonstrate that this access can be provided without prejudicing the retention and future well-being of the planting on the site frontage, and as a result the development fails to demonstrate that it will preserve or enhance the character of the Conservation Area, contrary to the aims of Policy DP/2 and CH/4 of the South Cambridgeshire Local Development Framework Development Control Policies 2007 and PPS5 Planning for the Historic Environment.
  3. The proposed dwelling on plot 6, by reason of its proximity to the boundary of the site with No 31 Brook Road, will have an overbearing impact when viewed from that dwelling and its garden, and the proposed dwellings on Plots 7 and 8 will, due to the height and proximity to the site boundary, be overbearing when viewed from adjacent properties in Brook Road and South End. The development therefore fails to comply with the aims of Policy DP/3 of the South Cambridgeshire Local Development Framework Development Control Policies 2007, which seeks to ensure that new development does not have an adverse impact upon residential amenity.
  4. The application seeks to provide 5 affordable housing units in line with the requirements of Policy HG/3 of the South Cambridgeshire Local Development Framework Development Control Policies 2007, however the proposed tenure of these houses fails to comply with the requirements of Policy HG/3 and the Affordable Housing SPD adopted March 2010. Inadequate information has been put forward with the application to demonstrate that such an approach is justified in this case.

**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/1927/09. S.1928/09/CAC, S/2104/08/CAC, S/0883/08/F, S/0872/08/CAC, S/1291/04/F & S/1687/03/F

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Bassingbourn Village College



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**SOUTH CAMBRIDGESHIRE DISTRICT COUNCIL**

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**REPORT TO:** Planning Committee

7 December 2011

**AUTHOR/S:** Executive Director (Operational Services)/  
Corporate Manager (Planning and New Communities)

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**S/0353/11 - SHEPRETH****Outline Consent for a Dwelling Following Demolition of Existing Garages -  
Land Between 14 and 16 Angle Lane, Shepreth  
for South Cambridgeshire District Council****Recommendation: Delegated Approval****Date for Determination: 20 October 2011**

**This application has been reported to the Planning Committee for determination because it is on land owned by the District Council and objections on material planning grounds have been received, and the Parish Council recommendation of refusal differs from the officer recommendation.**

**Members will visit the site on 6th December 2011****Site and Proposal**

1. The application site is owned by South Cambridgeshire District Council, and currently houses six garages that are available to rent. The garages now appear to be in some disrepair, and the site is not particularly well maintained. There are residential properties to both sides, with open agricultural land beyond the rear. The site is located within the designated Shepreth village framework and within the Shepreth Conservation Area, which excludes the Barrons Green development. A public footpath runs along the front of the site. There is a pumping station adjacent to the site.
2. The outline application, validated on 25th August 2011, seeks permission for a single dwelling and garage on the site following the removal of the 6 garages. The application provides scale parameters for the dwelling, which would be accessed through the existing track from Barrons Green. All matters are to be reserved. It is accompanied by a Design and Access Statement, Heritage Statement and Flood Risk Assessment.

**Planning History**

3. The six prefabricated concrete garages on the site were approved through application **SC/0627/61**.
4. An application for a dwelling on land adjacent to 14 Angle Lane was approved through application **S/0778/07/F**. The application has expired and works have

not commenced on site. The proposal would have been located to the east of the garage site, set deeper into the plot. It related to a two-storey two-bedroom unit.

### **Policies**

5. **South Cambridgeshire Local Development Framework (LDF) Core Strategy, adopted January 2007: ST/7** Infill-Only Villages
6. **Local Development Framework Development Control Policies (LDF DCP) 2007: DP/1** Sustainable Development, **DP/2** Design of New Development, **DP/3** Development Criteria, **DP/4** Infrastructure and New Development, **HG/1** Housing Density, **SF/10** Outdoor Playspace, Informal Open Space, and New Developments, **SF/11** Open Space Standards, **CH/5** Conservation Areas, **NE/1** Energy Efficiency, **NE/6** Biodiversity, **NE/11** Flood Risk, **NE/15** Noise Pollution & **TR/2** Car and Cycle Parking Standards.
7. **Open Space in New Developments SPD** – adopted January 2009, **Trees and Development Sites SPD** – adopted January 2009, **Development Affecting Conservation Areas SPD** – adopted January 2009, & **District Design Guide SPD** – adopted March 2010.
8. **Circular 11/95 – The Use of Conditions in Planning Permissions:** Advises that conditions should be necessary, relevant to planning, relevant to the development permitted, enforceable, precise and reasonable in all other respects.
9. **Circular 05/2005 - Planning Obligations:** Advises that planning obligations must be relevant to planning, necessary, directly related to the proposed development, fairly and reasonably related in scale and kind and reasonable in all other respect.

### **Consultations**

10. **Shepreth Parish Council** recommends refusal of the original and amended application. It is considered to be contrary to Policy DP/2 criterion 1f – compatibility with its location and appropriate in terms of scale and proportion in relation to the neighbouring dwellings and plot size; and Policy DP/3, and in particular criterion 1b - compromise the safety of pedestrians in Barrons Green, 1c - minimum car parking, 2j - adverse impact upon parking facilities in Barrons Green, and 2k - additional traffic generated by the development. The access is not considered wide enough for construction traffic, the size of the dwelling will increase parking demands in Barrons Green and generate further traffic movements through the road, and the garages are no longer maintained and future occupiers have been rejected.
11. The **Council's Trees Officer** notes that there are no significant trees within the site. However, the trees and hedges along the boundaries are important for screening and should be retained. There is no objection subject to boundary treatments being submitted.
12. The **Council's Environmental Health Officer** notes concerns that problems could arise from noise and therefore conditions regarding timings for the use



of power operated machinery and use of pile driven foundations are suggested, along with informatives regarding bonfires and the burning of waste, and the requirement of a Demolition Notice for the garages.

13. The **Council's Land Officer** notes the site was identified in the Lands Appraisal as being surplus to requirements. The garages are in poor condition and most have not been in use for some time. Two remain in use, with only one of these occupiers being a resident of Barrons Green. The tenants have been notified of the works.
14. The **County Rights of Way and Access Team** have no objection to the proposal but note the location of Shepreth Public Footpath No. 7 that runs across the front of the site. A series of standard informatives about the relationship with the footpath and application site during construction and beyond are suggested.
15. The **Local Highways Authority** requests conditions relating to the provision of vehicle-to-vehicle visibility splays, pedestrian visibility splays, prevention of private water draining onto the public highway, and materials to be used for the access. An informative regarding works to the public highway is also suggested.

#### **Representations**

16. **Cllr Soond**, the Local Member for Shepreth notes concerns regarding the parking problems in Barrons Green and the loss of the garages and overflow area. He is supportive of the area being retained for parking for the residents of Barrons Green.
17. 8 letters of objection have been received from the occupiers of dwellings along Barrons Green and Angle Lane. The objections relate to:
  - Access for construction vehicles given the narrow and turning nature of the access, and associated damage to properties
  - Parking levels in Barrons Green
  - Visibility of the access at Barrons Green
  - Noise disturbance during construction
  - Location of bins for the proposed dwelling
  - Potential overlooking from first floor windows
  - A South Cambridgeshire District Council application being determined by South Cambridgeshire District Council

#### **Planning Comments**

18. The key considerations in the determination of this application are the principle of development, impact upon the Conservation Area, impact upon the amenity of the occupiers of adjacent properties, highway safety and parking provision in the locality, flooding, impact upon the adjacent public footpath and open space provision.

##### *The Principle of Development*

19. The application site lies within the designated Shepreth village framework. The village is classified as an Infill-only village within the LDF Core Strategy

2007, where residential development will be restricted to not more than 2 dwellings comprising a gap in an otherwise built-up frontage to an existing road. The site has an area of approximately 0.052 hectares. Policy HG/1 of the LDF DCP 2007 seeks residential developments to make best use of a site by achieving average net densities of at least 30 dwellings per hectare unless local circumstances require a different treatment. A single dwelling on the site would represent a density of development of 19 dwellings per hectare. Given the sensitive nature of the site within the Conservation Area and the character of the neighbouring units, a single unit on the site is considered acceptable in this instance.

*Impact upon the Conservation Area*

20. The site lies within the Shepreth Conservation Area, the boundary of which runs along the rear of site. Ideally, applications within Conservation Areas should not be done through the outline/reserved matters process as the lack of a detailed plan does create difficulty in judging the potential impacts. The applicant has provided scale parameters to show the potential dimensions of the dwelling, those being a maximum height of 6-7m, with a depth and width of approximately 8m. As this latter measurement does not provide a maximum, the applicant has been asked to give a maximum figure, and it has been suggested the depth is reduced to create a more traditional form of development. Members will be updated on potential changes to the scale parameters.
21. The garages on the site are relatively low structures, with an eaves height of approximately 2.2m and a very shallow roof. They are of poor quality design and look old and tired. Little maintenance appears to have taken place in recent years. The garages do not form an attractive feature within the Conservation Area and there is no objection to their removal in relation to the setting of the Conservation Area. The indicative layout shows a private garage to come forward of the existing with a dwelling set further into the plot in line with 16 Angle Lane, although there is no commitment to this layout. The neighbouring property at 16 Angle Lane has a similar frontage garage so this would not be a alien feature in the street scene. A sensitive design should allow an enhancement to the Conservation Area.
22. There is local concern regarding the size of the plot in relation to the neighbouring sites. Both 14 and 16 Angle Lane are set on larger plots, with 14 Angle Lane having a width of approximately 34m behind the pumping station compared to the application sites 11m width. The scale parameters would allow a total of 3m separation in total from both boundaries. The dwelling would take a larger proportion of the plot than the neighbouring properties given the width of the site. However, this should not cause any serious harm to the locality, especially given the backdrop of the Barrons Green terraces.

*Impact upon the Amenity of the Occupiers of Adjacent Properties*

23. As no details of the dwelling have been provided, it is difficult at outline stage to closely examine the potential impacts upon the neighbouring properties. However, upon visiting the site, an assessment of likely impacts can be made. The dwelling at 14 Angle Lane is located approximately 15m from the shared boundary. It does have a large first floor window in its side facing elevation that would allow views towards the site. Given the 15m separation, the proposed dwelling is unlikely to be viewed as overbearing from the window.

Whilst the dwelling would also be visible from the rear garden, it should again not appear overbearing, especially given the size of the garden as a whole.

24. Care would be needed at reserved matters stage with regard to the location of windows. Any window in the side (southeast) elevation at first floor level would need to be obscure glazed and ideally not serve a habitable room to prevent overlooking to the neighbouring property. If this were the case, no serious harm would result.
25. 16 Angle Lane is located closer to the shared boundary. It has a gable running parallel with the shared boundary, which consists of a panel fence with trellis above, and a large leylandii hedge that screen the dwelling from the garage site. There are two windows in the facing elevation of 16 Angle Lane, and there would be some views of the proposal, although limited, from these openings. However, no serious harm would result. Again care should be taken with regard to openings, particularly any in the side elevation. There should therefore be no harm to the occupiers of the neighbouring dwellings should a sensitively designed scheme come forward.

### *Highway Safety and Parking Provision in the Locality*

26. There is significant local concern regarding the parking provision along Barrons Green. Barrons Green serves 25 dwellings, 13 of which do not have any designated off-street parking. There are 12 shared spaces for vehicles along the road. From the photographic evidence provided, there are parking problems out of working hours when demand is at its highest. This is emphasised by a letter from the ex-Local Member to residents in 2008. A number of letters received state the application site should be used as an overflow car park for residents of Barrons Green.
27. The Council's Land Officer has confirmed that only two of the six garages are currently let, and only one of these is to a Barrons Green resident. Removal of the garages would mean one further vehicle is likely to require parking along Barrons Green. Whilst the parking problems in Barrons Green are a cause for concern, the removal of the garages is not likely to cause a significant increase in parking demand in Barrons Green. It is noted the potential to park in this area is removed, but it was never designed for that purpose. Making the site an overflow car park brings with it other issues such as noise and disturbance to neighbouring properties, and safety concerns for pedestrians given the narrow width and limited lighting.
28. The site would be accessed along the existing track that serves the garages and 12 and 14 Angle Lane. Given the potential for 6 garages to be in use, the amount of vehicles using this track would reduce to the benefit of occupiers of the neighbouring properties. The comments of the Local Highways Authority are noted. The recommended vehicle-to-vehicle visibility splays are not necessary given the gate which prevents vehicle access to 16 Angle Lane and beyond. The site used to serve 6 garages and therefore the access can cater for a single dwelling. Pedestrian splays can be provided to ensure users of the footpath can be seen.
29. There is significant local concern regarding access to the site for construction traffic. The track from Barrons Green is narrow and the bends are likely to prevent access for larger vehicles. Given parking problems in Barrons Green, construction vehicles should not be parked in this location to the detriment of

local residents. No details as to how materials will reach the site have been provided. This matter can be dealt with by a planning condition, asking for details of the method of accessing the site during construction.

*Flooding*

30. The frontage of the site including the first block of four existing garages lies within flood zone 2. The applicant has provided a Flood Risk Assessment that concludes "the site can be considered not to increase the probability of flood risk to other properties downstream of the development within the local catchment area and is suitable for the type of development proposed". A series of recommendations are made in the Assessment and a condition can ensure these are met. These recommendations also cover foul and surface water drainage considerations.

*Impact upon the Adjacent Public Footpath*

31. The comments from the County Rights of Way and Access Team are noted. The public footpath also caters for road traffic so there is the potential for conflict at the frontage. Vehicle users should be aware of pedestrians given the highway safety measures discussed above. The recommended informatives can be added to any approval.

*Open Space Provision*

32. The 2005 Recreation Study shows there is a shortfall of play space within the village. The applicant has yet to confirm they are willing to contribute towards the provision of open space and Members will be updated on this matter.
33. The application was discussed at the pre-application stage, and this was prior to the need for requirements towards community facility infrastructure. As a result, it is not considered reasonable to ask for these requirements during the application stage.

*Other Matters*

34. Concern that the applicant and determining authority are the same is noted. The Council's delegation procedure states that where objections are received on material planning grounds for applications on Council land, the application should be heard at Planning Committee. This ensures a transparent approach to the determination of the application. The application is to be determined on its own merits.
35. The Parish Council note that residents have applied for garages but have been rejected and one resident is being evicted. Having spoken to the Council's Income Maximisation Officer, the empty garages are in a state of disrepair and therefore cannot be rented in their present state. With regards to evictions, a letter has been sent to the two occupiers explaining four weeks notice will be given if the application is successful.

**Recommendation**

36. Delegated approval, subject to the clarification of the dimensions within the scale parameters, and confirmation of the open space provision contribution.

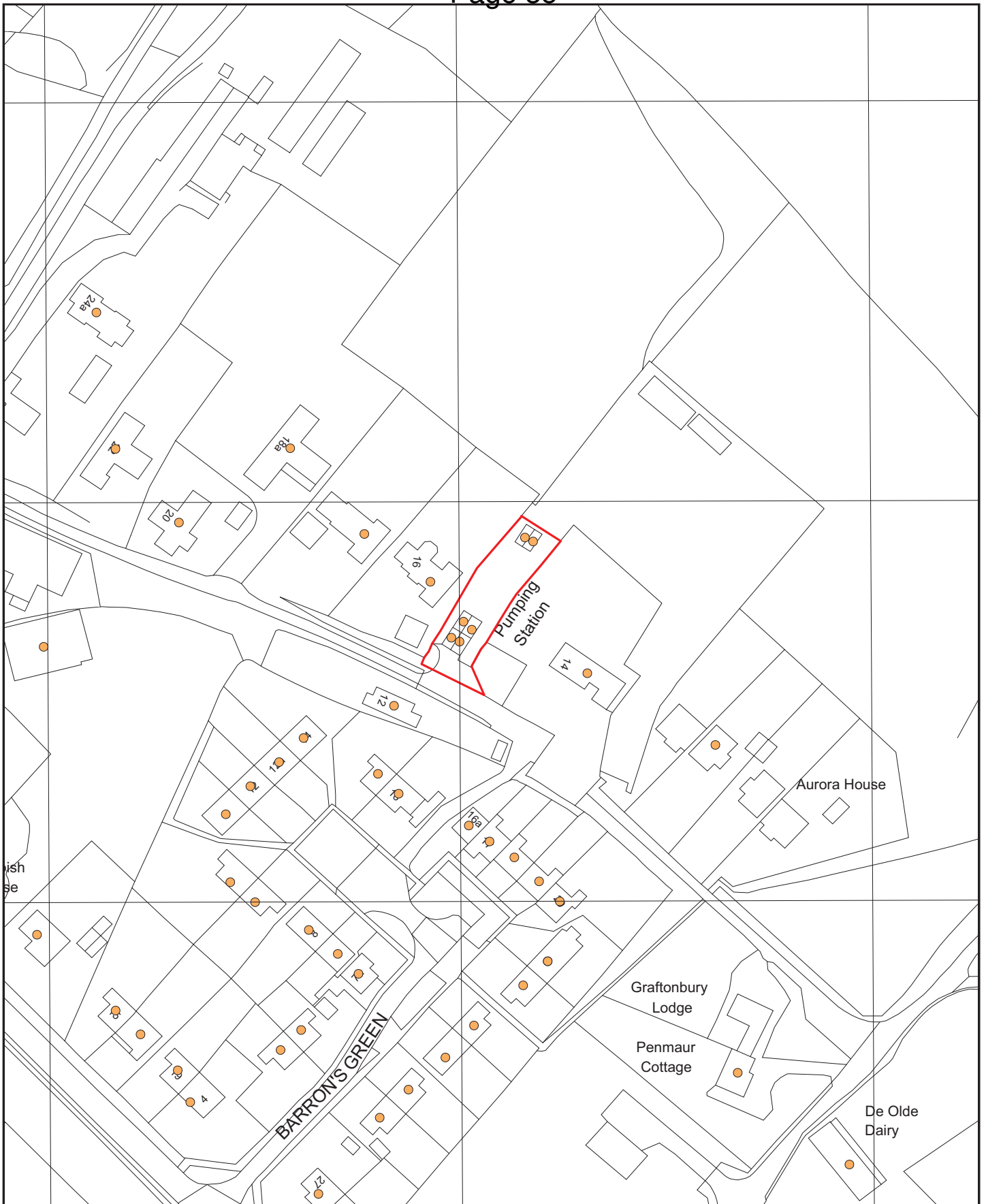
37. If approved, conditions regarding the future reserved matters application, boundary details and protection, timings for the use of power operated machinery, pedestrian visibility splays, construction method statement to include access and storage of vehicles, flood risk in line with the Assessment, provision of open space infrastructure and restrictions to first floor glazed windows in the side elevations.
38. Informatives regarding use of pile foundations, bonfires and burning of waste, requirements for a demolition notice, impacts upon the Public Footpath, and works to the public highway.

**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**
- **Open Space in New Developments SPD – adopted January 2009, Trees and Development Sites SPD – adopted January 2009, Development Affecting Conservation Areas SPD – adopted January 2009, & District Design Guide SPD – adopted March 2010**
- **Circular 11/95 – The Use of Conditions in Planning Permissions**
- **Circular 05/2005 - Planning Obligations**
- **Planning Ref Files: S/0353/11, S/0778/07/F and SC/0627/61**

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**SOUTH CAMBRIDGESHIRE DISTRICT COUNCIL**

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**REPORT TO:** Planning Committee

7 December 2011

**AUTHOR/S:** Executive Director (Operational Services)/  
Corporate Manager (Planning and New Communities)

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**S/1272/11 - BOURN****Erection of two storey extension to the rear of the dwelling and associated alterations  
at 126 Alms Hill, Bourn  
for Mr & Mrs Rushforth****Recommendation: Approval****Date for Determination: 1 September 2011****The site lies within the Bourn Conservation Area.****The application has been referred to the Planning Committee at the request of  
Councillor Hudson.****Site and Proposal**

1. The application site is a single storey, detached, double fronted, hipped roof bungalow with a part pitched roof part flat roof element to the rear, a detached garage to the side and two further outbuildings to the rear. The bungalow is located outside of the village framework of Bourn in the countryside but is within a Conservation Area. The land levels on site rise up from the road to the front of the bungalow and fall away to the rear. The Southern side boundary is enclosed by a mature hedge and the Northern boundary by a mixture of hedging and individual shrubs and trees. The front of the site is enclosed by a low picket fence with a vehicle access and driveway along the Northern side. To the South side of the site there is open countryside with land levels that slope down away from the site and to the North there is a pair of two storey flat roof houses which are situated behind the rear building line of the bungalow.
2. The proposed development is the erection of a pitched roof rear extension which would also have accommodation in its roof space. It would replace the existing flat roof rear element. The application follows negotiation with Planning Officers after a previous application was withdrawn. Since submission the current application has been further amended at the request of the case officer to show a reduction in the projection of the rear extension from 8 metres to 6.4 metres.

**Relevant Planning History**

3. **S/1800/10** – *The application proposing a rear extension which was higher than the existing bungalow was withdrawn by the applicant.*

**S/0762/08/F** - Planning permission was refused for the replacement of the existing bungalow with a large two storey house on the grounds that it would harm the Conservation Area and the surrounding countryside and that it would harm neighbouring amenity.

### **Policies**

4. DP/2 – Design of New Development  
DP/3 – Development Criteria  
HG/6 – Extensions to Dwellings in the Countryside  
CH/5 – Conservation Areas

Development affecting Conservation Areas SPD – January 2009

### **Consultations**

5. **Trees Officer** – has no objection to the proposal.
6. **Parish Council** – has recommended refusal of the amended proposal on the following grounds that it would result in an 85% increase of the existing volume which is in excess of the maximum of 50% permitted by policy HG/6. It states that the extension would completely change the character of the bungalow and restates its previous objection to the original scheme which was “HG/6(c) - The extension exceeds the 50% limit (by a considerable amount). HG/6(d) - The extension is out of keeping with the existing building and would be visually intrusive from the public footpath.”
7. **Conservation Team** – has recommended approval of both the original proposal and the amended proposal, stating that the extension would have a neutral impact on the Conservation Area and that the proposal would not cause any harm in the key viewpoint.

### **Representations**

8. One representation has been received in respect of the proposed development, from the owner of No. 130 Alms Hill, supporting the proposed development which would have minimal, if any, impact on the environment.

### **Planning Comments**

9. The main planning considerations in this case are the Impact on the countryside, the impact on the Conservation Area and the impact on residential amenity.
10. **Impact on the countryside** – The proposed development has been considered under policy HG/6 – Extensions to Dwellings in the Countryside as the site falls outside of the Development Framework of Bourn.
11. It is not clear whether the part pitched roof part flat roof element to the rear is original, i.e. whether it pre-dates the Planning Act. There is no planning or building control case history to indicate that it was built post 1948 and it is present on aerial photographs dating back to 1988 (the earliest overhead photograph which clearly shows the property). The render on the property is uniform and the wall of part of the rear element is bowing to the extent that the render is coming away from the brickwork, both of which are factors which indicate the rear element has been in existence for some considerable time. It is therefore deemed reasonable to consider the entire existing dwelling as original for the purposes of considering the development against policy HG/6.

12. The extension is clearly in compliance with clauses (a), (b) and (e) of the policy as it would not create a separate dwelling, is no higher than the main house and is of a permanent design and construction.
13. HG/6 (c) requires that the extension does not lead to a 50% increase or more in volume or gross internal floor area of the original dwelling. The bungalow, which currently has not had its loft converted, has a volume of approximately 299 cubic metres and a gross internal floor area (GIA) of approximately 80 square metres.
14. The proposed extension (which would also involve the loss of a small amount of the existing rear element) would add approximately 166 cubic metres of volume, a 55.5% increase, and approximately 62 square metres of floor area, a 77.5% increase. The extension therefore exceeds the requirements of the policy slightly in terms of its volume, and more significantly in terms of the floor space provided. The additional 5.5% increase in volume, over and above that required by the policy, is not considered to be particularly significant in terms of the impact of the proposed extension on its surroundings. The additional floor space provided is well in excess of the limits set out in policy HG/6, however, this is largely due to the use of the roof space of the extension for the provision of bedroom accommodation, and the fact that the existing (original) roof space has not been converted. Were only the ground floor accommodation proposed, the extension would comfortably comply with the floor area requirement of the policy and the proposed roof space (and indeed the existing roof space) could be converted at a later date without requiring planning permission. It is not considered that the resulting property as proposed would be anything more than a medium sized dwelling and, as such, it is not considered to result in the loss of a small or medium sized dwelling in the countryside. Given the particular characteristics of the bungalow and proposed extension and the scale of the building that would be created, it is considered reasonable to give a greater allowance of floor space over and above the 50% level stated in the policy and that the proposed extension is acceptable in terms of the overall aims of policy HG/6 (c).
15. With regard to clause (d) of HG/6, extensions to dwellings in the countryside are required to be in scale and character with the existing property and to not materially change the impact of the dwelling on the surrounding countryside. The extension is lower than the main house and would be set in from the return elevations of the bungalow. It also has a lesser depth than the existing bungalow and would read as an extension in scale and character with the existing property. In elevation, because of the sloping land levels to the rear of the site, the extension would be higher at the rear than where it joins the house, however, due to the screening of the site on both sides, it is not considered that this would be particularly noticeable from outside the site. In views from the open land to the South, including those from public footpaths, the extension would be largely seen against the background of the two storey, flat roof dwellings to the North, which are situated behind the rear building line of the existing bungalow and would be in line with the proposed extension. It is therefore considered that the proposed extension is in scale and character with the existing property and would not cause any harm to the countryside in terms of materially changing the impact of the site on its surroundings.
16. The proposed extension is therefore considered to be acceptable in terms of its impact on the countryside.
17. **Impact on the Conservation Area** – The proposed extension would be partly visible in views from Alms Hill to the front of the property, however it is not considered that it would be prominent. It is considered to be in scale and character with the existing

property, having a lower roof than the existing and being set in from both sides of the bungalow. The proposed extension is considered to preserve the character and appearance of the Conservation Area and is therefore considered acceptable under policy CH/5.

18. **Impact on the residential amenity** – The proposed extension is far enough from the nearest neighbouring property to the North that it would not cause any significant loss of light, visual intrusion or overshadowing. The proposed window in the North East facing roof slope and any future windows in that roof have the potential to cause a loss of privacy of the windows in the side elevation of the nearest neighbour on that side. However, this can be successfully mitigated by conditions for obscure glazing of the proposed roof window and the restriction of any further windows in that roof slope.
19. The proposed development is therefore considered to be acceptable in terms of its impact on residential amenity.

### **Recommendation**

20. Having regard to applicable national and local planning policies, and having taken all relevant material considerations into account, it is recommended that the application be granted Planning Permission, subject to the following condition(s):
  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. The development hereby permitted shall be carried out in accordance with the following approved plans: 11.040-SZ-402 Rev E.  
(Reason - To facilitate any future application to the Local Planning Authority under Section 73 of the Town and Country Planning Act 1990.)
  3. The external materials for the development works hereby permitted shall be either identical to those used for the existing building or shall be approved in writing by the Local Planning Authority prior to any development commencing. The development shall be carried out in accordance with any approved details.  
(Reason - To ensure the appearance of the development is satisfactory in accordance with policies DP/2 and DP/3 of the adopted Local Development Framework 2007.)
  4. The proposed roof window in the North East facing roof slope of the extension, hereby permitted, shall be permanently glazed with obscure glass.  
(Reason - To prevent overlooking of the adjoining properties in accordance with Policy DP/3 of the adopted Local Development Framework 2007.)
  5. 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 windows or openings of any kind, other than those expressly authorised by this permission, shall be constructed in the North East facing roof slope of the extension, hereby permitted, unless expressly authorised by planning permission granted by the Local Planning Authority in that

behalf.

(Reason - To safeguard the privacy of adjoining occupiers in accordance with Policy DP/3 of the adopted Local Development Framework 2007.)

6.

**Contact Officer:** Daniel Smith - Planning Officer  
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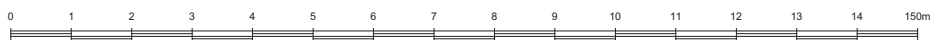
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**SOUTH CAMBRIDGESHIRE DISTRICT COUNCIL**

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**REPORT TO:** Planning Committee

7 December 2011

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

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**S/1898/11/CM – CAMBOURNE & CAXTON****Erection of a Secondary School with Associated Access, Sports Facilities, Hard and Soft Landscaping, Car and Cycle Parking and Other Associated Infrastructure with Temporary Construction Access at Land West of Cambourne for Cambridgeshire County Council****Recommendation: No objections****Date for Determination: 26<sup>th</sup> October 2011****Notes:**

**This Application has been reported to the Planning Committee for determination because it is for a major development that is of significant importance and is contrary to policy.**

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

1. The application site, currently undeveloped open farmland, is located on the western side of Cambourne, adjacent to Lower Cambourne and the Business Park, and to the south of the A428. The land has formed part of an arable farm for some considerable period of time and this has led to low level of biodiversity on the site. The landscape in this area is generally flat and quite open in character with Cambourne's tree planting belt to the east, an old hawthorn, blackthorn and elder filed hedge to the south and a sparse hawthorn blackthorn hedge to the west of the site.
2. The site comprises approximately 10.72 hectares of land, which is larger than the area of land that would normally be required for a 5-form entry/750-place secondary school. However, there is already evidence that Cambourne may require a fourth primary school in the future. The County Council have taken a proactive approach to this matter and ensured that adequate land is available on this site if it is necessary to accommodate a 2-form entry/420 place primary school. There is also sufficient land for further extension of the secondary school or the development of sixth form provision, if required.
3. This County Matter (Regulation 3) application, to be determined by the County Council, proposes a new Secondary School for Cambourne, designed to accommodate 750 pupils, i.e. a 5-form entry school, and with employment of up to 100 full-time staff when the school is fully occupied.
4. The school has been designed as a two storey building with a central corridor running as a spine through the school, with the sports and dining halls to the north-east of the

corridor and three wings running from north-east to south-west from the main corridor, each having classrooms either side of the central corridor. The central spine provides the communal areas and the three fingers that extend to the south form the classroom space. The building is orientated in this way to maximise the technical requirements of providing day-lighting and natural ventilation to the teaching spaces.

5. The main entrance to the school will be at the eastern flank end of the building, which correlates with the main pedestrian/cycle and vehicular entrances to the site, which will all be from the east. At ground floor level, adjacent to the school entrance, will be situated the main administrative, staff and visitor facilities, together with a Learning Resource Centre (LRC). A central lift and stairs will also be located close to the entrance, providing access to additional staff facilities above.
6. The external areas comprise a variety of environments from active to passive and include formal hard surface play areas, grass sports pitches and habitat zones, including a pond. The hard-surfaced area surrounding the school will cover 0.15 ha and will be used for play and outdoor dining; 0.26 ha are proposed for games courts and 3.6 ha for pitches. The sports field is capable of accommodating four winter pitches, one of which would double up as a running track for summer use.
7. To the north-east of the school building, a car parking area is proposed with 50 spaces plus 3 disabled spaces and 2 spaces for mini-buses. In addition, 450 covered cycle parking spaces will be provided close to the main pedestrian/cycle access serving the site.
8. The hard-surfaced area surrounding the school covers 0.15 ha and will be used for play and outdoor dining. 0.26 ha are proposed for games courts and 3.6 ha for pitches. The sports field is capable of accommodating 4 winter pitches, one of which would double up as a running track for summer use.
9. Vehicular access to the school, is proposed to be taken from Sheepfold Lane, which runs to the rear (north of) of the existing Business Park units, and will principally be for staff access rather than pupil drop offs/pick-ups (albeit the latter will not be prevented). It is intended to promote walking and cycling as the main mode of transport for the school, as there is already a network that provides good connectivity throughout Cambourne. The catchment area for the school is intended to be Cambourne itself and the whole area is assessed in the application submissions as being within the County's guidelines for walking and cycling. As a consequence, it is not intended to provide buses to the site.
10. In terms of wider use of the school facilities by the community, there are no implicit plans outlined in the application to confirm the level of community access that would be made available. However, the school has been designed to allow for the main hall, gym, sports hall and performance facilities to operate independently from the main teaching areas which would potentially allow community events/activities to use these facilities without the need to open the whole school.

### **Planning History**

11. There are no applications specific to the application site, which is currently undeveloped open farmland.
12. Applications of relevance include the permission for 3300 homes at Cambourne (ref. **S/1371/92/O**) and the recent approval for 950 additional homes at Upper Cambourne (ref. **S/6438/07/O**).

## **Planning Policy**

### **13. National Planning Policy Guidance**

- PPS1 – Delivering Sustainable Development (January 2005)
- PPS1 (Supplement) – Planning and Climate Change (December 2007)
- PPS3 – Housing (June 2010)
- PPS5 – Planning for the Historic Environment (March 2010)
- PPS7 – Sustainable Development in Rural Areas (August 2004)
- PPS9 – Biodiversity and Geographical Conservation (August 2005)
- PPG13 – Transport (January 2011)
- PPG17 – Planning for Open Space, Sport and Recreation (July 2002)
- PPS22 – Renewable Energy (2004); and
- PPS25 – Development and Flood Risk (March 2010)

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

- ST/b: Accessible Development
- ST/4: Rural Centres

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

- Policy DP/1: Sustainable Development
- Policy DP/2: Design of New Development
- Policy DP/3: Development Criteria
- Policy DP/4: Infrastructure and New Developments
- Policy DP/6: Construction Methods
- Policy DP/7 Development Frameworks
- Policy SF/6: Public Art and New Development
- Policy NE/1: Energy Efficiency
- Policy NE/3: Renewable Energy in New Development
- Policy NE/4: Landscape Character Areas
- Policy NE/6: Biodiversity
- Policy NE/7: Sites of Biodiversity or Geological Importance
- Policy NE/9: Water and Drainage Infrastructure
- Policy NE/12: Water Conservation
- Policy NE/14: Lighting Proposals
- Policy NE/15: Noise Pollution
- Policy CH/2: Archaeological Sites
- Policy TR/1: Planning for more Sustainable Travel
- Policy TR/2: Car and Cycle Parking Standards
- Policy TR/3: Mitigating Travel Impact
- Policy TR/4: Non-motorised Modes

### **16. South Cambridgeshire Local Development Framework Site Specific Policies DPD 2010:**

- Policy SP/3: Cambourne
- Policy SP/4: Cambourne Approved Masterplan and Design Guide

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

- Inset No. 14 Cambourne Map 4 of 4

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

- Trees and Development Sites SPD – July 2009
- Biodiversity SPD – July 2009
- Landscape and New Developments SPD – March 2010
- District Design Guide SPD: High Quality and Sustainable Development in South Cambridgeshire (March 2010)
- Health Impact Assessment SPD – May 2011
- Public Art SPD – January 2009

**Consultation**

19. **Cambourne Parish Council** – recommend that the application be approved subject to a number of conditions and recommendations.

Suggested conditions:

- (a) More parking spaces to be provided – a minimum of 75 should be provided.
- (b) Visitor parking provided using the drop off zone adjacent to the access loop to be clearly identified on the application.
- (c) Two lifts be provided – at either end of the building – to enable alternate route in case of emergency and reduce the travel distance to lessons in other areas of the building.
- (d) Assurance that the school can be used after hours for the community and confirmation of the schools position on community use i.e. adult education etc. in line with Comberton Trust's aims.
- (e) The tennis courts should be available for use as overspill parking.
- (f) Confirmation of coach access and parking provision.
- (g) Ensure the building is DDA (Disability Discrimination Act) compliant with level access throughout.

20. **Recommendations:**

- (a) An agreement be made for no deliveries to Elms BMW and Mini Garage during school drop off and collection hours.
- (b) Reduce speed limit on Cambourne Road to 30mph to improve safety of junction with Sheepfold Lane and safety of children crossing Cambourne Road.
- (c) Reduce speed limit on all Cambourne roads to 20mph to improve safety of children on way to school – both cycling and walking.
- (d) Improve all main cycle ways and footpaths on main routes to school throughout Cambourne to reduce traffic congestion by making cycling and walking more attractive.
- (e) Improve connectivity of footpaths and cycle ways to encourage walking and cycling to school by providing alternative routes to school that avoid roads and traffic.
- (f) Upgrade surface of and install sympathetic low-level lighting to paths across Country Park between lakes, Crowdene bridleway, path by Haven Lake

through to Crowdene bridleway and path from wildlife trust office to Crowdene bridleway to encourage walking and cycling to school by providing alternative routes to school that avoid roads and traffic.

- (g) Provide pedestrian and cycling access to school through Business Park to encourage walking and cycling to school by providing alternative routes to school that avoid roads and traffic.
- (h) Provide road crossings (e.g. Pelican, Puffin) at key points on main routes to school (School Lane x 3, Broad Street, Cambourne Road to improve safety of children crossing the road.
- (i) Provide parking restrictions on Swansley Lane, School Lane and others if necessary to discourage parent drop-off.
- (j) Consider moving bus stops by cricket pitch on School Lane to ensure maximum visibility at crossing point from Country Park.

21. **Bourn Parish Council** – no comments.

22. **Caxton Parish Council** – recommend approval, although they expressed the following concerns:

- (a) Concerned about the temporary access and permanent access near BMW Garage, Sheepfold Lane.
- (b) Concerned that children of Caxton may not have access, even though it is in Caxton Parish. The Parish Council would be in favour of Caxton children being allowed to attend the school.
- (c) The Parish Council is unhappy about not being consulted in the early stages.
- (d) Concerns about parents dropping off children at Swansley Lane, in Lower Cambourne, which is not suitable as there are families with young children and no through road, where children are often playing outside.

23. **Cambridgeshire County Council - Highways (Development Control)** – they have advised that there are a number of factual errors and/or assumptions within the submitted Transport Assessment (TA), which may affect the decision of the Highway Authority, which need to be addressed. For example, the Highway Authority is concerned that the applicant's method of assessing the pedestrian and cycle flows along the footways in Swansley Lane and the proposed access to the school is not robust. The method of assessment used is not widely used outside the United States of America and has a limited application within a British context. Accordingly, the Highway Authority has requested that the County Planning Authority seek further explanation of the rationale behind the choice of this interpretative method and a detailed breakdown of the methodology used in arriving at the conclusions.

24. Given the distance that the school will be from the majority of the residential units within Cambourne the Highway Authority is concerned that the number of students that the applicant predicts will walk is excessively high. The routes shown in the applicant's Pedestrian and Cycle Route Assessment fail to acknowledge that many of the properties are significantly further away than the information provided would infer. If the distances are perceived to be too great to walk, this has the potential to increase motor vehicle usage and exacerbate the resultant on street parking issues.

25. Given the location, length and awkwardness of the proposed access road the Highway Authority is concerned that many parents who decide (for whatever reason) to drive their children to school will choose to use the existing residential streets to the south of the school as the preferred drop off/pick up point. This will be encouraged by the provision of the footpath/cycle link provided by the applicant at this location. Such drop off points inevitably create significant, though short lived,

problems for the existing residents. This is a national problem, with no easy solution. Unless controlled such parking is likely to create an unacceptable problem for the Highway Authority when the roads are adopted.

26. The Highway Authority will consider any conditions it wishes to request be placed on the application once clarification is received on the Transport Assessment and these can inform their position on the application.
27. **Cambridge City Council / SCDC Joint Urban Design Team** – They appreciate that due to its remote location and limited connectivity, the designer has had obvious challenges in ensuring adherence to best practice urban design principles of site location. Notwithstanding this, the applicant has addressed urban design concerns raised at pre-application meetings and, where possible, by including suggested amendments on the proposed development. For example, the JUDT had initial concerns over the scale and form of the building related to issues of long blank facades that looked rather ‘top heavy’ on a box-like structure with a flat roofscape. The applicants have revised the form to avoid long blank facades by introducing ‘stratified’ (layered) elevations, which allow the building to sit within the horizon line when viewed from distance. It also breaks down the scale and volume of the building in a vertical manner.
28. With respect to landscaping, it is noted that the site is exposed and structural planting within the site needs to be carefully considered to limit the adverse effects of prevailing southwesterly winds.
29. They are unclear on how renewable infrastructure will be accommodated on the building or site. Given the site’s relative exposure, some form of wind power may be appropriate. Some or all of the flat roofs should be considered for the application of a green roof system, whether extensive or intensive, and PV panels. There are considerable teaching benefits for students to see, and be a part of, planning for climate change and they would hope the applicant will take this opportunity to develop a truly sustainable, exemplar building. The ambition of BREEAM Very good is somewhat disappointing and a BREEAM Excellent rating would be a more laudable and appropriate target given that this is an educational facility.
30. The JUDT hopes that the development will be constructed to a high build quality and recommends that conditions be applied to ensure an appropriate level of control on materials and other landscape details.
31. **Cambridgeshire County Council (Rights of Way & Access Team)** – No objection to this proposed development, but point out that the proposed school access drive crosses Cambourne Public Bridleway No.2 and the proposed pedestrian and cycle access to the school crosses Cambourne Public Footpath No.1. Accordingly, the applicant is required to provide measures to ensure maintenance, safety and appropriate access to the bridleways.
32. **Cambridgeshire County Council (Ecology) (in liaison with SCDC Ecology)** – recommend that additional badger information is provided prior to the determination of the application, to confirm whether the badger setts situated on the southern boundary of the site will be directly impacted by the proposals.
33. However, if planning permission is granted, the following information should be provided and secured through planning conditions:

- (a) Submission of Co-ordinated Environmental Monitoring Programme (CEMP) to include: (i) pollution control measures for the A428 balancing pond; (ii) reasonable avoidance measures method statement for Great Crested Newts; (iii) design of access road that is sympathetic to amphibians (e.g. avoidance of gully pots); (iv) revised landscape scheme that includes badger mitigation (e.g. shrub/hedgerow outside perimeter fencing /move perimeter fencing to inside the hedge line, and local varieties of orchard trees; and (v) detailed design of the proposed balancing pond that is designed for wildlife.
34. **Cambridgeshire Fire & Rescue Service** – would ask that adequate provision be made for fire hydrants.
35. **Sport England** – supportive of this application in that it will provide new sports facilities for the school, which broadly meet Sport England technical guidance. However, further consideration should be given to the issue of community access to these facilities.
36. More specifically, their comments include the following salient points:
- (a) The applicants wish to use parts of the site for temporary sports provision until such time as planning applications come forward for further education purposes (i.e. primary school and secondary school extension). However, this raises a potential conflict with Sport England playing fields policy in that the proposals would then involve a loss of land in playing field use.
- (b) From a sporting perspective, it makes sense to use the two parcels of land for additional temporary sports pitch provision rather than fencing the land off, therefore Sport England agree in this instance to consider the principal use of this land as designated for future educational use rather than as permanent playing field land. Accordingly, Sport England are prepared not to object to the loss of playing fields from future planning application or applications to develop this land for educational purposes, as set out in the submitted plans relating to this current application. They would, however, recommend that the applicants investigate the possibility of securing additional adjoining land to provide additional playing field provision, particularly if the secondary school is expanded.
- (c) With regard to the potential community use of the indoor and outdoor sports facilities at this site, they note that a public sports centre is currently being constructed within Cambourne which will meet most of the community needs for indoor facilities within the village. It may be possible, however, for the facilities at the new secondary school to compliment the proposed new community facility, for example, by providing a specialist facility not provided at the sports centre site. Similarly with regard to the outdoor pitches there may be a local need for pitches not currently being met within Cambourne that could be met at the school site (e.g. cricket nets or athletics facilities). Accordingly, further consideration should be given to making facilities available to the public to meet an identified community need.
- (d) In broad terms the layout and orientation of sports pitches meet Sport England guidelines contained within their technical guidance.
37. **Cambridgeshire Constabulary (Architectural Liaison Officer)** – In terms of crime risk, providing the perimeter treatment meets recommended standards, it is likely that the risk from crime ‘out of hours’ would be low. A key concern relates to the pedestrian/cycle route serving the school from Swansley Lane, which will be routed through a line of mature hedging – this should be cut down to make a safe route.

38. **Cambridgeshire County Council (Archaeologist)** – Extensive archaeological works undertaken in connection with the development of Cambourne have identified this landscape as of high archaeological potential, with the late prehistoric and Roman periods particularly well represented. It is anticipated that significant archaeological remains extend into the application site, and initial evaluation has confirmed the same. To comply with Environmental Impact Assessment regulations, the results of the evaluation should be submitted and the Environmental Statement should consider appropriate methodologies for mitigating the impact of the development.
39. **Environment Agency** – Although they are satisfied at this stage that the proposed development can be allowed ‘in principle’, the applicant will need to provide further information relating to the proposals to an acceptable standard to ensure that the proposed development can go ahead without posing an unacceptable flood risk and/or risk of pollution to the water environment. Recommend the imposition of a number of conditions relating to: surface water drainage scheme, foul water drainage scheme, and completion of the Phase 1 Land Drainage Solution for the Utton’s Drove Waste Water Treatment Works prior to occupation of the development.
40. **Anglian Water** – no objections, subject to the imposition of planning conditions relating to submission and approval of foul water strategy and a surface water strategy/flood risk assessment.
41. **The Wildlife Trust** – They are pleased to see that the plans include a school wildlife area, planting of locally native species and that a landscape and biodiversity management plan has been produced. They recommend that fruit trees to be planted in the proposed orchard are locally native varieties.
42. Notwithstanding the above, they have some concerns with respect to the existing shelter belts on the edge of Cambourne that they manage. They need to be assured that access for management will be maintained and confirmation that all options for provision of pedestrian/cycle access to the school have been explored, as the latter cuts across quite a large section of the existing shelter belt.
43. **Cambridgeshire County Council (Access Officer)** – no objections.
44. **SCDC Environmental Health (Contaminated Land Officer)** – satisfied that a condition relating to contaminated land investigation is not required.
45. **SCDC Environmental Health (Environmental Protection Team)** – no objections, but recommend a number of planning conditions be applied to any consent granted, covering the following matters:
  - (a) Details of the location and type of any power driven plant or equipment, including equipment for heating, ventilation and for the control or extraction of any odour, dust or fumes from buildings;
  - (b) During construction period no power operated machinery to be operated before 0800 or after 1800 on weekdays and 0800 and 1300 on Saturdays, Sundays or Bank Holidays;
  - (c) Hours limitation for commercial/retail vehicles loading and unloading within the site – 0700 to 2300 Monday to Saturday and not at all on Sundays, Bank and Public Holidays;
  - (d) Construction Method Statement for foundations if driven pile foundations proposed;
  - (e) Lighting scheme, to include details of any external lighting of the site such as street lighting, floodlighting or security lighting.



- (f) Noise assessment and scheme for the insulation for the music suite (practice and recital rooms) and workshops within the building;
- (g) Limitations on daytime and night-time background noise levels including submission of a noise prediction survey/report.
- (h) By virtue of granting of planning permission for a school it is accepted that this area will become mixed use and there will have to be a reasonable acceptance by residents about the nature and duration of noise associated with the school. However, the noise from a new school should not have an unacceptable adverse impact (an impact level identified in the Environmental Statement) in the first place and the highest level of noise mitigation should be implemented.
- (i) It is noted that the applicant's Noise Consultants have correctly taken the 'worst case' scenario (i.e. use of all 4 sports pitches for team games simultaneously between 07:30 to 17:30 Monday to Friday for school use and after school activities) in drawing their conclusions. Whilst in reality it is very unlikely that all the pitches will be used simultaneously, it is considered that appropriate planning conditions be imposed to either restrict the hours of use, the number of pitches that can be used at any one time, and restrict community use outside core school hours and at weekends. Alternatively, and in combination with physical noise mitigation measures, such as a substantial noise barrier and or an earth mound or berm along the entire length of the east boundary could be considered.

### **Representations**

- 46. **Councillor Harangozo (SCDC)** – as vice-chairman of the Climate Change Working Group (CCWG), he is extremely disappointed with the BREEAM 'very good' rating. Whilst it is difficult to justify more expense for smaller primary school buildings, very substantial buildings such as this provide considerable scope for inclusion of significant exemplary features.
- 47. Cost effective measures that could deliver significant additional carbon savings along with reducing the school's running costs, include: Consideration be given to biomass heating, particularly given the close proximity to the A428 for biomass deliveries; follow 'passiv haus' principles in the construction and secure a higher level of air tightness (factor 3) which is best practice for major public buildings in this country; install triple glazing, at least on the northern elevation, to conform to 'passiv haus' principles; install wind turbine(s) rather than solar PV. PV is not a good renewable energy source for schools as it produces little energy in winter months, whereas wind is all year round and strongest in autumn and winter; best practice indicates that wind generated energy could feed some of the air source heat pumps displacing grid electricity – so there is potential to create a very low carbon heating system alongside biomass boilers; potentially relocate the wind turbine at Orchard Park Primary School to the secondary school, particularly in view of the substantially better wind resource at the proposed site; air conditioning should not be permitted on site – rather monodraught ventilation units should be installed.
- 48. He considers that along with the heat recovery that is being proposed, it should be possible to achieve an additional 15-20% reduction in the school's carbon emissions, particularly if two small wind turbines and biomass can be included. Wind generated electricity along with rigorous energy conservation measures should ensure that BREEAM very good rating is surpassed.

49. There should be access (preferably car-free) for all cyclists to secure parking – potential for cycling is very high at Cambourne because the settlement is very much designed to encourage this mode of travel.
50. **Cambourne Business Park** – very supportive of these proposals for a secondary school as they think it will be a great benefit to Cambourne. They are also pleased that the plans show well-defined access routes to the school for pedestrians, cyclists and vehicles that do not include the Business Park. They have previously raised concerns about the potential use of their roads and footpaths especially in regard to parents dropping off/collecting children. They would not welcome this, as they believe this could lead to congestion at a time when many of the Business Park employees are arriving at work and they would be concerned about the safety aspects of this. Whilst they are confident that the proposals address their concerns, if there should be any problems arising they would expect the school and the Council to work with them and to take appropriate action to resolve the issues.
51. **Taylor Wimpey** – as principal developer in Cambourne they express their full support for the submitted planning application to develop a Secondary School. Given the success of the new settlement and the internal birth rate, there is now clearly an overwhelming need for a new secondary school in Cambourne; particularly in the interests of sustainability i.e. to overcome the need to transport children out of the village to Comberton Village College. In addition, the school would provide local employment opportunities and potential social and economic linkages between the school and the adjacent Business Park.
52. The County Council has received around **20 neighbourhood letters** of representation on the application.
53. 1 letter expresses support for the application, whilst the others raise either objections or concerns. The principal issues raised include:
54. **Choice of Site:** Is totally against planning policy and the original design brief for Cambourne as it is outside of the village envelope and is a green field site; Better and cheaper choice of site would be land which is vacant on Cambourne Business Park, which also provides ready made roads and infrastructure, and less disturbance to residents of residential streets in Lower Cambourne; disappointed school was not accommodated within the footprint of the original settlement masterplan; land planned for a golf course might be a more suitable site; school should be moved northwards towards the corner of the agricultural land bordered by the A428 and business park as this would: reduce need for unnecessarily long service road and potentially tie in with drop offs at the end of the Business Park; was any consideration given to land adjacent to the Bourn Road near to the Vine Junior School, where easy access for both foot and vehicles could have been achieved with little disruption and remained within the Cambourne development area; consideration be given to the Bourn Airfield site, which is easily accessible from the villages of Cambourne, Bourn and Caldecote, plus the majority of children will come from Upper and Great Cambourne for which this is a more logical location.
55. **Precedent for further development:** once completed, it will instantly open up the adjacent land for future development, which is totally against the original planning approval and design for the village.
56. **Access to School:** Concerned at loss of residential amenity through increased disturbance from vehicle drop offs/pick-ups from Lower Cambourne residential streets and increased use of these streets by children on foot and on bike (including

increased litter dropping) – particular concerns raised by residents of Swansley Lane from which main pedestrian/cycle access to the school will be served. Concerned that Swansley Lane and adjoining streets are not built to accommodate increased traffic and parking, particularly with limited turning areas. Nearest bus stop to the site is outside South Cambridgeshire Hall but there will be no access from the Business Park to the school. School Lane, given its speed controlling curved design is inadequate for current traffic so adding a large school in the area would cause even more problems. Recommended that serious consideration be given to promoting/upgrading the bridleway that runs between the residential part of Lower Cambourne and the Business Park as a better route for cycles and those on foot, perhaps utilising the car park off School Lane (near the boundary of Great Cambourne) for dropping off children; a pedestrian crossing should be installed on School Lane for children en route to the school; parking restrictions should be applied on Swansley Lane and School Lane; some children from Upper Cambourne or parts of Great Cambourne may opt to access the school by crossing over to the Business Park near one of the A428 access roundabouts, accordingly pedestrian crossings should be installed at suitable locations to make this safer.

57. **Temporary Construction Access:** objection to the temporary construction access from an existing road exiting onto the Caxton bypass (A1198) near the now derelict Yim Wah restaurant (required due to the presence of protected great crested newts being present in the location of the proposed new access and need to mitigate August – November) as it is unlit and will present a danger to the occupiers of houses along this temporary route as well as resulting in a loss of residential amenity through general disturbance. If permitted, restrictions on use of the temporary access should be put in place i.e. restriction on hours of use.
58. **Visual Impact:** aggrieved at loss of the open vistas across farmland that residents currently enjoy as they walk the perimeter path in this area. However, if it is to proceed then efforts must be made to minimise the effect in this regard by sympathetic planning to consider elevations, height, proximity, noise, planting etc.
59. **Community Access:** the facility should be made widely available for community use.

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

60. As this application is a 'County Matter' application to be determined by Cambridgeshire County Council, the District Council's comments are sought, as a consultee, on the planning merits of the application.
61. The key issues to consider in this instance are: the principle of the development and need for the secondary school; location of the school when considered against reasonable alternatives; design and layout; landscape and visual impact of the proposal; open space and sports provision; highways, access, car and cycle parking; biodiversity and nature conservation; flood risk and drainage; environmental health issues; sustainability, renewable energy and BREEAM; socio-economic and health impact considerations; and community access.

#### ***Principle of development and need***

62. The County Council has a statutory duty to provide a school place for every child living in its area of responsibility who is of school age and whose parents want their child educated in the state sector. When the original masterplan for Cambourne was developed in the mid-1990s, it was intended that 3000 dwellings would be constructed. The forecasting for secondary school places estimated that this would

generate a demand for between 450 and 600 secondary school places. At that time, there was concern at the viability of a secondary school of this size serving fewer than 600 children. As a consequence, it was decided the most appropriate way forward would be to extend the existing Comberton Village College (CVC) in phases from a 6FE (900 places) to a 10FE (1500 places) school, through the use of Section 106 contributions.

63. Notwithstanding the above, Cambourne has continued to expand beyond the original masterplan, with the following changes:
- (a) The original masterplan was amended to increase the densities on the site to allow for an additional 300 dwellings on the site creating a total of 3,300 dwellings;
  - (b) Changes to the mix of dwellings led to more family housing being provided; and
  - (c) Outline planning permission was granted in October 2011 for an additional 950 dwellings in Upper Cambourne, which will lead to a total of 4250 dwellings in Cambourne.
64. The current forecasts predict that the CVC will be at maximum capacity of 1500 places for 11-16 year olds by September 2013. There is no further development potential at the Comberton campus, and the School Governors have confirmed that they do not wish to see the school expand above this level.
65. The County consider that there is now an urgent need for additional places, and if provision is not made in Cambourne by September 2013, the only alternative would be to transport a large number of children across the County to other schools that have available places. County Education state that "...the cost of doing this would be considerable and, with increasing demand elsewhere in the County, there could still be a shortfall of school places. This could lead to considerable journey times for some pupils, as available places may not arise in the secondary schools near Cambourne. This is already happening to a limited degree in some age groups, where capacity at CVC has already been reached."
66. Based on the above, it is considered that the need for a Secondary School in Cambourne has been proven.

***Location of Development when considered against reasonable alternatives***

67. Following initial forecasting by County Education that there might be a need for a new secondary school in Cambourne, the County started to investigate possible site options in and around Cambourne. These comprised sites within the existing settlement area, and land to the north, south, east, or west of the settlement. The conclusions drawn can be summarised as follows:
- (a) *Within the existing settlement of Cambourne:* There is not the amount of land available within the development boundary that could, effectively and efficiently, accommodate a new secondary school without the loss of existing open space or community facilities.
  - (b) *To the north:* There is insufficient land between the A428 and the northern settlement boundary to accommodate the school. Accordingly, the school would need to be sited on land north of the A428, which would require either the construction of a subway/new footbridge to provide safe pedestrian/cycle

access across the A428 or would require parents to drive and drop off pupils. This option was considered non-sustainable, isolated and unviable.

- (c) *To the south:* this was ruled out as the amount of land required would potentially be perceived as leading to a coalescence with the village of Caxton and/or the need to include open space allocated for use by the existing community.
- (d) *To the east:* A developer has offered the County land at Bourne Airfield, with a view that this could open up the adjacent land to the east for further housing development. However, this land was ruled out by virtue of the extremely limited infrastructure at this site which would mean that it is unlikely that a secondary school could be delivered by September 2013.
- (e) *To the west:* Two options have been considered for land to the west of Cambourne. Option 1 relates to the current application site and option 2 relates to current undeveloped land at the western end of the Cambourne Business Park. Whilst the owners of the Business Park had initially expressed an interest in making land available on the Business Park, they could not secure the support of other operators on the site and, in March 2011, the site owners confirmed it would not be possible to deliver a secondary school on their land. This has left the agricultural land west of the Business Park as the only viable option.

68. In support of the chosen site for the secondary school, the applicant cites a number of site specific advantages, including:

- (a) The land is well located for pupils attending the school, particularly those living in Lower and Great Cambourne;
- (b) The proposed development is on land of low ecological value;
- (c) The site will not lead to the loss of existing community facilities or designated public open space;
- (d) The site has the flexibility to enable the secondary school to expand in the future, if need arises;
- (e) There is sufficient land to locate a fourth primary school adjacent to the proposed secondary school if required.

69. Whilst the site is outside of the defined settlement area and is in a rather exposed landscape setting, for the reasons identified above, it is considered that the County has demonstrated that this is the only viable site for the school and given the clear needs for secondary school provision to serve Cambourne that this is a material reason to allow this site to be developed for the school.

### **Design and Layout**

70. The Design and Layout of the school was subject to pre-application engagement with officers at this Authority and members of the local affected Parishes (Cambourne and Caxton), and has been through a number of iterations to reach the final scheme submission.

71. Although, due to the site's relative remote location and limited connectivity, the architects have had obvious challenges in ensuring adherence to best practice urban design principles in terms of site location, it is considered that the submitted scheme has addressed initial urban design concerns. In particular, the scheme has evolved to ensure that the main entrance to the school (eastern flank elevation) has been

designed to create a clear status, identity and desire lines for both pupils entering the site from the dedicated pedestrian/cycle entrance from Lower Cambourne and from the new road entrance from the north-eastern corner of the site. Furthermore, the scale, form and external finishes of the school have been carefully articulated to create a building of horizontal emphasis and predominantly soft natural finishes (the use of timber cladding) which are respectful of its rural and exposed location.

### **Landscape and Visual Impact**

72. The site forms part of open agricultural land that is flat and flanked by a very shallow valley. There are no trees on the site and accordingly the site will be highly visible from the A428, from long distant vantage points to the north and west of the settlement and from dwellings and public footpaths on the western edge of Cambourne.
73. In working up the application, which has included pre-application discussions with this Authority and the Parish Councils, it was felt that the overall approach to the project design should not seek to hide the building through dense mature landscaping, rather the building and proposed landscaping should complement each other.
74. As described above, the school building has been carefully designed both in terms of scale, form and external appearance, to ensure that it is sensitive to its rural location. Planting to the outer boundaries and around the site will help further soften visual impact and similarly provide some screening from the exposure of the site to the prevailing southwesterly winds.

### **Open Space and Sports Provision**

75. Sport England has confirmed that the quantum of pitches and indoor sports provision is acceptable.
76. With regard to the potential community use of the indoor and outdoor sports facilities, Sport England note that a public sports centre is currently under construction within Cambourne [opening in December], which will meet most of the community needs for indoor facilities within the village. However, they consider that there may be an opportunity for the facilities at the new secondary school to complement the Sports Centre, for example, by providing a specialist facility not provided at the sports centre. Similarly, with regard to the outdoor pitches they consider that there may be a local need for pitches not currently being met within Cambourne that could be met at the school site.
77. Based on the above, it is considered appropriate to support Sport England's community access aspirations as part of this Council's recommended comments to County. More specific comments on Community Access are provided below.
78. It should be noted that the application includes no proposals for floodlit pitches. Any proposals for floodlighting would need to be subject of a separate planning application.

### **Highways, Access, Car and Cycle Parking**

79. A principal concern of neighbourhood objections/issues with the application have been likely traffic congestion and disturbance in Lower Cambourne, through school drop-offs and pick-ups close to the proposed main pedestrian access to the school off Swansley Lane. Similar concerns have been raised by both Cambourne and Caxton

Parish Councils, with the former recommending that more consideration be given to upgrading the existing pedestrian/cycle routes in Cambourne, including such measures as better lighting and road crossings, to act as an alternative to the use of routes through residential streets.

80. Whilst not raising an objection to the application, County Highways has raised concerns that "...given the location, length and awkwardness of the proposed access road the Highway Authority is concerned that many parents who decide (for whatever reason) to drive their children to school will choose to use the existing residential streets to the south of the school as the preferred drop off/pick up point. This will be encouraged by the provision of the footpath/cycle link provided by the applicant at this location. Such drop off points, inevitably create significant though short lived, problems for the existing residents. This is a national problem, with no easy solution. Unless controlled such parking is likely to create an unacceptable problem for the Highway Authority when the roads are adopted."
81. Subject to additional clarification on assumptions made in the applicant's Transport Assessment, County Highways are likely to recommend planning conditions be imposed to address their concerns.
82. Given the above concerns, it is considered appropriate for this Authority to recommend that appropriate measures are put in place to address the potential for issues of traffic and general disturbance from school drop-offs and pick-ups in Lower Cambourne. This could be addressed by requiring traffic monitoring in the early years of school opening and appropriate mitigation measures, as necessary (i.e. controlled parking zones), being put in place. It is also considered appropriate to request that the County Planning Authority give full consideration to measures to upgrade existing footpaths in and around the site (in particular the pathway north of Lower Cambourne/south of the Business Park) and crossing points to School Lane and Cambourne Road, with many children attending the school from south of School Lane and west of Cambourne Road (from Great and Upper Cambourne) to help promote walking and cycling to the school.
83. The County Planning Authority (the determining Authority), through a letter dated 7 November 2011, has advised the applicant of the level of comments received in response to the community consultation exercise relating to concerns regarding safe access to the school for pedestrians and cyclists and the potential impact of drop offs and picks ups from vehicular traffic on Swansley Lane and its junction with School Lane. They have asked the applicant to provide further information in relation to the potential impact of traffic movements and means of mitigation. It is also intimated that the applicants and County Highways have held further discussions to explore the issues and potential options for addressing the concerns and that amended plans and further information is being prepared to address these concerns.
84. At the time of writing this Report, the aforementioned amended plans and information had yet to be submitted to the County Planning Authority. However, once received this information will be subject of further review and consultation, prior to the application being reported to the County Planning Committee early next year. It is hoped that an update on these matters will be possible at this Council's December Planning Committee.

### **Biodiversity and Nature Conservation**

85. The Environmental Statement, which accompanies the planning application, provides a detailed assessment of biodiversity and nature conservation considerations that are relevant to this application.
86. The site is considered to have low biodiversity value and the application provides an opportunity to enhance the biodiversity of the site through the provision of a variety of features such as a pond and new planting areas that will create new habitats.
87. The County Ecologist (in liaison with our Ecologist) and the Wildlife Trust have made representations on the application with respect to mitigation measures for protected species and the need for native tree planting, which form part of the recommendation below.

### **Flood Risk and Drainage**

88. The Environment Agency has made representations on the application which confirm that they are satisfied 'in principle' that the proposed development can be allowed, subject to the imposition of a number of conditions relating to requirements for a surface water drainage scheme, foul water drainage scheme, and completion of the Phase 1 Land Drainage Solution for the Utton's Drove Waste Water Treatment Works prior to the occupation of the development.
89. Notwithstanding the above, we understand that County Development Control (the determining Authority), through a letter dated 7 November 2011, has advised the applicant that they require detailed drainage design work to be undertaken prior to the determination of the application because it may have implications for the design and other aspects of the development e.g. the balancing pond and habitat creation. This seems to be an eminently appropriate position, which should be supported by this Authority.

### **Environmental Health**

90. The Council's Contaminated Land Officer has confirmed that the applicant's 'Phase 1 Environmental Desk Study' provides sufficient evidence that a condition relating to contaminated land investigation is not required.
91. Similarly, the Council's Environmental Protection Team raises no objections, but would wish to see a number of planning conditions imposed, which control construction activities (i.e. hours of activity) and seek details of proposed external lighting to the site – this is reflected in the recommendation.

### **Sustainability, Renewable Energy and BREEAM**

92. In support of the application, the applicant's Planning Statement states that:

“[A BREEAM for Education (2008) Pre-Assessment for Design Stage] demonstrates that a rating of at least 'very good' is anticipated to be achieved for the building, and throughout the process adaptations have been considered to improve the performance of the building. Overall, there are a number of important elements of the buildings design, which will help achieve these objectives and improve the energy efficiency of the building, [these include]:

  - (a) The use of solar shading to reduce over heating



- (b) The use of an efficient building envelop
- (c) High efficiency heat recovery ventilation units
- (d) Solar Thermal collectors
- (e) Incorporation of an air source heat pump
- (f) Infrastructure to be incorporated to allow for photovoltaic panels in the future
- (g) Daylight and presence detection to automatically control the lighting systems in appropriate locations
- (h) All external lighting to be controlled by a suitable time clock and photocell to offer energy efficient operation
- (i) Gas fired condensing boilers with low NOx emissions to provide the majority of the heating and domestic water to the building.”

93. Whilst it is accepted that achieving BREEAM ‘very good’ meets policy expectations, it would be a positive aspiration to consider whether BREEAM ‘excellent’ rating could be achieved. Some or all of the roofs could be considered for the application of a green roof system, whether extensive or intensive, and some PV panels. Likewise, given the site’s relative exposure, some form of wind power may also be appropriate. There are considerable teaching benefits for students to see, and be part of, planning for climate change and it is hoped the applicant will take the opportunity to develop a truly sustainable, exemplar building. It is recommended that planning conditions to ensure that, as a minimum, SCDC standards, set out in policies NE/1, NE/3, and NE/12 are met.

#### **Socio-economic and Health Impact**

94. The applicant has confirmed that they have considered this Council’s ‘Health Impact Assessment’ Supplementary Planning Document (SPD) in the planning and design of the application. In this regard, they state in support of the application that:

“The proposed development is based on improving the quality of life of residents in Cambourne in a number of ways and seeks to address the imbalance that is occurring and the further discrepancies between supply and demand of secondary school places for Cambourne in the future. The ability to access good education is a fundamental building block for the quality of life for any child and a local school that will allow children to cycle and walk rather than being transferred by bus or car will lead to improvement in overall health and welfare. In addition, the presence of a local school will encourage the children to attend out of school activities and lead to the potential for a healthier lifestyle and independence for the children...”

95. From an economic perspective, the applicant considers that the school “...will provide local employment that will reduce the potential need to travel and reinforce the status of Cambourne as a sustainable community where you can live and work locally without the need for the use of a car.”

96. Such conclusions are supported, as it is felt that the proposed development is likely to exert a major positive impact in terms of health, wellbeing and education to the existing and future residents in Cambourne.

#### **Community Access**

97. The application documentation provides no implicit commitment to the use of the school by the community. However, at a recent meeting involving the Deputy Head of Comberton Village College (CVC) (the proposed school operator), the Parish Council, local community groups and officers of this Council, it was confirmed by CVC that they are committed to providing a programme of ‘out-of-hours’ adult education

classes. Indeed, they are currently in the process of developing a plan in this regard, which would include such activities as cookery, fitness, modern languages, the performing arts and pottery.

98. An action from the aforementioned meeting was for a small group of representatives (including the Village College, SCDC and Parish Council) to formulate a draft community access agreement and operational framework for management of the facilities and delivery of a sustainable community activities programme, to provide a level of comfort on the provision of community access to the school.

### **Departure**

99. The application constitutes a departure from the Development Plan, as it lies outside of the village framework, and has been advertised as such. If the County resolve to grant planning permission for the development they will need to determine whether it should be referred to the Secretary of State in accordance with national legislation (Town & Country Planning (Development Management Procedure) Order 2010). If referred, and subject to the Secretary of State deciding not to intervene, the application will be determined in accordance with the County Planning Committee's resolution.

### **Recommendation**

100. That the County Council be advised that this Council wishes to raise NO OBJECTIONS to the application for a secondary school on land west of Cambourne, subject to the following issues being satisfactorily addressed and planning conditions being imposed as follows:
- (a) Measures be put in place to monitor traffic and short-term parking in Lower Cambourne during the early years of the opening of the school, and if deemed appropriate following such a review, to implement parking controls/introduce Traffic Regulation Order(s) in and around the school to address identified problems. Conditions will also be required to ensure that car and cycle parking schemes accord with policy TR/2, that cycle spaces are secure and covered, and that sufficient disabled car parking places are provided and in suitable locations; travel plan implementation and monitoring;
  - (b) Full consideration be given to the upgrading of existing footpaths in and around the site (in particular the pathway immediately north of Lower Cambourne/south of the Business Park), subject to ensuring that bridleway routes and the rural character of the greenways are not compromised.
  - (c) Provision of crossing points to School Lane and Cambourne Road, to help promote and facilitate safe pedestrian/cycle access for children attending the school from south of School Lane and west of Cambourne Road (from Great and Upper Cambourne);
  - (d) To ensure that the development will be constructed to a high build quality, conditions should be imposed to ensure an appropriate level of control on external materials, landscape details, security features, such as fencing, to address the Constabulary's Architectural Liaison's comments, fire hydrants, ;
  - (e) Submission of Co-ordinated Environmental Monitoring Programme (CEMP) to include: (i) pollution control measures for A428 balancing pond; (ii) reasonable avoidance measures method statement for Great Crested Newts; (iii) design

of access road that is sympathetic to amphibians (e.g. avoidance of gully pots); (iv) revised landscape scheme that includes badger mitigation (e.g. shrub/hedgerow outside perimeter fencing/move perimeter fencing to inside the hedge line, and local varieties of orchard trees; and (v) detailed design of the proposed balancing pond that is designed for wildlife;

- (f) Support 'in principle' for Sport England's suggestion that the school should make sporting facilities available to the public to meet identified community need (i.e. specialist sporting facilities not offered at the new Cambourne Sports Centre), subject to such usage not conflicting with suggested Environmental Health controls (see below) on usage;
- (g) Imposition of conditions as recommended by the Environment Agency and Anglian Water, with respect to submission of a surface water drainage scheme; submission of a foul water drainage scheme noting the requirements of policy NE/9; and completion of the Phase 1 Land Drainage Solution for the Utton's Drove Waste Water Treatment Works prior to occupation of the development;
- (h) Imposition of conditions as recommended by this Council's Environmental Health Officers, covering the following matters: (i) details of the location and type of any power driven plant or equipment, including equipment for heating, ventilation and for the control or extraction of any odour, dust or fumes from buildings; (ii) during construction period no power operated machinery to be operated before 0800 or after 1800 on weekdays and 0800 and 1300 on Saturdays, Sundays or Bank Holidays; (iii) hours limitation for commercial/retail vehicles loading and unloading within the site – 0700 to 2300 Monday to Saturday and not at all on Sundays, Bank and Public Holidays; (iv) Construction Method Statement for foundations if driven pile foundations proposed; (v) Lighting scheme, to include details of any external lighting of the site such as street lighting, floodlighting or security lighting; (vi) Noise Assessment and scheme of insulation for the music suite (practice and recital rooms) and workshops within the building; and (vii) limitations on daytime and night-time background noise levels including submission of a noise prediction survey/report;
- (i) By virtue of the submitted Environmental Statement identifying an unacceptable adverse noise impact from the proposed school, it is also considered that appropriate planning conditions be imposed to either restrict the hours of use, the number of pitches that can be used at any one time, and restrict community use outside core school hours and at weekends. Alternatively, and in combination with physical noise mitigation measures, such as a substantial noise barrier and an earth mound or bern along the entire length of the east boundary could be considered;
- (j) Whilst it is accepted that achieving BREEAM 'very good' meets policy expectations, it would be a positive aspiration to consider whether BREEAM 'excellent' rating could be achieved. Some or all of the roofs could be considered for the application of a green roof system, whether extensive or intensive, and some PV panels. Likewise, given the site's relative exposure, some form of wind power may also be appropriate. There are considerable teaching benefits for students to see, and be part of, planning for climate change and it is hoped the applicant will take the opportunity to develop a truly sustainable, exemplar building. Notwithstanding, conditions to ensure SCDC

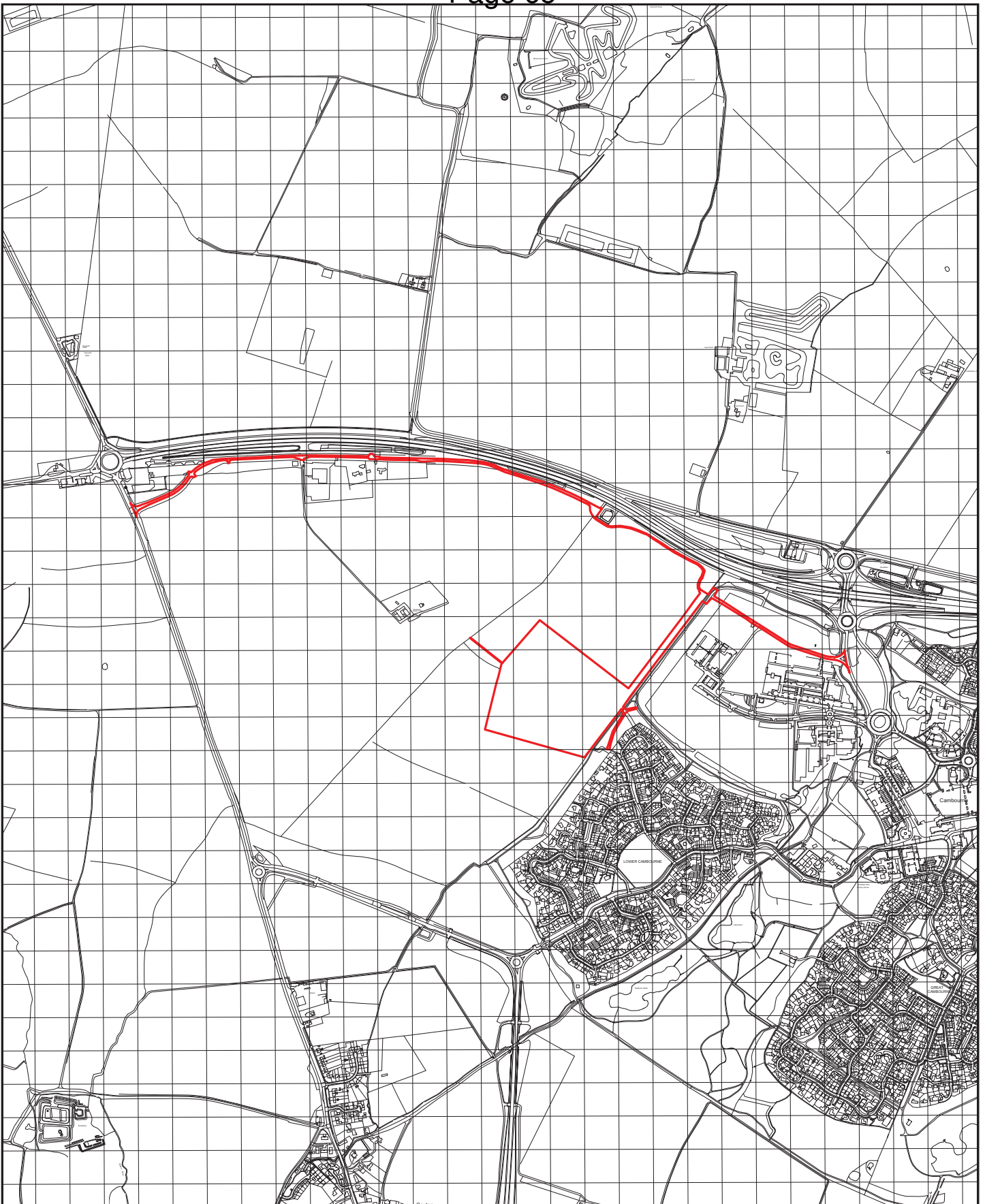
policy requirements in relation to sustainable development, renewable energy and water conservation are met will be sought;

- (k) Consideration should be given to formulating a community access agreement and operational framework for management of the facilities and delivery of a sustainable community activities programme, to provide a level of comfort on the provision of community access to the school;
- (l) Any planning conditions required by the County's archaeologists to ensure that the heritage of the site is protected.

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

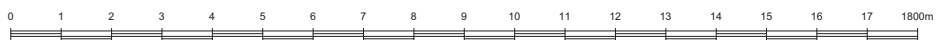
- PPS1 – Delivering Sustainable Development (January 2005)
- PPS1 (Supplement) – Planning and Climate Change (December 2007)
- PPS3 – Housing (June 2010)
- PPS5 – Planning for the Historic Environment (March 2010)
- PPS7 – Sustainable Development in Rural Areas (August 2004)
- PPS9 – Biodiversity and Geographical Conservation (August 2005)
- PPG13 – Transport (January 2011)
- PPG17 – Planning for Open Space, Sport and Recreation (July 2002)
- PPS22 – Renewable Energy (2004); and
- PPS25 – Development and Flood Risk (March 2010)
- South Cambridgeshire Local Development Framework Core Strategy (adopted January 2007)
- South Cambridgeshire Local Development Framework Development Control Policies DPD (adopted July 2007)
- South Cambridgeshire Local Development Framework Site Specific Policies DPD 2010
- South Cambridgeshire Local Development Framework Supplementary Planning Documents:
  - Trees and Development Sites SPD – July 2009
  - Biodiversity SPD – July 2009
  - Landscape and New Developments SPD – March 2010
  - District Design Guide SPD: High Quality and Sustainable Development in South Cambridgeshire (March 2010)
  - Health Impact Assessment SPD – May 2011
  - Public Art SPD – January 2009
- Planning File Refs: S/1898/11/CM, S/6438/07/O and S/1371/92/O.

**Contact Officer:** Trevor Faulkner – Principal Planning Officer  
Telephone: (01954) 713417



South  
Cambridgeshire  
District Council

Planning Dept - South Cambridgeshire DC



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Time of plot: 15:52

Date of plot: 22/11/2011

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**SOUTH CAMBRIDGESHIRE DISTRICT COUNCIL**

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**REPORT TO:** Planning Committee

7 December 2011

**AUTHOR/S:** Executive Director (Operational Services)/  
Corporate Manager (Planning and New Communities)

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**S/0194 - COMBERTON****New Dwelling - Land to Rear, 25, Green End, Comberton, Cambridgeshire, CB3 7DY  
for Mr & Mrs Ian Johnson****Recommendation: Delegated Approval****Date for Determination: 30 March 2011****Notes:**

**This Application has been reported to the Planning Committee for determination because the Officer recommendation is contrary to the recommendation from the Parish Council.**

**Members will visit this site on 6 December 2011**

**Site and Proposal**

1. The application site is partially located within the framework and partially outside. The northwest and southwest section of the site is located outside the village framework and within the Green Belt. The rest of the site is located within the framework. To the south of the site is the grade II listed property The Manor House, 19 Green End. To the north/northeast of the site are the dwellings 29 and 31 Green End, Comberton.
2. The site is accessed via a strip of land that runs beside the dwellings and the rear gardens of nos. 19, 25 and 29 Green End. This strip of land is 70m long from the edge of the footway on Green End to where the wider part of the site begins and is 11m wide from the rear corner of the garden of no. 29 to the side boundary of 19 Green End, the narrowest part of the access at the front measuring 3.9m.
3. The larger section of the site measures 29m wide and 38m long, with the depth of the section that falls within the Green Belt and countryside measuring 26m long at the widest part and 22m at the smaller part. The boundary treatment along the shared boundary with no.19 Green End consists of 1.5m high timber fence between the garden of no. 25 and the wall of the existing curtilage listed building in the garden of no. 19 followed by a 3m high wall, followed by the wall of another outbuilding within the curtilage of no. 19 followed by 2m high brick wall and 1.5m high timber fencing. The boundary treatment on the shared boundary with no. 29 consists of a three bar timber fence that stretches to the end of the garden of no. 25, while the rear boundary of no. 29 consists of chicken wire and metal poles. There are also some existing trees within the curtilage of no. 29 Green End that runs along the boundary.

4. This full application, received 3rd February 2011, proposes a new dwelling to the rear of 25 and 29 Green End in the section of the plot that is within the framework, and adjacent to the Green Belt. The proposed dwelling is to have a two storey and single storey section. The two storey element measures 6.5m high and is positioned to be in line gable to gable with the existing barn located within the garden of no. 29 Green End. The two-storey section would have three bedrooms and bathroom at first floor level with sitting room and study below. The single storey element would project towards the south with the gable end facing the direction of the listed building and would accommodate the kitchen, utility and family room. The single storey section is proposed to be 4.4m high and 9.8m long. The walls are to be constructed from timber boarding, the roofing material is proposed to be slate. The east elevation that faces no. 29 Green End is to have no openings at first floor level and four ground floor windows. The windows to the bedrooms consist of rooflights on the side elevations. The rear elevation is to have a top to floor glazing on the two-storey gable end overlooking the Green Belt and some additional openings on the single storey element. A turning court would be provided with two parking spaces either side of this area. A passing place would be provided along the driveway near the rear garden of no. 25 Green End. The proposal also includes the planting of a hedge along part of the shared boundary with no. 29 Green End.

#### **Planning History**

5. **S/2355/87/F** – This application proposed one bungalow on the strip of land, which is located between the side boundaries of no. 19 and 29 Green End. It was refused on the harm the new dwelling would pose on residential amenity of the adjoining properties.

#### **Planning Policy**

##### **South Cambridgeshire Local Development Framework, Core Strategy, adopted July 2007:**

ST/1 – Green Belt  
ST/6 – Group Villages

##### **South Cambridgeshire Local Development Framework, Development Control Policies DPD, adopted July 2007:**

DP/1 – Sustainable Development  
DP/2 - Design of New Development  
DP/3 - Development Criteria  
DP/4 – Development Infrastructure  
DP/7 – Development Frameworks  
CH/4 – Development within the Curtilage or Setting of a Listed Building  
GB/3 – Mitigating the Impact of Development Adjoining the Green Belt  
HG/1 – Housing Density  
SF/10 – Outdoor Playspace, Informal Open Space, and New Developments

##### **South Cambridgeshire Local Development Framework, Supplementary Planning Documents:**

District Design Guide, Adopted March 2010  
Open Space in New Developments, Adopted January 2009  
Listed Buildings, Adopted July 2009

#### **National Planning Policy**

PPS5: Planning for the Historic Environment



## Consultation

6. **Comberton Parish Council – Amended Drawings 8 July 2011 -**  
Recommends that the application is refused for the following reasons: The barn is more than 1½ storey; the amended proposal is higher than the original proposed dwelling. No measurements on the drawing, scale and mass, drainage, vehicular movements underestimated, what is the drive to be made of and TPOs on trees.
7. **Conservation Officer**  
It is desirable to preserve the existing building line of the settlement, and avoid new development, which encroaches onto backland. This would probably point to building in the northeast corner of the wider part of the site, with a limit of one small unit. It should be sufficiently far north to be unseen from the entrance pathway, in order to preserve the verdant character of the Conservation Area. It should be as discreet as possible and therefore limited to a single storey without roof lights. The open, rural and verdant character of the area important and should be safeguarded. It is also important to protect the integrity of the existing walls and outbuildings, which new boundary walling would compromise. The amended design of the new dwelling generally follows advice given.
8. **Chief Environmental Health Officer –** Has no objection, though recommends that any consent granted be conditional to limit the impact upon neighbour amenity through the hours of operation of power-operated machinery.
9. **Local Highways Authority –** Would like conditions to be added to any planning consent for the following: two 1.5m x 1.5m pedestrian visibility splays shall be provided and the are kept clear 600mm high, the drive shall be constructed using a bound material to prevent materials spreading to the adopted highway. The use of gravel bound macadam is unacceptable in this location; the proposed driveway shall be constructed so that no private water from the site drains across onto the adopted public highway. It would also like an informative that the permission of the Local Highways Authority would be required for works to the public highway.
10. **Trees Officer –** The Horse Chestnut tree has been incorrectly plotted and is far closer to the boundary than the drawings would indicate. A root protection area of 6.5m would be required and the footprint clearly falls within this area. While the existing building is within the root protection area it is a light structure and will have had limited impact on the tree. The proposed location of the dwelling will sever roots and place post development pressure on the tree for tree works due to seasonal debris e.g. conkers, leaves etc...
11. **Comments from Trees Officer following amendments -** While changes have been made and the adjacent tree to the site have been given consideration, details are required to be submitted as per BS 5837 2005 – Tree Survey as Para 4.2.6, Tree Constraints and Protection Plan with supporting method statement as Clause 7 – to be submitted and approved before further comment.

### **Representations**

12. There were objections from the owners/occupiers of nos. 16, 19, 29 and 31 Green End, Comberton and are summarised below:
- a) There would be overlooking of nos. 29 and 31 Green End
  - b) Impact upon the rural character of the area
  - c) Loss of views to the Green Belt/Countryside and historic ridge and farrow
  - d) Vehicular movements would be harmful to the listed wall on shared boundary with no. 19 Green End.
  - e) The proposal would have an overbearing and loss of light impact upon no. 29 and 31 Green End due to its height and proximity. Height of proposed dwelling is higher than height of existing barn.
  - f) The proposal would be harmful to the retention of the existing tree in the south west corner of the garden of no. 29 Green End, Comberton
  - g) No cross section was provided
  - h) Vehicular movements to and from the new house have been underestimated and the parking and turning area would impact on the amenity of no. 29 Green End. There would be disturbances from headlights and parking of these vehicles.
  - i) No adequate screening has been provided along the shared boundary with no. 29 Green End.
  - j) It would be better to have parking and turning area closer to the wider part of the site.
  - k) The use of timber rather than bricks for the walls of the dwelling is better and the lowering of the height from 6.8m to 6.5m is an improvement.

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

#### **Housing**

13. The proposal would result in a density of 6 dwellings per hectare. This is well below the requirement of Policy HG/1 of the Local Development Framework, Development Control Policies, adopted July 2007, which requires a minimum of 30 dwellings per hectare. However, given the location of the site and its position in relation to the Green Belt, the countryside, the listed building and the neighbouring properties the above density is considered to be appropriate for the site. Comberton is a group village in which residential development of up to 8 dwellings are generally supported and the proposal of one new dwelling in this location is not considered to be harmful to maintaining the existing services and facilities within the village.

#### **Residential Amenity**

14. The application site runs along the side boundaries of nos. 19, 25, and 29 Green End and part of the rear garden of no. 31 Green End. The dwelling is to be part single storey and part 1½ storey. The 1½ storey element would be located in line with the existing timber barn within the garden of no. 29 Green End. The east elevation would face the direction of no. 29 Green End; there are no proposed windows at first floor level but there would be some openings at ground floor level. These openings would be screened by the proposed new hedge. The first floor openings on the proposed north elevation, which would face the end of the rear garden of no. 31 Green End, consists of rooflights and two ground floor windows. The proposed hedging would screen the ground floor windows. The south elevation faces the direction of the listed building no. 19 Green End, the first floor openings consist of rooflights and central glazing on the single storey gable end. The proposed

new trees would provide additional screening along the southern boundary to prevent overlooking. The west elevation faces the Green Belt and the open countryside and would not result in harm to residential amenity. It has been suggested that the level of vehicular movements to and from the site has been underestimated and that the proposed turning area would be harmful to the amenity of no. 29 Green End, the proposal is for a 3 bedroom dwelling therefore it is not considered the number of vehicles accessing the site would be significant to be harmful to residential amenity. A landscaping scheme is to be agreed and the applicant is willing to accommodate measures along the shared boundary with no. 29 Green End to mitigate any negative impact from the proposal.

15. At pre-application stage the applicant was advised that it would be preferable for a single storey dwelling rather than a two-storey dwelling. The applicant has proposed a dwelling comprising both single storey and 1½-storey elements. It is considered that in its current form the proposed new dwelling would not have an overbearing impact upon residential amenity due to its scale, mass and form. It is therefore considered that the proposed new dwelling would not be harmful to residential amenity and therefore complies with Policy DP/3 of the South Cambridgeshire Local Development Framework, Development Control Policies, adopted July 2007.

#### **Green Belt and Countryside Impact**

16. The proposed new dwelling would abut the Green Belt and the countryside with the amenity space at rear of the dwelling being located within the Green Belt and outside the village framework. Any planning consent would be conditioned so that permitted development rights were removed for "Development within the Curtilage of a Dwellinghouse Classes A, B, and E" due to the sensitive location of the dwelling. It is considered that there are no public views from within the Green Belt to the application site and that the proposed dwelling when viewed from within the Green Belt would be read in conjunction with the other buildings surrounding the site. The dwelling is proposed to be finished in horizontal timber boarding details of colour finish not supplied but these can be dealt with by condition. The timber boarding is considered to be more appropriate in this rural location than the original suggestion of brickwork. There were concerns with regard to loss of views from public highway along Green End. There is currently an open area within the curtilage of no. 29 Green End, which offers views from Green End to the Green Belt. This is considered to be a modest viewpoint; the single storey element of the proposed dwelling would be viewed in the distance. This section is modest in scale and the materials are suitable to the rural nature of the area. The view down the proposed vehicular access from Green End would be of the proposed trees near the boundary of the no. 19 Green End, therefore it is not considered that the existing limited views to the Green Belt from Green End would be significantly harmed by the proposal. It is considered that the scale, form, mass, design and materials would not injure the visual amenities of the Green Belt. The proposal is therefore considered to comply with Policies GB/3 and DP/7 of the South Cambridgeshire Local Development Framework, Development Control Policies, adopted July 2007.

### **Landscaping and Tree Issues**

17. There is a large mature tree in the southwestern corner of the application site. The dwelling would be within close proximity the tree and its rooting system. Information has been submitted with regards to tree protection measures to be used in accordance with BS5827.2005. The Trees Officer is currently assessing this information, an update will be provided at planning committee regarding this matter. The Landscape Officer is also assessing the landscaping information, which has been provided on drawing no.10/1278:001C. Again an update will be provided at planning committee regarding this matter.

### **Setting of the Listed Building**

18. To the south of the application site is the listed building The Manor, 19 Green End, the share boundary between the sites consists of a combination of a 2m brick wall and 1.8m high close-boarded fencing. It has been proposed to plant some additional trees along this shared boundary in order to provide additional screening between the listed building and the application dwelling. The scale, mass, form and design of the proposed dwelling as amended is not considered to be harmful to the setting of the adjacent listed building and therefore complies with Policy CH/4 of the South Cambridgeshire Local Development Framework, Development Control Policies, adopted July 2007.

### **Infrastructure Provision**

19. The proposal is for a three bedroom dwelling. In order to meet the requirements of this development the proposal would require the provision of an off-site contribution towards public open space within the village. This has been calculated at £3,104.38 (index linked).
20. In addition to the above the proposal would require a sum of £69.50 to provide refuse bins and £50 S106 monitoring fee. The applicant has agreed to meet the above obligations by way of condition.

### **Other matters**

21. The distance from the edge of the footway to the corner of the site where the tree is positioned is 63m. It is a requirement in the Building Control Regulations that emergency vehicles require space to turn safely within the site, it would appear that the proposal cannot accommodate this and therefore a sprinkler system would be required in the dwelling to overcome this.

### **Conclusion**

22. Having regard to applicable national and local planning policies, and having taken all relevant material considerations into account, it is considered that planning permission should be approved in this instance.

### **Decision**

23. Approve

**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. The development hereby permitted shall be carried out in accordance with the following approved plans: Site Plan and Sections Drawing no. 10/1278:001C and Elevations and Floor Plans Drawing no.10/1278: 002C date stamped amended 15 November 2011.**  
(Reason - To facilitate any future application to the Local Planning Authority under Section 73 of the Town and Country Planning Act 1990.)
- 3. 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.)
- 4. All hard and soft landscape works shall be carried out in accordance with the approved details. The works shall be carried out prior to the occupation of any part of the development or in accordance with a programme agreed in writing with the Local Planning Authority. If within a period of five years from the date of the planting, or replacement planting, any tree or plant is removed, uprooted or destroyed or dies, another tree or plant of the same species and size as that originally planted shall be planted at the same place, unless the Local Planning Authority gives its written consent to any variation.**  
(Reason - To ensure the development is satisfactorily assimilated into the area and enhances biodiversity in accordance with Policies DP/2 and NE/6 of the adopted Local Development Framework 2007.)
- 5. No 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 shall have been erected around trees to be retained on 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.)

- 6. No development shall take place until details of the materials to be used in the construction of the external surfaces of the building 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. 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 Classes A, B & E 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 limiting the impact of the development upon the Green Belt, the Countryside and Residential Amenity in accordance with Policies GB2, DP/2, DP/3 and DP/7 of the adopted Local Development Framework 2007.)
- 8. 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 windows, doors or openings of any kind, other than those expressly authorised by this permission, shall be constructed in the side (north, south and east) elevations of the dwelling at and above first floor level unless expressly authorised by planning permission granted by the Local Planning Authority in that behalf.**  
(Reason - To safeguard the privacy of adjoining occupiers in accordance with Policy DP/3 of the adopted Local Development Framework 2007.)
- 9. No development shall take place until two 1.5m x 1.5m pedestrian visibility splays has been submitted to and approved in writing by the Local Planning Authority. This area shall be kept clear of all planting, fencing, walls and the like exceeding 600mm high. The development shall be carried out in accordance with the approved details.**  
(Reason - In the interests of highway safety in accordance with Policy DP/3 of the adopted Local Development Framework 2007.)
- 10. The proposed driveway shall be constructed so that it falls and levels are such that no private water from the site drains across or onto the adopted public highway.**  
Reason - In the interests of highway safety in accordance with Policy DP/3 of the adopted Local Development Framework 2007.)
- 11. No unbound material shall be used in the construction of the first 6m of the proposed drive to prevent debris from spreading onto the adopted public highway.**  
(Reason - In the interest of highway safety in accordance with Policy DP/3 of the Local Development Framework 2007.)

12. **No development shall begin until details of a scheme for the provision of public open space infrastructure to meet the needs of the development in accordance with adopted Local Development Framework Policy DP/4 and 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 public open space in accordance with the above-mentioned Policy SF/10 and Policy DP/4 of the adopted Local Development Framework 2007.)

13. **No power operated machinery (or other specified machinery) shall be operated on the premises before 08:00 am on weekdays and 08.00 am on Saturdays nor after 6:00 pm on weekdays and 1:00 pm on Saturdays (nor at any time on Sundays or Bank Holidays), unless otherwise previously agreed in writing by the Local Planning Authority in accordance with any agreed noise restrictions.**

(Reason - To minimise noise disturbance to adjoining residents in accordance with Policy NE/15 of the adopted Local Development Framework 2007.)

#### **Reason for Approval**

1. The proposal conditionally approved is not considered to be significantly detrimental to the following material considerations, which have been raised during the consultation exercise: **Residential Amenity, Green Belt, Countryside, Setting of Listed Building, Landscaping and Trees**
2. All other material planning considerations have been taken into account. None is of such significance as to outweigh the reason for the decision to approve the planning application

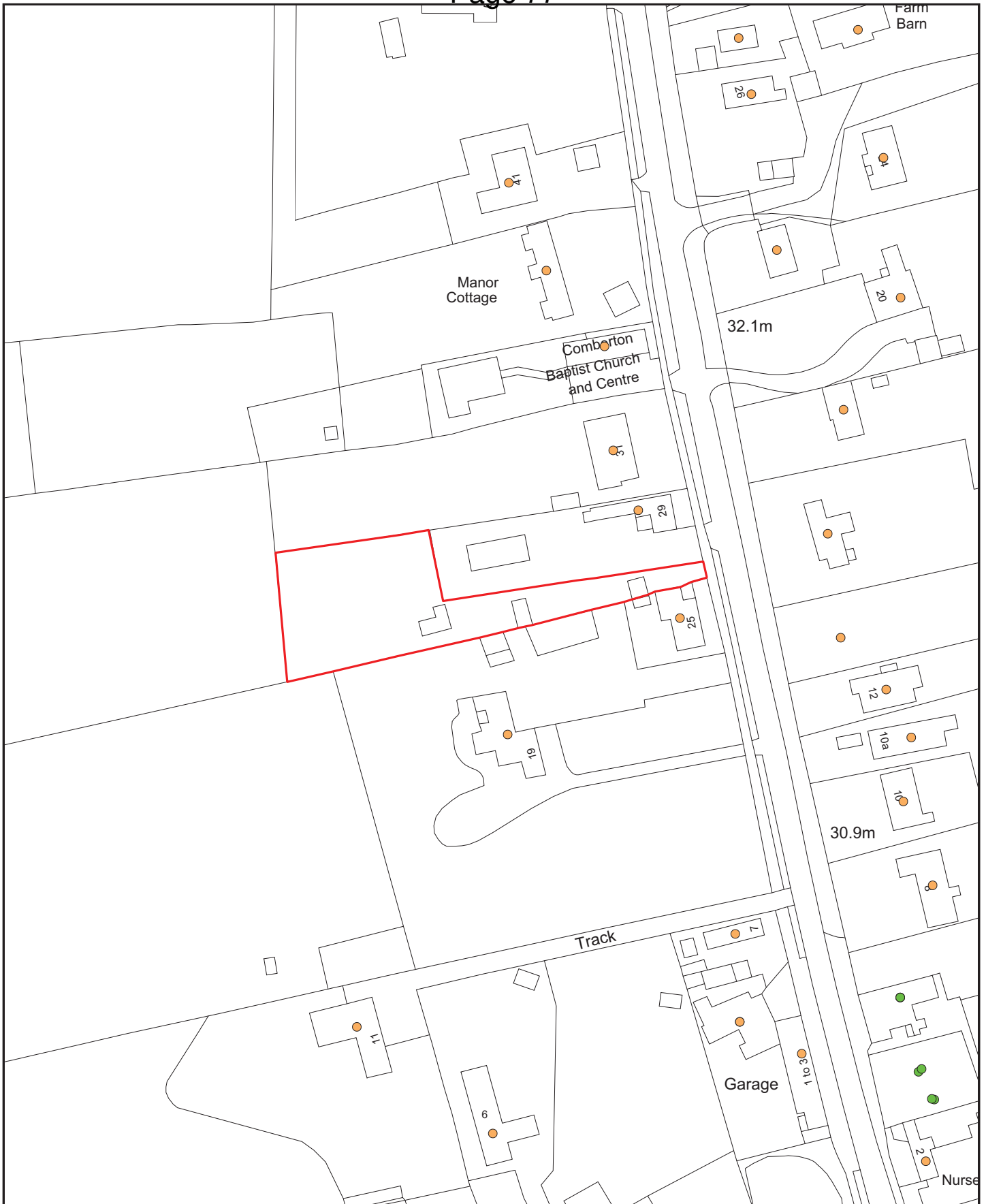
**Background Papers:** the following background papers were used in the preparation of this report:

- South Cambridgeshire Local Development Framework Core Strategy (adopted January 2007) and Development Control Policies (adopted July 2007)
- Planning File Ref: **S/2355/87/F** – One Bungalow, Refused and dismissed at appeal

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South  
Cambridgeshire  
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**SOUTH CAMBRIDGESHIRE DISTRICT COUNCIL**

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**REPORT TO:** Planning Committee

7 December 2011

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

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**S/2013/11 - FULBOURN****Erection of 79 dwellings (47 market and 32 affordable), following demolition of 34 existing dwellings, and associated parking and landscaping at Windmill Estate Phase 2B, Windmill Estate, Fulbourn for Accent Nene****Recommendation: Delegated Approval****Date for Determination: 12<sup>th</sup> January 2012 (Major Application)****Notes:**

**This Application has been reported to the Planning Committee for determination as it involves Council owned land and an objection on material planning grounds has been received from a local resident.**

**Site and Proposal**

1. The site extends to approximately 1.6 hectares and lies inside the Fulbourn village framework, on the north side of Cambridge Road. It forms part of a larger site bounded by Cambridge Road to the south, Haggis Gap to the east and Oslar's Way to the north, upon which planning permission was granted in 2007 for residential redevelopment. The land immediately to the north of the application site area is presently under construction (Phase 2a) whilst the remainder of the larger redevelopment site, to the north-east and east, is now complete (Phases 1a and 1b). The current application site includes the existing roads of Windmill Lane and Farmer's Row and is occupied by two-storey flat-roofed concrete dwellings.
2. The full application, registered on 14<sup>th</sup> October 2011, proposes to erect 79 dwellings on the site following the demolition of 34 existing properties. Accompanying the application are a Design and Access Statement, Ecology Survey, and Code for Sustainable Homes Report, as well as the Flood Risk Assessment submitted in connection with the previous 2007 applications. This would be the final phase (Phase 2B) of the overall development. It would comprise 47 market dwellings and 32 affordable units, with the following mix:

Affordable x 32 (40%)

30 x 2-bedroom dwellings

2 x 3-bedroom dwellings

Market x 47 (60%)

26 x 2-bedroom dwellings (55%)

18 x 3-bedroom dwellings

3 x 4-bedroom dwellings

3. The development would consist of a range of dwelling types (flats and houses), with 3-storey blocks of flats proposed at the ends adjacent to key road junctions, and 2 – 2<sup>1</sup>/<sub>2</sub> storey predominantly semi-detached or terraced dwellings sited between the flats. The dwellings would incorporate a range of materials to accord with the materials agreed for the remainder of the development, namely brick, render and timber cladding for the walls, and concrete tiles for the roofs. The north-eastern end of Phase 2B would front onto the public open space that was approved within the outline permission to serve the entire development. Windmill Lane would be repositioned to the east of its current location, in order to achieve the required visibility. 127 parking spaces would be provided either on-plot or within designated parking courts, at a ratio of 1 space per 2-bedroom property and 2 spaces per 3 & 4-bedroom property. New vehicular accesses would be created onto Cambridge Road in order to serve the parking spaces provided within the curtilages of dwellings fronting Cambridge Road.

### **Planning History**

4. S0987/07/O – Outline planning permission granted for the redevelopment of the Windmill Estate for 273 dwellings, a community hall, together with associated car parking, open space, landscaping and roadworks. This was subject to the following conditions (summarised):
- Reserved matters (appearance, landscaping, layout and scale) for phases subsequent to phase 1.
  - Surface and foul water drainage schemes.
  - Scheme for provision and location of fire hydrants.
  - Details of nesting measures to be provided for swifts, house sparrows and starlings.
  - Tree protection measures.
  - Affordable housing.
  - Provision of a scheme to cover a range of infrastructure requirements.
5. S/0986/07/F – Full planning permission granted for the part re-development of the Windmill Estate for 120 dwellings, a community building, public open space and landscaping, together with associated car parking and roadworks. This represents Phases 1a and 1b of the overall development. These dwellings and the community centre have been completed.
6. S/0565/10/RM – Reserved Matters Consent granted for the approval of appearance, layout and scale of outline planning permission S/0987/07/O for the erection of 59 dwellings on Phase 2a of the overall development. These dwellings are presently under construction.

### **Planning Policy**

7. South Cambridgeshire LDF Core Strategy DPD, 2007:  
ST/4: Rural Centres
8. South Cambridgeshire LDF Development Control Policies DPD, 2007:  
DP/1: Sustainable Development  
DP/2: Design of New Development  
DP/3: Development Criteria

DP/4: Infrastructure and New Developments  
DP/6: Construction Methods  
HG/1: Density  
HG/2: Housing Mix  
HG/3: Affordable Housing  
SF/6: Public Art and New Development  
SF/10: Outdoor Playspace, Informal Open Space and New Developments  
SF/11: Open Space Standards  
NE/1: Energy Efficiency  
NE/3: Renewable Energy Technologies in New Development  
NE/6: Biodiversity  
NE/10: Foul Drainage – Alternative Drainage Systems  
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

9. South Cambridgeshire LDF Supplementary Planning Documents (SPD):

Open Space in New Developments – Adopted January 2009  
Public Art – Adopted January 2009  
Trees and Development Sites – Adopted January 2009  
Biodiversity – Adopted July 2009  
Affordable Housing – Adopted March 2010  
Landscape in New Developments – Adopted March 2010  
District Design Guide – Adopted March 2010

10. Circular 11/95 (The Use of Conditions in Planning Permissions) - Advises that conditions should be necessary, relevant to planning, relevant to the development permitted, enforceable, precise and reasonable in all other respects.
11. Circular 05/2005 (Planning Obligations) - Advises that planning obligations must be relevant to planning, necessary, directly related to the proposed development, fairly and reasonably related in scale and kind and reasonable in all other respect.

**Consultations**

12. **Fulbourn Parish Council** – Recommends approval.
13. **The Joint Urban Design Team** – Raises the following concerns regarding some of the detailed design elements of the scheme:
- Plots 167 and 195 (flats) are the key gateway buildings to the overall development whilst the flats on plots 160, 180 and 198 are in key visual locations. These flats should exhibit greater visual strength to increase their prominence. On the front elevation, the two ‘towers’ on either side of the main entrance should be stepped out further from the main building line and increased in height to rise above the ridgeline of the main block and provided with an independent roof to create the appearance of a ‘tower’. This would relieve the large mass of the overall block by accentuating the vertical and reducing the horizontal emphasis of the block and by breaking the main ridgeline.

- Some visually prominent plots do not have proper corner turning house types, resulting in visually prominent poorly designed side elevations – plots 168, 169, 170, 181, 183, 196, 208, 209 and 213. The house type should be changed to a corner-turning design or the dwelling amended to improve the side elevation (eg – additional windows and addition of string courses).
  - Plots 191, 192 and 209 – Additional windows should be provided on the side elevation and, additionally in the case of the latter, string courses or decorative panels added to provide greater architectural detailing.
  - Overall, the detailing of the elevations is basic. Additional detailing (eg – deep window recesses) should be provided to all properties in prominent locations, especially those fronting onto Cambridge Road, Windmill Lane and onto the LEAP.
  - Plots 179, 181, 183, 187, 196, 197 and 213 have small or awkward shaped private gardens.
  - How is the boundary between the two adjoining parking courts to the rear of plots 196-213 to be designed to prevent the through movement of vehicles and pedestrians? Consideration should be given to providing car parking within the boundaries of plots 199-202 to create a break between the two courts.
  - Plots 161, 162, 165, 166, 167, 174, 175, 178, 179, 193, 194, 195 and 204-210 (House Types 2A, 2B and 3D, and flats) – downpipes omitted from the drawings. Drawings should indicate how rainwater would be collected. Additional downpipes may detract from the visual integrity of the front elevations.
  - There is no indication of the location of meter cupboards for services. For all plots with a side elevation, these should be provided on the side elevation and not on the front elevation.
14. **The Trees Officer** - No response received to date. Any comments received will be reported to Members in an update prior to the Committee meeting.
15. **The Landscape Design Officer** - No response received to date. Any comments received will be reported to Members in an update prior to the Committee meeting.
16. **The Ecology Officer** - No response received to date. Any comments received will be reported to Members in an update prior to the Committee meeting.
17. **The Section 106 Officer** - No response received to date. Any comments received will be reported to Members in an update prior to the Committee meeting.
18. **The Sustainability Officer** - No response received to date. Any comments received will be reported to Members in an update prior to the Committee meeting.
19. **Affordable Homes** – Recommends approval. The proposed development of 79 dwellings with 32 affordable meets the required 40%. The district wide targets for tenure mix of new affordable housing is 70% social rent and 30% intermediate housing, with the greatest demand being for rented properties. The proposed mix of 19 rented dwellings and 13 shared-ownership properties is considered to be acceptable. The 2011 Fulbourn housing needs survey states that 62% of households require 2 or 3 bedrooms. The application proposes 30 x 2-bedroom dwellings and 2 x

3-bedroom dwellings and the dwelling size proposals for the affordable housing are therefore in accordance with both the parish and district profile, and therefore acceptable.

20. **The Arts Development Officer** – Raises no objections, stating that the plans for public art, incorporating an element of community engagement, are underway and already incorporated into a revised draft Section 106 Agreement.
21. **The Environmental Health Officer** – Raises no objections providing conditions are added to any consent to control hours of use of power operated machinery during the demolition and construction period, and to require details of any external lighting.
22. **The Environmental Operations Manager** - No response received to date. Any comments received will be reported to Members in an update prior to the Committee meeting.
23. **The Local Highways Authority** – Raises no in-principle objections. Concern is expressed regarding the parking for plots 4hd and 4he as the proposed layout would allow for a third car to be parked partly on the proposed driveway and partly overhanging the public highway. These spaces should therefore be repositioned so that they abut the public highway. In addition, the dimensions of the footways (minimum 2m), carriageways (minimum 5m) and cyclepath/footpaths (minimum 3m) should be shown on the drawings. Any consent should be subject to the following conditions: 2m x 2m visibility splays within the curtilage of each new parking space to exit directly onto the highway; all surface water from private parking bays to drain into a private system and not onto the proposed adopted highway; provision of 2.4m x 43m splays for the vehicular access; and all surface treatments within areas to be offered as adopted public highway to conform to the requirements of the County Council's Housing Estate Road Construction Specification January 2011.
24. **The Police Architectural Liaison Officer** - No response received to date. Any comments received will be reported to Members in an update prior to the Committee meeting.
25. **The Cambridgeshire Fire and Rescue Service** – Raises no objections providing adequate provision is made for fire hydrants by way of a Section 106 Agreement or planning condition.
26. **The Environment Agency** - States that it was consulted earlier this year with information submitted in order to discharge Condition 8 (surface water drainage) of S/0986/07/F. The information submitted with the current application for surface water drainage is minimal and consists of layout drawings only.
27. **Anglian Water** – States that the submitted surface water strategy/flood risk assessment is unacceptable and that a condition requiring the approval of such details therefore needs to be added to any planning permission. with regards to foul drainage, it comments that the site is in the catchment of Teversham that, at present, has available capacity for flows. An informative should be added to any planning consent advising that there are assets owned by Anglian Water or those subject to an adoption agreement within or close to the development boundary.
28. **Natural England** – States that the protected species survey has identified bats, and refers to its standing advice relating to bats, which provides advice on the likelihood of bats being present as well as survey and mitigation requirements. Natural England does comment, however, that on the basis of the information available, it is broadly

satisfied that the mitigation proposals, if implemented, are sufficient to avoid adverse impacts on the local bat population.

### **Representations**

29. One letter of objection has been received from the owners of No.38 Cambridge Road. The main concerns raised are:
- The proposed development would result in the loss of the existing green open space between the boundary of No.38 Cambridge Road and Windmill Lane.
  - The proposed three-storey flats on the corner of Windmill Lane and Cambridge Road, as well as the proposed dwellings within Windmill Lane, would overlook No.38 Cambridge Road, resulting in a loss of privacy.

### **Planning Comments**

#### ***Principle of the development***

30. Fulbourn is identified as a Rural Centre under Policy ST/4 of the LDF. The site forms part of the overall area upon which outline planning permission was granted for 273 dwellings in December 2007. Phases 1a and 1b are now complete, whilst Phase 2a, which was approved last year under a Reserved Matters consent, is presently under construction. The original outline planning permission expired in December 2010, and the current proposal has therefore necessitated the submission of a new full application. Within villages designated as Rural Centres, development and redevelopment without any limit on individual scheme size is permitted and the principle of the proposal is therefore in accordance with planning policy.
31. Whilst the proposed development forms part of a larger scheme, it still accords in its own right with the requirements of Policies HG/1, HG/2 and HG/3 of the Local Development Framework. The erection of 79 dwellings on the site equates to a density of approximately 49 dwellings per hectare, in compliance with the minimum density of 40 dwellings per hectare required by Policy HG/1, whilst the provision of 32 affordable dwellings would equate to a ratio of 40%, as required by Policy HG/3. Finally, 55% of the 47 market dwellings would be two-bedroom properties in compliance with the stipulations within Policy HG/2.

#### ***Impact on the character of the area***

32. The Design and Access Statement explains that the layout, scale, design and materials broadly follow that within the Masterplan approved as part of the outline planning permission. The following represent the key changes when compared to the Masterplan:
- The proposed road layout and development area remains identical, including the principle of creating a gateway into Windmill Lane with the creation of three-storey flat blocks. The mix of units has changed resulting in smaller terraces and a reduction in the number of backland parking courts and improved garden sizes.
  - Nos. 10-18 Windmill Lane have been retained, due to a number of residents not wishing to move. This has resulted in five fewer houses and a revision to the layout, with a green space created in front of the retained properties. A block of flats originally intended for development on Farmers Row has been replaced with a terrace of three houses.



- In keeping with Phase 2A, the quantity of dormers has been reduced when compared to the dwelling types constructed in Phases 1A and 1B, in order to result in less cluttered roof lines.
  - The location and treatment of bin stores has been improved when compared to Phase 1 (which incorporated refuse stores within the front garden areas), and proposes that all properties would have refuse storage within the rear garden areas.
  - Addition of solar panels to front elevations.
33. The Joint Urban Design Team has raised some concerns regarding the design and detailing of the development, in particular requesting further ornamentation to the dwelling designs and embellishment of blank side elevations. The applicants agent has stressed that these requested changes would conflict with the design ethos approved for the overall development. In particular, Members attention should be drawn to paragraph 19 of the Officer's Committee report relating application references S/0986/07/F and S/0987/07/O, which states:
- “The residential scheme design philosophy is to have an un-fussy approach with clean lines which will reflect the nearby early 19<sup>th</sup> Century buildings, whilst making use of sustainable contemporary materials including timber and smooth render.”
34. A meeting has been held with the applicants and their architect in order to discuss these concerns further. With regards to the gateway flats proposed on plots 167 and 195 (on the Cambridge Road/Windmill Lane junction), the architects concur with the suggestions made and intend to amend the design accordingly. However, the flats on plot 160 have been designed to accord with the adjacent three-storey blocks approved directly to the east within phase 2a, whilst plots 180 and 198 (which front the approved open space area) reflect the design approach adopted for the three-storey flats on the north side of the open space. Officers therefore consider that revisions to the flats on these three plots would not be appropriate.
35. The Urban Design Team has also requested that a number of visually prominent plots should incorporate corner turning house types. These comments appear to consider the development in isolation rather than in conjunction with the adjacent phases of the development. The majority of the plots referred to, rather than being in prominent locations on the edge of the development, are contained within the overall scheme and are generally side elevations to accesses to shared parking courts. The replacement of these house types with corner-turning plots is therefore not considered to be appropriate and, again, would conflict with the treatment of adjacent phases of the development. In order to provide more visual interest and articulation to side elevations, the applicants propose to amend the drawings in order to add windows to side elevations of some of these plots.
36. The request for features such as string courses, decorative panels and deep window recesses would conflict with this approach and, hence with the design of the constructed and approved dwellings on adjacent phases. In order to maintain the integrity of the entire development, it is therefore recommended that these changes be strongly resisted.
37. Concerns have also been raised by the Urban Design Team in respect of the awkward garden shapes. Again, these would accord with the shape of gardens on adjacent phases of the development and is an inevitable consequence of a curved layout and corner house types. Some of the garden areas, to plots 179, 181, 196, do

fall slightly below the minimum 40m<sup>2</sup> suggested within the District Design Guide and, as a result, it is proposed to make minor revisions to the scheme in order to slightly increase the garden areas to these plots. The garden for plot 213, at just 33m<sup>2</sup>, falls short of the suggested minimum. However, the only way to increase the size of the garden area would involve moving the dwelling forward and this would weaken the appearance of the terrace of dwellings of which it forms part (plots 209-213). In this instance, it is considered that the architectural integrity of this group of dwellings should take precedence over the garden shape/size and should not therefore be revised.

38. The elevation drawings will be revised to show rainwater pipe details as requested. The dwellings on plots 174, 175, 178 and 179 would have downpipes in the centre that are not considered to detract from the overall design, whilst the design of plots 193 and 194 would be revised to introduce downpipes to either side of the rendered elements.
39. With regards to the treatment between the adjacent parking courts, it has been confirmed that a fence would separate the two areas, thereby preventing vehicular or pedestrian movement between the two.

#### ***Highway safety***

40. The plan shows the provision of 117 parking spaces (112 residents spaces and 5 visitor parking bays) for the proposed 79 units, which equates to a ratio of 1.48 spaces per dwelling. Under the original outline planning permission, a parking ratio of 1 space for 1 and 2-bed properties and 2 spaces for 3 and 4-bed dwellings was agreed. Based on the number of dwellings/bedrooms proposed in the current application, the parking ratio agreed at the outline stage would equate to a need for 102 spaces. Whilst the current proposal exceeds this level of provision, it still accords with the maximum average of 1.5 spaces per dwelling required by LDF Policy TR/2, and is therefore considered to be acceptable.
41. In accordance with the requirements of Policy TR/3, provision has been made within the layout for cycle spaces for each dwelling.

#### ***Residential amenity issues including noise and light pollution***

42. The owner of No.38 Cambridge Road has expressed concerns on the basis that the development on adjacent plots would result in overlooking and a loss of privacy, as well as a loss of the existing open outlook. The nearest point of the two-storey dwelling on plot 168 is located 18 metres to the south-east of the front elevation of No.38. In addition, the flats on plot 167 are sited approximately 30 metres from the nearest part of the rear garden area whilst the 2<sup>1</sup>/<sub>2</sub> storey dwellings on plots 163 and 164 (to the east of No.38) have generous rear garden depths of approximately 22 metres. There is also a mature tree belt adjacent to the boundary with No.38 Cambridge Road, with these trees proposed for retention. As a result of these distances, together with the retention of existing trees, it is considered that the development would not result in an unacceptable loss of amenity to occupiers of this neighbouring property by reason of a loss of light or outlook.

#### ***Ecology Issues***

43. The application has been accompanied by an ecological survey. This states that one species of bat was recorded during two activity surveys, and that levels of activity observed and recorded were low indicating only low numbers of bats are likely to be

using the site. A single bat was found roosting in No.22 Farmers Row. Due to low activity levels and the scarcity of suitable foraging habitat, it is considered likely the bat is a single male occupying a solitary roost. The possibility the site may be used for winter hibernation cannot be ruled out. In addition, a range of birds were observed utilising the buildings and, as a result, it is recommended that works are undertaken outside the nesting period. Proposed mitigation measures include enhancements for roosting bats and bird boxes.

44. Members will be updated on any responses received from the Ecology Officer prior to the meeting.

#### ***Flooding/drainage issues***

45. The application has been accompanied by the original Flood Risk Assessment carried out in 2006 and submitted along with the outline application and Phase 1 full application in 2007. The Phase 1 consent was subject to a surface water drainage condition that has recently been discharged insofar as it relates to Phases 1a and 1b only. In commenting on these details, the Environment Agency raised concerns regarding the suitability of the proposals for the entire development, in response to which the drainage engineers advised that further calculations would need to be carried out in respect of subsequent phases. Both the Environment Agency and Anglian Water have indicated, in connection with the current proposal, that the submitted details are insufficient and unacceptable, and that a standard surface water drainage condition should therefore be added to any consent.

#### ***Sustainability issues***

46. LDF Policy NE/3 requires all development proposals greater than 10 dwellings to include technology for renewable energy to provide at least 10% of their predicted energy requirements. In addition, Policy NE/12 requires all proposals for 10+ houses to provide a Water Conservation Strategy prior to commencement of development. No such details have been provided to date and would therefore need to be secured through conditions should planning permission be granted.

#### ***Infrastructure***

47. The outline planning permission (as well as the full consent for 120 dwellings) was subject to a Section 106 Legal Agreement, which refers to Phases 1a, 1b, 2, 3 and 4, and requires the following contributions:
- Public open space – requires the provision of public open space related to each phase of the development.
  - Affordable housing – States that no more than 80% of the market dwellings constructed in any phase of the development of the Estate shall be occupied before the affordable dwellings in that particular phase have been completed.
  - Public Art – Requires the payment of the Phase 2, 3 and 4 Public Art Contribution of £35,000 prior to the occupation of the first dwelling on Phase 4.
  - Community Hall – Requires the construction of the community hall prior to occupation of more than 50% of the dwellings.
  - Offsite Facilities – Requires the payment of £15,000 for each of Phases 2, 3 and 4 prior to occupation of the first dwelling on each Phase.

- Transport (County Matter) – Requires the payment of 50% of the transport contribution (£16,100) prior to the occupation of the 45<sup>th</sup> dwelling on Phase 2.
- Education (County Matter) – Requires the payment of £3,340 per additional dwelling constructed on each phase (compared to the number of existing dwellings on site) to be payable prior to the occupation of the first dwelling on such phase.

48. As the legal agreement no longer relates to the current phasing of the development, a new Section 106 Agreement will be required that clearly specifies the trigger points within each section of the agreement. Pre-application discussions have taken place between the developers and the Council's Section 106 Officer and a revised draft of the legal agreement drawn up. This will need to be secured through a condition of any planning permission and completed prior to the commencement of any development. Members will be updated on the status of these discussions once a response to the application has been received from the Section 106 Officer.
49. This Phase 2B development includes minimal open space provision. However, it forms part of a larger development, at the centre of which is a large area of public open space incorporating a LEAP and LAP. It is therefore considered that it would be unreasonable to impose any additional requirements for open space provision on the current scheme.

### **Recommendation**

50. Delegated powers are sought to approve the application subject to the receipt of amended plans to revise the design of the three-storey blocks and to address concerns raised by the Local Highways Authority:
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. The development hereby permitted shall be carried out in accordance with the following approved plans: ASL001, ASL002, APL001, APL002, APL010-027.  
[Note: these drawing numbers to be subject to later revisions to reflect requested amendments].  
(Reason - To facilitate any future application to the Local Planning Authority under Section 73 of the Town and Country Planning Act 1990.)
  3. No development shall take place until details of the following have been submitted to and approved in writing by the Local Planning Authority.  
Development shall be carried out in accordance with the approved details:  
  
Materials to be used for the external walls, roofs and hard surfaced areas.  
Boundary treatments.  
Bin stores, cycle stores and sheds.  
  
(Reason – To ensure the appearance of the development is satisfactory in accordance with Policies DP/2 and CH/5 of the adopted Local Development Framework 2007.)

4. 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.)
5. All hard and soft landscape works shall be carried out in accordance with the approved details. The works shall be carried out prior to the occupation of any part of the development or in accordance with a programme agreed in writing with the Local Planning Authority. If within a period of five years from the date of the planting, or replacement planting, any tree or plant is removed, uprooted or destroyed or dies, another tree or plant of the same species and size as that originally planted shall be planted at the same place, unless the Local Planning Authority gives its written consent to any variation.  
(Reason - To ensure the development is satisfactorily assimilated into the area and enhances biodiversity in accordance with Policies DP/2 and NE/6 of the adopted Local Development Framework 2007.)
6. No demolition, site clearance or building operations shall commence until tree protection comprising weldmesh secured to standard scaffold poles driven into the ground to a height not less than 2.3 metres shall have been erected around trees to be retained on site at a distance agreed with the Local Planning Authority following BS 5837. Such fencing shall be maintained to the satisfaction of the Local Planning Authority during the course of development operations. Any tree(s) removed without consent or dying or being severely damaged or becoming seriously diseased during the period of development operations shall be replaced in the next planting season with tree(s) of such size and species as shall have been previously agreed in writing with the Local Planning Authority.  
(Reason - To protect trees which are to be retained in order to enhance the development, biodiversity and the visual amenities of the area in accordance with Policies DP/1 and NE/6 of the adopted Local Development Framework 2007.)
7. The development shall not begin until a scheme for the provision of affordable housing as part of the development has been submitted to and approved in writing by the Local Planning Authority. The affordable housing shall be provided in accordance with the approved scheme. The scheme shall include:
  - i. The numbers, type and location on the site of the affordable housing provision to be made;
  - ii. The timing of the construction of the affordable housing;
  - iii. The arrangements to ensure that such provision is affordable for both initial and subsequent occupiers of the affordable housing; and
  - iv. The occupancy criteria to be used for determining the identity of prospective and successive occupiers of the affordable housing, and the means by which such occupancy shall be enforced.

(Reason - To ensure the provision of an agreed mix of affordable housing in accordance with Policy HG/3 of the adopted Local Development Framework 2007.)

8. No development shall begin until details of a scheme for the provision of recreational, community facilities, education and transport infrastructure, and public art, to meet the needs of the development in accordance with adopted Local Development Framework Policies DP/4, SF/6, SF/10 and SF/11 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 adequate infrastructure is available to support the development in accordance with Policies DP/4, SF/6, SF/10 and SF/11 of the adopted Local Development Framework 2007 and to the Supplementary Planning Document, Open Space in New Developments, adopted January 2009)
9. No development shall begin until a scheme for the provision of bat roosts and bird nest boxes has been submitted to and approved in writing by the Local Planning Authority; the dwellings shall not be occupied until the nest boxes have been provided in accordance with the approved scheme.  
(Reason - To achieve biodiversity enhancement on the site in accordance with adopted Policies DP/1, DP/3 and NE/6 of the adopted Local Development Framework 2007.)
10. No development shall take place until a scheme for the provision and implementation of renewable energy technologies, to provide at least 10% of the predicted energy requirements through renewable energy technology, 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 that the scheme generates at least 10% of its energy from renewable sources in accordance with Policy NE/3 of the Local Development Framework 2007.)
11. No development shall take place until a water conservation strategy 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 that the development incorporates all practicable water conservation measures, in accordance with Policy NE/12 of the adopted Local Development Framework 2007.)
12. Visibility splays shall be provided on both sides of the access and shall be maintained free from any obstruction over a height of 600mm within an area of 2m x 2m measured from and along respectively the highway boundary.  
(Reason - In the interest of highway safety in accordance with Policy DP/3 of the adopted Local Development Framework 2007.)
13. Visibility splays shall be provided before the first occupation of any of the dwellings, hereby permitted, on either side of the junction of the proposed access road with the public highway. The minimum dimensions to provide the required splay lines shall be 2.4m measured along the centre line of the proposed access road from its junction with the channel line of the public highway, and 43m measured along the channel line of the public highway from the centre line of the proposed access road.  
(Reason - In the interest of highway safety in accordance with Policy DP/3 of the adopted Local Development Framework 2007.)

14. Prior to the commencement of any development, a scheme for the provision and implementation of surface water drainage shall be submitted to and approved in writing by the Local Planning Authority. The scheme shall be constructed and completed in accordance with the approved plans prior to the occupation of any part of the development or in accordance with the implementation programme agreed in writing with the Local Planning Authority.  
(Reason - To ensure a satisfactory method of surface water drainage and to prevent the increased risk of flooding in accordance with Policies DP/1 and NE/11 of the adopted Local Development Framework 2007.)
15. Prior to the commencement of any development, a scheme for the provision and implementation of foul water drainage shall be submitted to and approved in writing by the Local Planning Authority. The scheme shall be constructed and completed in accordance with the approved plans prior to the occupation of any part of the development or in accordance with the implementation programme agreed in writing with the Local Planning Authority.  
(Reason - To 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.)
16. No development shall take place until a scheme for the provision and location of fire hydrants to serve the development to a standard recommended by the Cambridgeshire Fire and Rescue Service has been submitted to and approved in writing by the Local Planning Authority. The development shall not be occupied until the approved scheme has been implemented.  
(Reason - To ensure an adequate water supply is available for emergency use.)
17. No external lighting shall be provided or installed within the site other than in accordance with a scheme which has been submitted to and approved in writing by the Local Planning Authority.  
(Reason - To minimise the effects of light pollution on the surrounding area in accordance with Policy NE/14 of the adopted Local Development Framework 2007.)
18. During the period of construction, no power operated machinery shall be operated on the site before 0800 hours and after 1800 hours on weekdays and 1300 hours on Saturdays, nor at any time on Sundays or Bank Holidays, unless otherwise previously agreed in writing with the Local Planning Authority.  
(Reason – To minimise noise disturbance to adjoining residents in accordance with Policy NE/15 of the Local Development Framework 2007.)
19. No development shall take place until details of the following have been submitted to and approved in writing by the Local Planning Authority:
  - i) Contractors' access arrangements for vehicles, plant and personnel;
  - ii) Contractors' site storage area(s) and compounds(s);
  - iii) Parking for contractors' vehicles and contractors' personnel vehicles;Development shall not be carried out other than in accordance with the approved details.  
(Reason - In the interests of residential amenity in accordance with Policies DP/3 and DP/6 of the adopted Local Development Framework 2007.)

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

South Cambridgeshire Local Development Framework (LDF) 2007

Circular 05/2005 – Planning Obligations

Circular 11/95 – The Use of Conditions in Planning Permissions

Planning application references: S/0986/07/F, S/0987/07/O, S/0565/10/RM and S/2013/11.

**Contact Officer:** Lorraine Casey – Senior Planning Assistant  
Telephone: (01954) 713251





**South  
Cambridgeshire  
District Council**

**Planning Dept - South Cambridgeshire DC**



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## SOUTH CAMBRIDGESHIRE DISTRICT COUNCIL

REPORT TO: Planning Committee

7 December 2011

AUTHOR/S: Executive Director (Operational Services) / Corporate Manager (Planning and New Communities)

## APPEALS AGAINST PLANNING DECISIONS AND ENFORCEMENT ACTION

## Purpose

- To inform Members about appeals against planning decisions and enforcement action, and proposed hearing and inquiry dates, as at 16 November 2011. Summaries of recent decisions of importance are also reported, for information.

- Decisions Notified By The Secretary of State**

Ref. no.	Details	Decision	Decision Date
2. S/1513/10/F	Mr A Banks Land west of Manor Farm Washpit Lane Harlton New Hay/Straw & Cattle Store	Dismissed	02/10/11
S/1793/10/LB	Ms L Boscawen The Grange St Michaels Longstanton Internal Alterations	Allowed	05/10/11
S/0133/11/F	Manhattan Corp Ltd Railway Tavern Station Road Great Shelford Demolition of existing Public House and erection of 13 Flats	Allowed	21/10/11
S/0570/11/F	Mr D Taylor 4 Coles Road Milton Dormer Window	Dismissed	28/10/11
S/0048/11/F	Mr & Mrs A Meikle 41 Chestnut Close Haslingfield Construction of a bungalow	Dismissed	31/10/11
S/1040/11/F	Mr DAJ Wake 10 Station Road Willingham Proposed is another exit from the driveway	Allowed	03/11/11
S/1568/10/F	Mr C Handley Westfield Willingham	Dismissed	10/11/11

	Erection of 7 dwellings, Car Parking and alterations to existing access		
S/1139/11/F	Mr J Sutherland 9 Frog End Great Wilbraham Formation of Access	Allowed	15/11/11

- **Appeals received**

Ref. no.	Details	Decision	Decision Date
3. S/2275/10/F	Mr E Banks Manor Farm Washpit Lane Harlton C of U of Barns to Wedding/Conference venue, together with carparking associated landscaping and ancillary works	Refused	04/10/11
S/1139/11/F	Mr J Sutherland 9 Frog End Great Wilbraham Formation of Access	Refused	05/10/11
S/1016/11/F	Mr & Mrs Witt 17 Pearson Close Milton Extensions and Conversion of garage to Form Bungalow	Refused	05/10/11
S/1157/11/F	Mr & Mrs Le Strat 31 Sheralds Croft Lane Thriplow Extensions	Refused	16/10/11
S/1561/09/F	Mr D Bibby The Stables Schole Road Willingham C of U of Land for 1 Gypsy Pitch (comprising 2 Caravans)	Granted	17/10/11
S/2278/10/F	Mrs C Bidwell 20 New Road Over Two Storey Side Extension	Refused	18/10/11
S/1269/11/F	Mr P Leggett Ermine Street Papworth Everard	Refused	19/10/11
S/1226/11/F	Cheffins The Nurseries	Refusal	31/10/11

	The Way Fowlmere Erection of two dwellings		
S/1364/11/F	Mr M Flack Alvescote Stables Newmarket Road Stow-cum-Quy Change of Use of Stables (agricultural) to office (B1a)	Refusal	31/10/11
S/2145/10/F	Mr G Forbes Highbanks House Camps End Castle Camps Replacement Dwelling and Cof U of Agricultural Land to Garden Land (Part Retrospective Application)	Refused	11/11/11
S/0289/11/F	Highland Glen Estates Ltd 7 Water Lane Impington Erection of 2 detached dwellings following demolition of existing dwelling	Refused	14/11/11
S/0291/11/F	Highland Glen Estates Ltd 7 Water Lane Impington Demolition of existing dwelling	Refused	14/11/11

- **Local Inquiry and Informal Hearing dates scheduled before the next meeting on 7 December 2011.**

4.

Ref. no.	Name	Address	Hearing
S/1392/10/F	Dr S Sangray	37a Rampton Road Willingham	09/11/11
S/0262/11/F	Mrs Izzard	Potton Road Gamlingay	16/11/11
S/0733/11/F	Mr A Greed	Brickhills Willingham	23/11/11

- **Advance notification of future Local Inquiry and Informal Hearing Dates**  
(subject to postponement or cancellation)

5.

Ref. no.	Name	Address	Hearing
S/0205/11/F	Mr J Calladine	Greenacre Farm Oakington Road Girton	13/12/11
PLAENF.4484	Mr J Green	Overbrook Farm Green End Landbeach	24/01/12
S/2275/10/F	Mr Banks	Manor Farm Washpit Lane Harlton	31/01/12
S/1561/09/F	Mr Bibby	The Stables Schole Road Willingham	15/02/12

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

- None

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