

SOUTH CAMBRIDGESHIRE DISTRICT COUNCIL

REPORT TO: Planning Committee

5th December 2007

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

**S/1218/07/F - BOURN
Use as Open Market, Car Boot and Farmers Market
at Bourn Airfield for R Taylor and Sons**

**Recommendation: Approval
Date for Determination: 12th November 2007 (Major Application)**

Departure Application

Notes:

This application has been reported to the Planning Committee for determination because the officer's recommendation conflicts with the recommendation of the Parish Council and the application is a departure from the Development Plan.

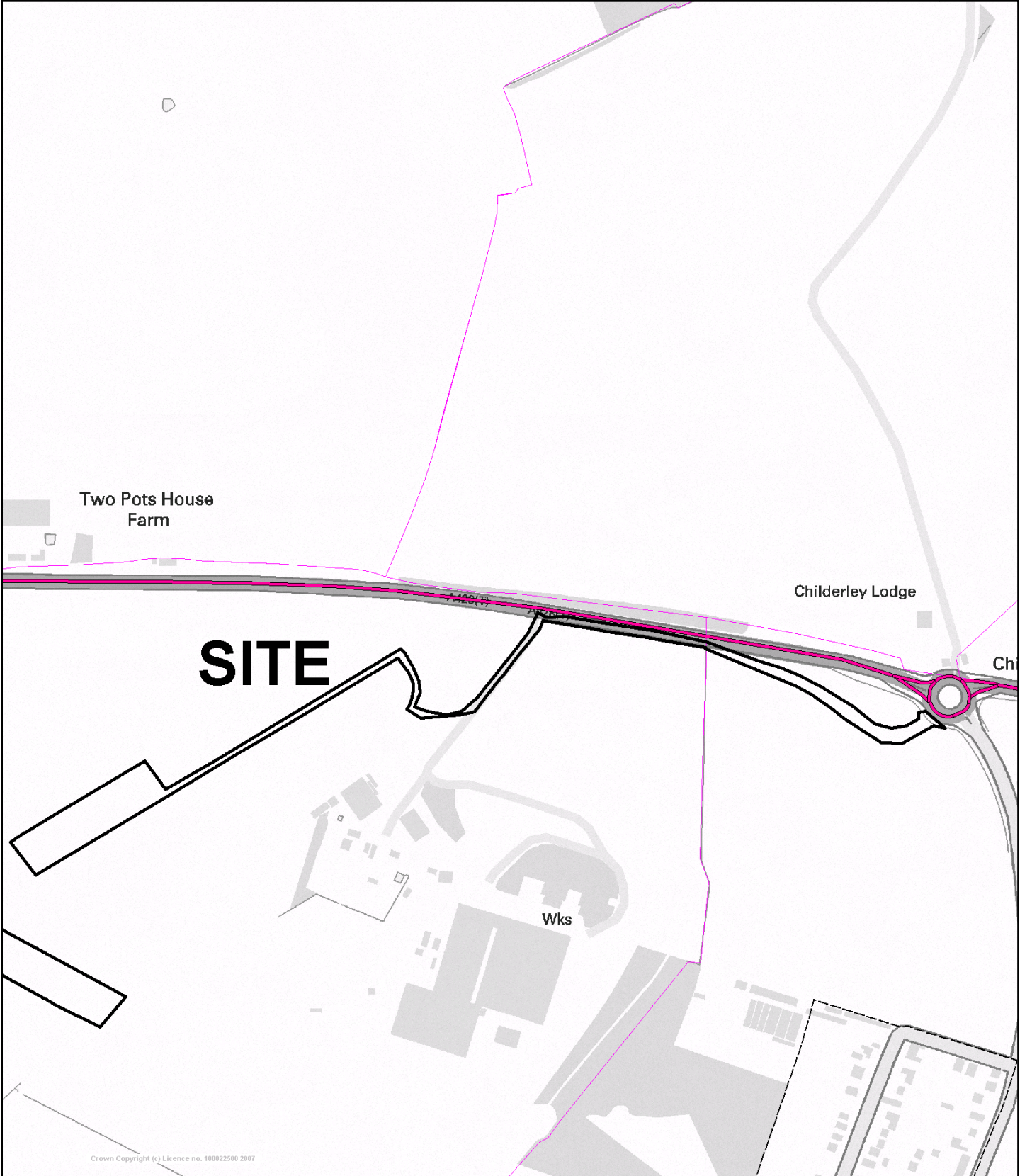
Site and Proposal

1. The site lies south of the A428 and forms a 0.8ha (170 metre long) part of the NE to SW runway at Bourn Airfield. It is largely open in character and accessed from the roundabout that serves Caldecote from the former A428.
2. The full planning application, received 13th August 2007 proposes the change of use of this land to an open market, car boot and farmers market for 56 days of the year (52 Saturdays and 4 Bank Holidays). The Bank Holiday Market's are already held (as permitted development) and attract 7,000 cars throughout the day. The Saturday markets will attract some 500 cars per day. The site layout will accommodate 420 cars of which 350 will be for shoppers and 70 for stall holders. The site location plan was amended on 7th September to include the full length of the access route.

Relevant Recent History

3. Throughout the 1970's the site was used through a series of temporary consents as an open market and car park. The last consent expired on 30th June 1982. Since that time it is understood that the site has been operating under Part 4 Class B of the General Permitted Development Order which allows markets to be held on 14 days in any calendar year without the need for specific planning permission.
4. In December 1994 planning permission was refused for the use of the airfield for Saturday/Bank Holiday markets (56 days per year). The proposed access was to the south and not from the roundabout to the north east as in this current application (it did not exist at that time). The application was refused for the following reasons:

“The volume of traffic which will be generated by a market held on a regular weekly basis, as well as on bank holidays, and which will use Broadway south of the site and pass through the village of Bourn, will represent a significant increase in the volume of traffic which would otherwise be using this route;



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such an increase would represent an unacceptable intensification of traffic activity through Bourn and on Broadway with consequent harm being caused to the environment of residents and to the character of the Conservation Area, through which the principal southerly approach route passes". (Reference **S/0726/94/F**).

5. Through the late 1980's and early 1990's several applications for a new settlement to replace the airfield were refused.

Planning Policy

6. **Policy P1/3** of the Cambridgeshire and Peterborough Structure Plan 2003 (sustainable design in built development) states (in part):

A high standard of design and sustainability for all new development will be required which:

minimises the need to travel and reduces car dependency by providing:

- a) An appropriate mix of land uses and accessible services and facilities
- b) Direct walking and cycle routes
- c) Good access by public transport
- d) Managed access for the private car and other motor vehicles

7. **Policy DP/1** of the South Cambridgeshire Local Development Framework Development Control Policies Development Framework Document July 2007 (LDFDCP) - Sustainable Development states in part:

1. Development will only be permitted where it is demonstrated that it is consistent with the principles of sustainable development, as appropriate to its location, scale and form. It should:

- a) Minimise the need to travel and reduce car dependency;
- b) Make efficient and effective use of land by giving priority to the use of brownfield sites and achieve adaptable, compact forms of development through the use of higher densities;
- c) Contribute to the creation of mixed and socially inclusive communities and provide for the health, education, recreation, community services and facilities, and social needs of all sections of the community;
- d) Conserve and wherever possible enhance local landscape character.

8. **Policy SF/2** of the LDFDCP - Applications for New Retail Development states in part:

1. Other than retail developments in villages under **Policy SF/4** or in AAPs, planning permission for retail development will not be granted unless the applicant has successfully demonstrated that:

- a) A sequential approach has been adopted to site selection and the availability of suitable alternative sites;
- b) It would be conveniently accessible by a wide range of modes of transport other than the car, including good local public transport services from a

wide catchment area, and effective measures would be taken to enhance such accessibility, including that for pedestrians and cyclists.

9. **Policy SF/5** of the LDFDCP Retailing in the Countryside states:

1. Planning permission for the sale of goods in the countryside will not be granted except for:
 - a) Sales from farms and nurseries of produce and / or craft goods, where the majority of goods are produced on the farm or in the locality; or
 - b) Exceptionally, the sale of convenience goods, ancillary to other uses, where proposals, either individually or cumulatively, do not have a significant adverse impact on the viability of surrounding village shops, or the vitality of rural centres or other village centres.
2. Where permission is granted, conditions may be imposed on the types of goods that may be sold.

Para 6.5 Sporadic development for retail uses in the countryside could result in unsustainable patterns of development, and could harm the vitality and viability of village centres.

10. **Policy DP/3** of the LDFDCP - Development Criteria states in part:

1. All development proposals should provide, as appropriate to the nature, scale and economic viability:
 - a) Appropriate access from the highway network that does not compromise safety, enhanced public and community transport and cycling and pedestrian infrastructure;
 - b) Safe and convenient access for all to public buildings and spaces, and to public transport, including those with limited mobility or those with other impairment such as of sight or hearing;
2. Planning permission will not be granted where the proposed development would have an unacceptable adverse impact:
 - a) On residential amenity;
 - b) From traffic generated;
 - c) On village character;
 - d) On the countryside, and landscape character;
 - e) From undue environmental disturbance such as noise, lighting, vibration, odour, noxious emissions or dust.

Consultation

11. **Bourn Parish Council** recommends approval It states:

“Bourn Parish Council has reconsidered its previous comments and will support the application, subject to the following conditions being imposed.

- a) There should be a trial period of 2 years

- b) The area should be limited to that shown on the application and no further area of trading should be allowed at a later date”.

12. **Caldecote Parish Council** recommends refusal. It states:

“The amendment does not change the original response”.

[The original response was ‘no recommendation’ and no comments were made].

13. **Highways Agency** comments are awaited.

14. **Local Highway Authority** states:

“The proposed route of the access road is acceptable to the Highway Authority.

I note that no signing schedule has been submitted; therefore the Highway Authority will assume that no on highway signing to the site is required”.

Representations

15. None

Planning Comments - Key Issues

16. The key issues are:

- a) Highway safety
- b) Location and sustainability
- c) Neighbour amenity
- d) Visual impact

Highway safety

17. I have received no response from the Highways Agency but I am mindful of the comments of the Local Highways Authority.

18. The site is accessed from the roundabout off the ‘old’ A428 that also accesses the village of Caldecote and the commercial development at the east end of the airfield. The use of this roundabout has been significantly reduced since the new road has been opened. The proposal will not therefore compromise highway safety.

Location and sustainability

19. Other than its location close to the major road network, the site does not lie in a sustainable location with particular regard to the availability of modes of transport other than the car. However, the nature of the proposed use as car boot/open market and farmers market is such that users are unlikely to visit the site on foot, bicycle or by public transport. In addition, such uses do not lend themselves to a village or most urban locations. I am also mindful that the proposal amounts to a limited use for 56 days of the year and the site has had a history of such uses for many years.

20. The application is a departure from the development plan as it involves retailing in the countryside that is not supported by Policies SF/2 or SF/5 (see above). However, I consider the limited use for such specific purposes will not significantly impact on sustainable transport objectives. I similarly do not feel that the viability and vitality of

village centres will be harmed due to the types of goods typically sold at such events and the limited use for only 15% of the year.

21. The proposal will not minimise the need to travel but it does utilise a brownfield site and it will benefit the rural economy. Such uses are typical in the countryside and to some extent include elements of recreation and recycling through the buying and selling of used goods.

Neighbour impact

22. Traffic to and from the site will not adversely impact on neighbour amenity as the access will not pass in close proximity to any dwellings. The use itself will be significantly distant from dwellings so as to cause no material harm to amenity.

Visual impact

23. The proposal does not involve the erection of any structures on site and is transitory in nature. For more than 85% of the year the site will remain open. I do not therefore consider it will be visually detrimental to the quality of its surroundings and therefore not necessary to require a landscape scheme.

Departure

24. Although the application is a departure from the Development Plan I consider that due to its transitory nature and the absence of any built form on site that the proposal is sufficiently modest that referral to the Secretary of State will not be necessary.

Previous refusal

25. The earlier application was refused due to its impact on the village of Bourn through traffic flowing through the village. The proposed access will utilise the major road network and I consider it unlikely that any significant traffic movements will be through the village. In this regard this proposal overcomes the earlier reasons for refusal.

Temporary permission

26. I find the proposal to be acceptable having regard to the material planning considerations. I do not therefore consider it would be justified to impose a 2 year temporary restriction as Bourn Parish Council has requested.

Recommendation

27. Approval as amended subject to conditions to ensure that the use operates for no more than 56 days in any one year, access is from the former A428 and Caldecote roundabout only and no lighting without prior consent.

Background Papers:

- Planning Applications File Ref S/1218/07/F and S/0726/94/F
- Cambridgeshire and Peterborough Structure Plan 2003
- South Cambridgeshire Local Development Framework Development Control Policies Development Plan Document 2007

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