

SOUTH CAMBRIDGESHIRE DISTRICT COUNCIL

REPORT TO: Planning Committee

6th August 2008

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

S/6448/07/O - CAMBOURNE

Outline application for the erection of a 2 form entry primary school with community facilities and external landscape places with layout and means of access submitted, At Jeavons Wood and adjacent land, Eastgate, Cambourne For MCA Development Ltd

Recommendation: Approval

Date for Determination: 8th March 2008

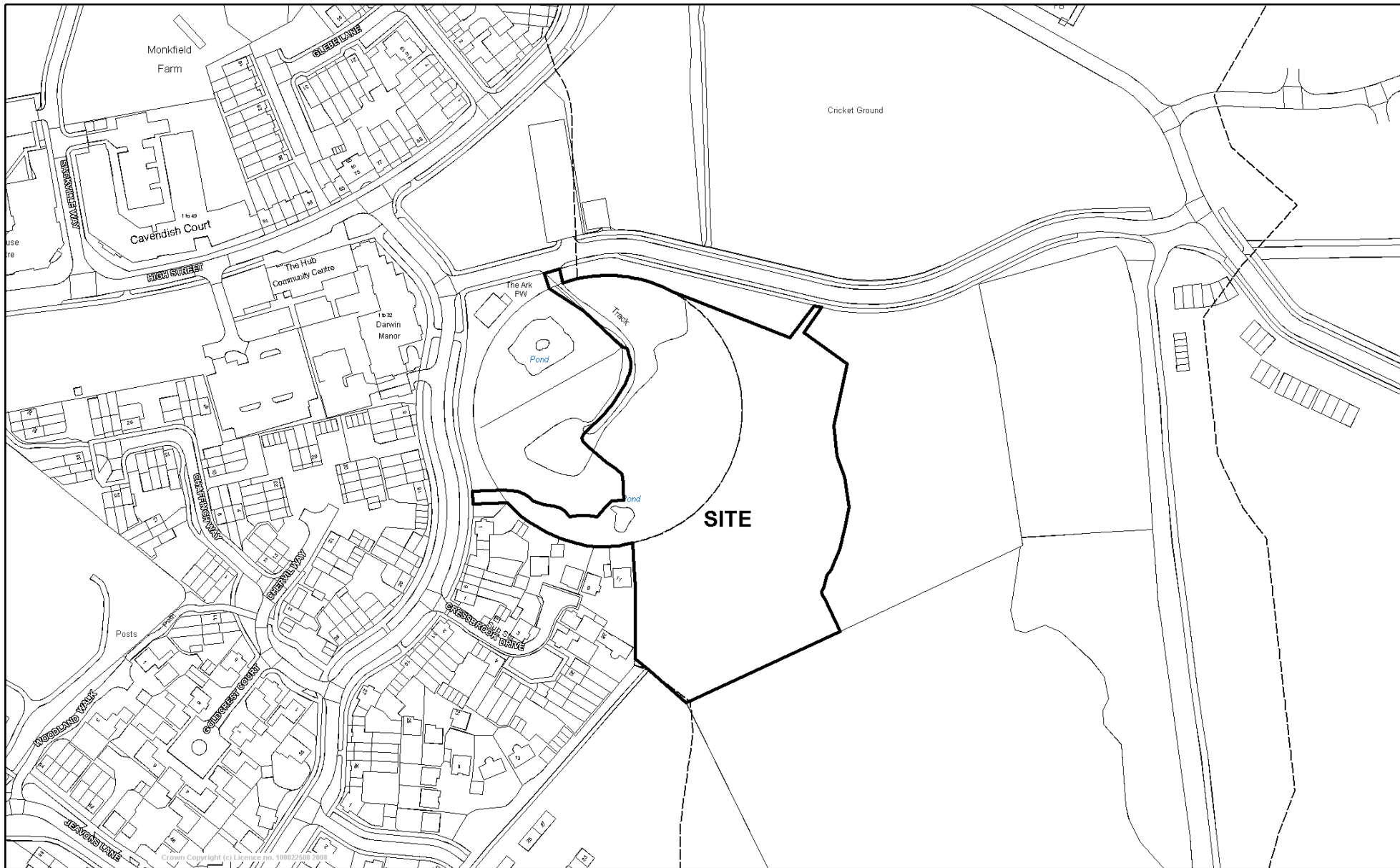
Notes:

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

Departure Application

Site and Proposal

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



Reproduced from the 2008 Ordnance Survey mapping with the permission of the controller of Her Majesty's stationary office (c) Crown Copyright. Unauthorised reproduction infringes Crown Copyright and may lead to prosecution or civil proceedings.

Scale 1/2500

Centre = 532530 E 259514 N

Date 25/7/2008

August 2008 Planning Committee

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

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

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

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

Planning History

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

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

Planning Policy

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

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

30. **NE/1** requires development to demonstrate measures to increase energy efficiency and reduce carbon emissions.
31. **NE/3** requires all development proposals greater than 1000m² to **include technology for renewable energy to provide at least 10% of predicted energy requirements.**
32. **NE/4** development shall **respect the local character of the Landscape Character Area.**
33. **NE/6** requires positive **biodiversity gain.**
34. **NE/11** minimising **flood risk** in the river catchment by use of **Sustainable Drainage Systems (SUDs).**
35. **NE/12** requires development to incorporate **water conservation** measures.
36. **TR/1** encourages **planning for more sustainable travel** through accessibility, alternative modes, and parking levels. This is supported by **TR/2** which sets **parking standards**, **TR/3** which requires **mitigation of travel impacts**, and **TR/4** which encourages **use of non-motorised modes.**

South Cambridgeshire Local Plan 2004 saved policies

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

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

Consultations

Cambourne Parish Council 3rd June 2008

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

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

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

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

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

Representations

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

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

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

Traffic and parking

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

Loss of open space and trees

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

Location in relation to catchment areas

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

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

Representations

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

Planning Comments – Key Issues

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

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

66. The proposed catchments for the schools divide Cambourne into three areas; these do not wholly coincide with the three villages because Lower Cambourne has fewer dwellings (815) than Great Cambourne (1690) and Upper Cambourne (795 allocated, 950 applied for). Thus Monkfield Park school will serve Lower Cambourne and the western part of Great Cambourne, Jeavons is centrally placed for a catchment of the east and north parts of Great Cambourne along with the northwest part of Upper Cambourne, and The Vine serves the remainder of Upper Cambourne. Clearly there would be a transition period during which the current population continue with attendance at schools, which may not be their closest, but this is a temporary phase.
67. The site lies on the east side of Great Cambourne, the access being approximately 95 metres and 290 metres respectively from the residential areas to the west and east. It is 190 metres from the bus stop in the High Street. The site is thus close to the settlement centre, and is accessible on foot, cycle or by bus from all parts of Cambourne. This location is therefore considered suitable, and has the additional advantage that if, in the longer future, fewer school places are required as Cambourne matures demographically, the premises would have a useful and viable function for community purposes in a reasonably central location. The distance from houses is sufficient to minimise the impact of the building and associated activity on residential amenity. The proposal therefore complies with Policy DP1 of the Local Development Framework Development Control Policies DPD 2007.
68. **Capacity of the site** – The application is made in outline, but the layout of the site is for current consideration. The first phase of building would have 6 classrooms, hall and library, as well as the detached Extended School Facilities. The addition of phases 2 and 3 each with 4 classrooms would extend the building southwest just outside the line of the former Jeavons boundary, bringing it to 35 metres from the nearest house. The overall internal floorspace of the building would be 2500m². The shape of the building, partially enclosing a group of trees where outdoor learning can take place, is considered suitable for the use. The provision of more extensive outdoor play and sport provision on land to the east of Jeavons Wood allows for these functions to be adequately accommodated close to the classrooms.
69. Provision for 24 staff cars and two disabled space is made to the west of the building, and a delivery bay for school and kitchen supplies adjacent to the main hall. This meets the Council's adopted parking standards. The space for storage of 120 bicycles proposed in three different shelters round the site would fit in with the layout and use of the site. The site is therefore considered to be adequate to accommodate school provision for 420 pupils (two forms of entry).
70. **Access and Transport** – The site is near a bus route. It is accessible on foot and cycle, and none of the proposed catchment area lies more than 1200metres ($\frac{3}{4}$ mile) from the school. There is currently a perceived problem of road safety for pedestrians and cyclists because of the housing construction in Upper Cambourne and the route to the Vine School being used at the moment for an unusually high proportion of school journeys by private car. This indicates that crossing the roads (High Street, Jeavons Lane and Eastgate) to reach the site would be perceived as hazardous under the

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

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

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

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

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

Recommendation

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

Conditions

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

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

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

to and approved in writing by the Local Planning Authority. The development shall subsequently take place strictly in accordance with the approved scheme.
(Reason – In the interests of the amenities of existing residents in accordance with Policies DP/2 and DP/6 of the Local Development Framework Development Control Policies Development Plan Document 2007.)

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

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

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

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

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

Informatives

Reasons for Approval

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

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

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

Local Development Framework Development Control Policies 2007

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

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

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

Masterplan Revision 30

Design Guide 1995

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

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