

SOUTH CAMBRIDGESHIRE DISTRICT COUNCIL

REPORT TO: Planning Committee

4 November 2015

AUTHOR/S: Planning and New Communities Director

Application Number: S/1550/15/FL

Parish(es): Bourn

Proposal: Demolition of Existing Commercial Buildings and Erection of 16 dwellings (Including seven affordable housing dwellings) public open space, creation of new access and landscaping.

Site address: Gills Hill Farm, Gills Hill, Bourn, Cambridgeshire, CB23 2TS

Applicant(s): Hill Residential Limited

Recommendation: Delegated Approval, subject to S106 agreement regarding footway/cycleway, onsite affordable housing, infrastructure contributions and provision and management of the Local Area for Play (LAP)

Key material considerations: Principle of development, Loss of Employment Site, Impact to Character and Appearance of the Area, Impact to Listed Building, Affordable Housing Provision, Residential Amenity, Contributions

Committee Site Visit: 3 November 2015

Departure Application: Yes

Presenting Officer: Rebecca Ward, Senior Planning Officer

Application brought to Committee because: The recommendation of officers conflicts with that of the Parish Council.

Date by which decision due: 6 November 2015

Relevant Planning History

1. S/0581/08/F - Erection of building following demolition of existing building and change of use of site, including the new building and one existing building, to Industrial (Class B2) - Approved subject to conditions
- S/2134/07/O - Ten Dwellings (including five affordable housing) – Refused for the following reasons; outside village framework, fails to provide a Local Area of Play, fails to demonstrate adequate visibility splays.

S/1257/89/F - Use as Shop - Approved

S/1759/89/O – Agricultural House - Refused

S/2409/88/0 – Agricultural House - Refused

Planning Policies

2. *National Planning Policy Framework (NPPF) 2012
National Planning Practice Guidance*
3. *South Cambridgeshire Local Development Framework (LDF) Core Strategy, adopted
January 2007*

ST/6 Group Village

4. *South Cambridgeshire LDF Development Control Policies, adopted July 2007*

DP/1 Sustainable Development

DP/2 Design of New Development

DP/3 Development Criteria

DP/4 Infrastructure in New Developments

DP/7 Development Frameworks

C/2 Archaeological Sites

CH/4 Development Within the Curtilage or Setting of a Listed Building

CH/5 Conservation Areas

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/4 Landscape Character Areas

NE/6 Biodiversity

NE/9 Water and Drainage Infrastructure

NE/10 Foul Drainage – Alternative Drainage Systems

NE/11 Flood Risk

NE/12 Water Conservation

NE/14 Lighting Proposals

NE/15 Noise Pollution

NE/16 Emissions

SF/6 Public Art and New Development

SF/10 Outdoor Playspace, Informal Open Space and New Developments SF/11 Open

Space Standards TR/1 Planning for More Sustainable Travel

TR/2 Car and Cycle Parking Standards

TR/3 Mitigating Travel Impact

TR/4 Travel by Non-Motorised Modes

5. *South Cambridgeshire LDF Supplementary Planning Documents (SPD)*

District Design Guide SPD – Adopted 2010

Public Art SPD- Adopted 2009

Development Affecting Conservation Areas SPD – Adopted 2009

Health Impact Assessment SPD – Adopted March 2011
Affordable Housing SPD – Adopted March 2010
Open Space in new Developments SPD – Adopted 2009
Listed Buildings SPD – Adopted July 2009
Trees and Development Sites SPD – Adopted January 2009
Landscape and new development SPD – Adopted March 2010
Biodiversity SPD – Adopted July 2009

6 *Draft Local Plan*

S/1 Vision
S/2 Objectives of the Local Plan
S/3 Presumption in favour of sustainable development
S/5 Provision of new jobs and homes
S/7 Development Frameworks
S/10 Group Village
S/12 Phasing, Delivering and Monitoring
CC/1 Mitigation and adoption to climate change
CC/3 Renewable and low carbon energy in new developments CC/4 Sustainable design and construction
CC/6 Construction methods
CC/7 Water quality
CC/8 Sustainable drainage systems
CC/9 Managing flood risk
HG/1 Design principles
HG/2 Public art in new development
NH/2 Protecting and enhancing landscape character
NH/4 Biodiversity
NH/6 Green infrastructure
NH/14 Heritage assets
H/7 Housing density
H/8 Housing mix
H/9 Affordable housing
SC/8 Open space standards
SC/11 Noise pollution
SC/13 Air quality
T/1 Parking provision

Consultation

7. **Bourn Parish Council** – Bourn Parish Council wishes to lodge a formal objection to the granting of planning permission for the above-mentioned application. The Council's objections are made on the following grounds:

- The proposal is for 16 dwellings in the countryside outside of Bourn Village Framework as defined in the current Local Plan (2007) and also in the proposed Local Plan (2013). This is contrary to DP/7.
- The proposed development would remove a general industrial (B2) site from the village, resulting in loss of employment.
- The design of the proposed site appears to segregate the affordable houses away from the market dwellings.
- There is insufficient justification for residential development in the countryside to supply rural base enterprise. In fact, the development would result in the loss of rural based enterprise.

The Parish Council therefore earnestly hopes South Cambridgeshire Council will reject this application.

8. Without prejudice to our objection, we might be prepared to entertain a development which increased the number of affordable houses and decreased the number of market value houses and did not segregate the affordable dwellings from the market value dwellings.
9. Following amendments to the application on the 29 September the Parish Council unanimously recommended refusal. The Parish Council (PC) recognises the work that the developers have done in improving the plan from the previous version. However, our previous objections remain:
 - All the affordable houses are clustered closely together. The PC believes policy is to pepperpot affordable houses around the site.
 - In line with our previous objection comments on the development the PC still believe that there could be more affordable homes on the site.
 - Additionally the PC are concerned that 8 parking places for the affordable houses are insufficient – 8 bays for 7 dwellings?
10. **Local Highway Authority (LHA)** – No objections raised. The LHA confirm they will not be adopting any part of this development in its present format although the Highway Authority would generally seek to adopt this number of dwellings.
11. The LHA will seek the provision of a 1.8m-footway link to the village of Bourn from the development under a S106 agreement.
All visitors parking should be removed, as this will generally be used as over flow car parking for residents of the development.
12. The following conditions are recommended:
 - Bound materials
 - Falls and levels are such that there is no surface water run-off onto the public highway
 - Construction Management Plan
 - Informative to control debris and muck
13. **Cambridgeshire County Council Archaeology** – Raises no objection in principle but considered that a condition should be added requiring a programme of archaeological investigation to be secured prior to the commencement of development.
14. **Environment Agency** – Raises no objection subject to conditions regarding: Ground Contamination, Foul Water Drainage, Pollution Control, Surface Water Drainage
15. **Anglia Water** – No objections raised. Wastewater treatment and Foul Sewerage Network have available capacity.
16. **Cambridge County Council Flood and Water Management Team** – Awaiting comments. Update to member of the committee to be provided.
17. **Contaminated Land Officer** - The submitted Ground Investigation Report dated

March 2015 is accepted and recommends some further site investigation in accordance with the following:

1. Detailed scheme of investigation and recording of contamination and remediation objectives
2. Details of Removal, containment or otherwise rendering harmless any contamination have been submitted.
3. The works specified in the remediation method statement have been completed.
4. If during construction any contamination is found that has not been considered in the remediation method statement, then remediation proposals for this material should be agreed.

Additional details have been submitted by the agent/applicant to prevent the need for a condition requiring the recording of contamination. Officers will update members of the committee on this aspect.

18. **Environmental Health Officer** – Following email correspondence dated 13 October 2015 between the EHO and Klargester in regards to the pumping station no objections were received. The following conditions are recommended:
 - construction noise, vibration, dust etc;
 - artificial lighting;
19. **Sustainability Officer (Huntingdon District Council)** – In accordance with information contained within the technical note and on submitted PV arrangement plan, in support of the Renewable and Low Carbon Strategy, the information provided suggests the development now meets the requirements of Local Policy.
20. **Cambridge County Council (CCC) Education and Waste** –
 - a) Early Years and Primary School– The development proposal is situated in the catchment area of Bourn and is likely to require 3.4 early years places to meet the demand arising from the proposed development. The Local Education Authority (LEA) has stated that although the local provision fills out, this includes out-of-catchment fill and therefore the demand from this development can be met locally. No contribution required.
 - b) Secondary School – This development proposal is situated in the catchment area of Comberton and is likely to require 2.2 secondary school places to meet the demands of residents. The LEA has stated that Comberton VC has sufficient space to expand capacity with existing provisions, should it need to do so as a result of this development. No contribution required.
 - c) Libraries and Lifelong – This development is likely to accommodate around 37 new residents, who will be provided for locally through access to one of three mobile library stops. This is considered sufficient provision, and can be accommodated within existing arrangements. No contribution is therefore required.
 - d) Strategic Waste – The application falls within the Cambridge and Milton HRC catchment area, however, the Council is currently reviewing how strategic waste will come forward in the Cambridge area and therefore, there is no justification at present to seek a contribution. The development will be mitigated through existing provisions. No contributions required.
 - e) Monitoring Fees – Not applicable
21. **Affordable Housing Officer** – The proposed site is outside of the village development framework and should therefore be considered as an exception site for the provision of 100% affordable housing only as set out in Policy H/10 of the new Local Plan.

22. However, should this application not be determined as an exception site, then the council will seek to secure 40% affordable housing. The developer is proposing a total of 16 dwellings, 9 market and 7 affordable. The mix proposed is a reflection of the housing needs in South Cambs, which are a greater demand for 1 and 2 bedroom dwellings. Tenure split should be 70% rented and 30% intermediate (shared ownership). Therefore, 5 of the properties should be rented and 2 shared ownership.
23. Properties should be built to HCA design and quality standards.
24. **Design Enabling Panel (DEP)** – The Panel considers this to be a low-key residential scheme, the success of which will depend upon the quality of the detailing, materials and landscaping. The Panel recommended a number that the following elements be amended or given further consideration:
- Density/layout and suggested changes
 - Amenity space provision
 - Landscaping, Materials
 - Renewable energy
25. **Urban Design Officer (comments following amendments)** – Minor alterations have been made to the site plan and individual house types to address some of the concerns raised in the previous consultation response. This includes:
- Plot 1 and 2: Active frontage with the street and new pedestrian footpath
 - Relocation of visitor parking spaces is welcomed
 - Improved brick detail
 - Private amenity space for all units
 - Information on the inclusion of renewable energy
26. Points still outstanding:
- Disparity between garden/plot sizes
 - Steep roof pitches and deep buildings
 - Materials
 - Boundary treatments
 - Hard and soft landscaping
27. **Historic Buildings Officer (comments following amendments)** – Stringcourse detail is an improvement to the terrace properties. However, hipped roof is not considered to be an improvement. A gable end would relate better to the street scene. Plots 1-7 are well set within the site with gardens running along the shared boundary with Gills Hill Farm House, therefore reducing any impact on the setting of the building.
- Concerns still lie with the following:
- The general concept of a house and farmyard buildings
 - Proximity of plot 16 to the listed building
28. **Ecology Officer (comments following amendments)** – Following the submission of additional details previous reasons for raising and holding objection have now been addressed, namely bat and great crested newt survey work.
29. Bat surveys have now been completed to an appropriate standard, surveys have been conducted throughout a range of seasons and close inspections have been undertaken of potential tree roosts. Only a low level of common pipistrelle bat activity was noted. No roosts upon the site have been identified. Further work has now been completed in order to understand the distribution of great crested newts within the

local pond network. No licences would be required.

30. The following condition should be used 'Development shall only take place in accordance with the recommendations contained in part 4.6 of the report Gills Hill Farm Protected Species Survey Report' by Applied Ecology Limited August 2015. Any variation to the implementation of recommendations shall be first agreed in writing.
31. Further details of the attenuation pond on the site shall be submitted so it can be assessed for its impact upon amphibians and in particular the GCN.
32. **Landscape Officer (comments following amendments)** – No objections with the revised layout upon the site and welcome the landscape changes undertaken by the applicant in the amended drawings. However, the attenuation pond needs to be appropriately designed and suitable for wildlife. At the base of the hill are a number of TPOs and no earth works are to be undertaken within their RPAs.
33. **Tree Officer (comments following amendments)** – No objections. The details and proposed works are acceptable subject to a landscaping condition to include boundary treatments.

Representations

34. **Owners/Occupiers of** – No.31 Gills Hill
raise objections to the application on the following planning grounds:
 - Principle objection to the change of use
 - Planning history has rejected housing on the site
 - Lack of affordable homes
 - No requirement for more homes following Cambourne and Bourn airfield development
 - Loss of employment within the village
 - Validity of viability assessment
 - Outside the Village Development Framework
 - Increased Traffic Movements
 - Incongruously in the rural setting.
 - Plot 16 overlooking – windows to remain obscured
 - Balcony to Plot 16 overlooking
 - Damage/injury from golf balls entering the new development
 - Concerns regarding damage to brick-wall on shared boundary and garage

Site and Proposal

35. The site is located to the east of Gills Hill and comprises a group of old farmyard buildings, which are currently used as general industrial units. The site is outside but adjacent to the boundaries of the village framework and conservation area of Bourn. No.31 Gills Hill Farm House is a grade II Listed Building and lies to the north of the site.
36. The application seeks planning permission for the demolition of the existing farmyard buildings and the erection of 16 residential dwellings, seven of which will be affordable units.

37. **Planning Appraisal**

The main issues to consider in this instance are the principle of the development, housing supply, countryside impact, impact to listed building, parking and highway safety and open space and indoor community infrastructure.

Principle of Development

38. The NPPF requires councils to boost significantly the supply of housing to identify and maintain a five-year housing land supply with an additional buffer as set out in paragraph 47.
39. On the 25 June 2014 two appeal decisions in Waterbeach found that the Council only had either a 3.51 or 3.9 year housing supply (each appeal was judged on its own evidence and slightly different conclusions reached). The Council's housing supply policies in adopted and emerging plans upon writing this report still remain out-of-date.
40. It is appropriate for the conclusions reached within these appeal decisions to be taken into account in the Council's decision making where they are relevant. Unless circumstances change, those conclusions should inform, in particular, the Council's approach to advice in the NPPF, which states that adopted policies which are "for the supply of housing" cannot be considered up to date where there is not a five year housing land supply. Where this is the case, paragraph 14 of the NPPF states there is a presumption in favour of sustainable development. It goes on to say that planning permission should be granted for development unless the adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in the NPPF taken as a whole, or where specific policies in the NPPF indicate development should be restricted.
41. Officers are minded that in 2007 there was a refusal for a scheme of 10 residential units on this particular site. The main reason for refusal was that the site was outside the village framework. Since this time circumstances in regards our housing land supply have changed and for the above reasons, the Council are required to consider development on the edge of frameworks.

Location of the Site and Access to Services/Facilities

42. Bourn is classified as a Group Village in the Council's Core Strategy DPD, 2007. In terms of the hierarchy of settlements in the district Group Villages are one level below Minor Rural Centres and provide services and facilities to meet basic day-to-day needs. Exceptionally, residential schemes within the village framework of Group Villages would be permitted of up to about 15 dwellings where this would make the best use of a single brownfield site under Policy ST/6 of the Core Strategy DPD, 2007.
43. The South Cambs 2014 Services and Facilities Study for Bourn details a range of services and facilities in the village. Those still in existence include a: Primary School, GP Surgery, Village Hall, Recreation Ground, Allotments, Skate Park Mobile Library Service, Butchers, Village Store, Post Office, Dentist, Café, Car Garage, Public House and Indian Restaurant.
44. The site is located less than 500m from the village centre and is within walking or cycling distance of many of these facilities that have been detailed above. Access to employment opportunities exists in the towns of Cambridge, Comberton and Cambourne (3-9 miles distance).
45. The layout plan shows generous space allocation for Local Area of Play (LAP) on the

site.

46. Bourn does not have a train station and the nearest train stations are located in Cambridge (9 miles away) and St Neots (11 miles away). However, Bourn is served by bus services to Cambridge, Cambourne and Comberton. The bus stop is located within walking distance of the site and can be found on Short Street (0.3miles). The frequency of the service ranges but during a weekday there are regular hourly services. Officers are of the view the site is relatively well served by public transport. Footpath access is provided from the site to the centre of the village.
47. The site comprises a brownfield site and while it lies just outside the defined village framework boundary a development for 15 houses is considered to be sustainable in regards to access to services and facilities. Officers consider an additional dwelling to this provision is not unacceptable give the size of the site and its potential.

Loss of Employment Site

48. The existing site holds a range of previous agricultural units, which were converted to commercial premises under a previous planning application. The existing floor area of these buildings is roughly 17,000 sq ft. The majority of the units are empty and in depleted state of disrepair. One of the units is still in use by a locally run business, however, officers are told they will be retiring in the coming months.
49. Policy ET/6 of the Local Development Framework DPD seeks to resist the re-development of existing employment sites to non-employment uses within village frameworks unless one of the following criteria is met;
 - a. Inappropriate for any employment uses to continue having regard to market demand along with any evidence that it has been marketed for a period of not less than 12 months
 - b. The overall benefit to the community of the proposal outweighs any adverse effect on employment opportunities and the range of available employment land and premises or
 - c. The existing use is generating environmental problems such as noise, pollution or unacceptable levels of traffic and any alternative employment use would continue to generate similar environmental problems.
50. Policy E/14 of the Emerging Local Plan seeks to retain employment sites within the village framework and on the edge of the village. The criteria is very much the same as the adopted plan but adds the following:
51. ' Redevelopment proposals which propose the loss of all employment uses will need to be accompanied by clear viability or other evidence as to why it is not possible to deliver an element of employment development as part of the scheme'.
52. The applicants/agent have stated in their Planning Statement that demand for the premises is extremely limited by virtue of their dilapidated state of repair, significant capital to bring them to a suitable standard and location of the site away from commercial centres and major roads.
53. Notwithstanding this statement, no evidence of marketing the premises for a period of 12 months has been submitted with the application; however, the applicants have commissioned Cheffins to undertake a commercial viability appraisal on the site. A copy of this report is available on the Councils website.

54. Cheffins conclude in their report (paragraph 6.4) that the buildings are not suitable to offer to the market for the re-occupation in their current condition. Whilst no further details have been submitted to demonstrate this stance, members will see when they visit the site it is clear the buildings are in a bad state of disrepair.
55. Cheffins have gone on to consider the capital investment that would be required to bring the buildings back into a suitable use for a range of industrial, warehouse and office and retail uses. A break down of the viability can be found in appendix 3 of their report. In each of the three viability appraisals proposed by Cheffins any future developer would generate a significant loss in the region of -£900,00 to - £1,200,00. These sums have taken into account building costs, site costs, construction costs, fees, contingency and sales.
56. Evidence of existing commercial premises up for let/sale within a 10 miles radius has also been submitted to demonstrate there is limited need in there are for these types of units in more remote locations. Examples of units include Bar Hill (Trafalgar Way), Elsworth, Great Gransden and St Ives.
57. Based on the conclusions of the reports and by virtue of there despair (something which is clearly evidenced on site officers consider their refurbishment would not be a viable option. As such this proposal would accord with policy ET/6 part 1g of the Local Development Framework.
58. Notwithstanding the above, the site is located away from any major road, is a considerable distance from good quality public transport modes (stations, guided bus way etc), close to existing residential properties and the adjacent golf course. The redevelopment of the site for its current authorised use i.e. general industrial purposes, when at full capacity, is likely to give rise to a significant number of traffic movements (including lorries), potential noise and odours. As such, officers consider a residential development would be more suitable to this edge of village rural setting.
59. The overall benefit to the community in providing additional homes (including affordable housing) and the redevelopment of brownfield site is considered outweigh any adverse impact on employment opportunities in the area. As such officers consider the scheme would accord with part 1b and c of the above policy.

Housing Mix

60. Adopted Policy HG/2 states that developments of less than 10 dwellings should provide a range of accommodation, including one and two bed dwellings, having regard to economic viability, the local context of the site and the need to secure a balanced community.
61. Emerging Policy H/8 states that the mix of market homes to be provided on sites of 9 or fewer homes should take into account local circumstances. Officers can give some weight to the submission of the policy as the only representations received made asked for a more flexible approach to be considered.
62. There are seven market dwellings on the site and as such the mix of market homes should take into account local circumstances. In this regard the developer has provided the following: 3x 2 bedroom units (with study room), 2x 3 bedroom units, 3x5 bedroom units. The applicants/agents have provided the following reasons for the proposed mix:
 - Chapter 14 of The Strategic Housing Market Assessment (2013) describes a range of house types that are required within the district, with limited need for one bed dwellings but then a notable requirement rising up from two bedroom

units.

- Hill Residential has developed over 35 schemes in the district and has considerable knowledge in the market trends.
- The two bedroom units with the bedrooms will provide future occupiers with the ability to work from home

63. Officers consider the market mix of dwellings is largely acceptable in accordance with our adopted and emerging local policy. This would go some way in meeting the wider housing need in the district as informed by the Strategic Housing Market Assessment.

Affordable Units

64. Adopted Policy HG/3 requires at least 40% affordable housing on new residential schemes above a certain threshold. Emerging Local Plan policy also requires 40% affordable housing on schemes of more than three dwellings.

65. As proposed seven out of the sixteen dwellings will be affordable units. These will range from 1-2 bedroom units. The proposed development is above policy threshold and the plans demonstrate the development will provide 45% affordable housing without comprising the financial viability of the scheme.

66. The Councils Affordable Housing Officer and the Parish Council have commented on whether the affordable to market dwelling ratio is increased to better meet local need and to better comply with the “exception” rule which applies outside of village frameworks. Officers agree that a greater provision of affordable units would be a more favourable and arguably a more sustainable development given that greater priority would be given to meeting local housing need.

67. Whilst no specific evidence has been submitted to demonstrate why the provision of more affordable units would not be viable, the lack of a five year land housing supply now requires the Council to consider mixed-development schemes outside of village frameworks. Thus the provision of 45% affordable housing is considered acceptable and is not inconsistent with the general approach already adopted on other outside village framework sites.

Impact on Landscape Character

68. The South Cambridgeshire Village Capacity Study (1998) and South Cambridgeshire District Design Guide (2010) describes Bourn as one of the Western Clayland villages in the district which generally consist of gently undulating land consisting of large hedge lined fields with occasional woodlands. Bourn surroundings are typically smaller pastures of land, mature groups of trees/woodlands, established hedgerows.

69. The site adjoins residential development to the northwest and further isolated properties set in larger grounds lie to the southwest. A golf course adjoins the site to the east.

70. The northern part of the site contains a number of large grain stores, agricultural buildings and associated hard standing whilst the southern part is rough grassland. A large conifer hedgerow to the road frontage encloses the site. The site is in prominent positions near the brow of Gills Hill overlooking the open countryside to the south and east.

71. The large conifer hedge to the front of the site will be removed as part of the development. However, a replacement with a more native species would continue this edge-of village character with houses set behind. The Council's Landscape Officer has welcomed this change provided it is replaced with a native species.
72. The development would be viewed alongside existing residential development on the opposite side of Gills Hill. The development would provide more of a gateway entrance to the village, keeping within the current perimeters of the existing built up form of the site. As such officers consider the proposed development would not significantly encroach upon the open countryside character beyond.
73. The applicant has provided a section drawing showing the heights of plots 1-4 and plots 8, 9 and 10 and the backdrop of buildings behind. The section drawing confirms that the proposed dwellings will respect the changes in land levels along this part of the road.
74. In accordance with the comments from the Council's Landscape Officer, it is considered the proposed development has an acceptable impact on the landscape character of the area and as such would accord with policy

Design, Scale and Siting

75. Adopted policy DP/2 states that all new development should be compatible with their location and appropriate in terms of scale, mass, form, design, siting, proportion, materials, texture and colour in relation to the surrounding area.
76. Initially the design proposal presented to officers at pre-application stage opted towards the development being centred on a new 'farmhouse' surrounded by barn style conversions. However, following comments from the Council's Listed Building Officer, the development now has a residential feel as to not detract from the setting of the adjacent Farm House.
77. On the 29 August 2015 the current scheme was presented to the Council's Design Enabling Panel. The Panel considered the scheme to be a low-key residential development, the success of which will depend upon the quality of the detailing, materials and landscaping. There were no in principle objections to the scheme, however, the panel did recommend a number of amendments to the proposal, all of which were actioned by the developer. In summary this included:
 1. Plots 1 and 2 having a more active frontage with additional fenestration and brick detailing. Include separate private amenity space.
 2. Architect should consider the relationship between plot 16 and the listed building. Section drawing submitted 069-130revE with details of boundary treatment.
 3. Close proximity of the rear eastern gable end to plot 13 was a concern. Architect was asked the potential to utilise an alternative layout/footprint within the large plot. As a result of the comments the dwelling was moved a further 2-3m from the boundary and a single storey extension added to project into the garden space.
 4. Consideration of central landscaping in order to create a more cohesive space and less potential of visual separation with the affordable units (a matter of concern the Parish Council). A revised landscaping plan was submitted to incorporate the Local Area of Play with the affordable housing and market dwellings. Further details of this would be submitted via conditions in the event

the application is approved.

5. Detailing in regards to proportion of window openings, head and sill details and associated brick detailing. Consideration should also be given to the inclusion of chimneys within the affordable housing units. Plots 1-7 have been amended to include the brick detailing, which can be found elsewhere in Bourn. The dwellings have been given chimneys despite these being dummies. The roof structure has also been hipped. Whilst comments from Urban Design and Listed Building Officers do not welcome this change, it is more in keeping with the style the architects are trying to copy on a similar line of terrace properties in Bourn.
6. Dominant gable ends can be enhanced by detailing and verge treatments. The Panel considers that there is no advantage in reducing roof pitches to simply achieve a small reduction in height.
7. Include further details on renewable energy strategy. Additional details have been submitted in regards to the location of PV panels.

78. Whilst the Council's Urban Design Officer still has some concerns with the scheme, officers generally consider all reasonable attempts have been made following comments from the Design Enabling Panel to ensure the development is in keeping with its surroundings. To ensure the quality of the build continues officers recommend conditions are needed to ensure adequate materials and landscaping details are agreed.

Impact to the Setting of the Listed Building

79. When considering an application that is in the setting of the listed building officers are required to pay special attention to preserving the Listed Building or its setting or any features of special architectural or historic interest which it possesses in accordance with the provisions of the Planning (Listed Buildings and Conservation Areas) Act 1990.
80. To the north of the development site is No.31 Gills Hill, which is a Grade II Listed Building. The dwelling now serves as a residential property, however prior to its separation many years ago; officers believed it once served the wider farmyard of Gills Hill Farm. The building is relatively tall and constructed of the Bourn brick. From the road the property is screened by trees and hedgerows and as such limited views are obtained. The most prominent public views are from the golf course to the rear of the site where its complex roof form can be appreciated.
81. Plots 1-7 sit parallel to the boundary with No.31 with garden amenity spaces separating the plots, this reduces any the visual impact to the setting of the Listed Building from Gills Hill. Plot 16 is situated roughly 16m from the main house and 3-4m off the shared boundary. The plans were amended on the 29 September to reduce the height of the garage roof so it has more graduating appearance. The rear of the dwelling, when view from the golf course, will be simple in form and officers consider it would not compete with the complex roof form of the listed building.
82. Following representations from the occupiers of No.31 the applicants/agents demonstrated their intentions to retain and preserve the historic boundary wall that separates the two sites.
83. As such, officers consider the development would preserve the setting of the Listed Building in accordance with CH/4 of the Local Development Framework.

Parking and Highway Safety

84. Adopted Policy TR/1 states that planning permission will not be granted to developments likely to give rise to a material increase in travel demands unless the site has (or will attain) a sufficient standard of accessibility to offer an appropriate choice of travel by public transport or other non car modes.
85. A local resident has risen traffic generation as a concern. The submitted updated Transport Statement (dated August 2015) has identified that there is sufficient capacity to support the development without compromising highway safety taking into account the site capability of being used for General Industrial Purposes. The Local Highway Authority has assessed this document and raised no objection to the principle of 16 dwellings in this location and has not requested the need for visibility splays.
86. The LHA is satisfied that the proposal will have no significant adverse effect upon the public highway subject to conditions governing: falls and levels of driveways (to prevent run-off); bound material next to access with public highway; a traffic management plan to be agreed; the provision of a footway/cycleway link of 1.8m in width to the village of Bourn from the development. All of these details can be secured by condition except for a 1.8m wide footway/cycleway from the site to the village of Bourn. This provision will be secured within the S106 agreement for the site given this involves land outside of the applicant's control.
87. Each market dwelling will have access to two or more on-site car parking spaces. The smaller units on the site will have access to the car parking area to the front of the properties. There are eight allocated spaces for the seven 1-2 bedroom units. In accordance with the Councils policy TR/2 there would be two less space in comparison to the maximum standard of the policy at 1.5 spaces per dwelling. However, by virtue of the sites location on the edge of the village, close to public transport, officers consider the maximum requirements of this policy do not need to be met in this instance. Furthermore, an additional two visitor spaces have been located on the site to cater for any overspill.

Ecology, Trees and Hedges

88. The application is supported by an ecological assessment, which does not identify any significant biodiversity constraints to development of this site. Please refer to comments from the Councils Ecology Officer.
89. Recommendations are made in the Ecology Report (dated August 2015) with respect to the proposed development to minimise short and long term adverse biodiversity impacts and to enhance the biodiversity value of the development. This includes incorporating bat boxes into external walls on the south facing elevations of the roof eave level as a biodiversity enhancement measure. This can be secured by the way of a condition.
90. The Councils Ecology Officer requires additional information on the attenuation basin to the south of the site. Officers have asked the applicant/agent to submit these details and an update will be provided to the Planning Committee at the meeting.
91. The site is bounded on two of its sides by a high conifer hedgerow. Both the Council's ecologist and landscape officer have assessed the hedge and confirmed it is of low value. Therefore the proposed removal or replacement of this hedge should not warrant the withholding of planning permission in this instance. The hedgerow to the east boundary of the site will be retained and the Councils Landscape Officer

welcomes this, as it is an established native species.

92. The submitted arboricultural report and tree survey (dated April 2015) confirms the location of existing trees on the site. The large willow tree on the northern boundary of the site will be removed; however, the Council's Tree Officer raises no objections in principle to this.

Noise

93. The council's acting environmental health manager raises no objection to the principle of the development subject to conditions to control:
- construction noise, vibration, dust etc;
 - artificial lighting;
 - an air quality assessment for any biomass boiler;
- These details can be controlled by way of condition. Subject to these conditions, the development would accord with adopted Policies DP/3, NE/14 and NE/15.

Residential Amenity

94. The proposal is located with proximity of existing residential properties to the north and west. Occupants of No.31 have raised concerns to the scheme in regards to the potential from overlooking from the dwelling on plot 16.
95. At first floor there will be one window on the northern side elevation of the dwelling, which will serve a bathroom. The plans details the window being obscure glazed. For these reasons officer consider there will be no overlooking to the amenity of No.31. To ensure there privacy is retained a condition will be placed on the decision notice to restrict any further windows on the north facing elevation and roof slopes unless previously agreed with the Local Planning Authority.
96. A balcony is located on the rear of the dwelling on plot 16. To ensure there is no overlooking, the agent/applicants have included a screen to protect amenity. This screen can be retained in perpetuity via a planning condition.
97. By virtue of the dwellings distance from the shared boundary officers consider the plots are relatively well divorced and as such the proposal would not present significant overbearing/overshadowing impacts. For the above reasons officers consider the proposed development would have an acceptable impact to residential amenity and would accord with policy DP/3 of the Local Development Framework.

Archaeology

98. The comments of CCC archaeology are acknowledged. A condition requiring a programme of archaeological investigation to be secured prior to the commencement of development is recommended.

Flood Risk and Surface Water Drainage

99. The agent/applicant has submitted details in regards to the surface water drainage scheme. A technical note was provided to the Cambridge County Council Flood and Water Management Team to consider whether in principle the strategy is acceptable. At the time of writing this report there has been no response to this aspect, however, officers will provide the Planning Committee with an update at the meeting.

100. The Environment Agency raises no objection, subject to conditions governing: groundwater and contamination issues; no infiltration of surface water drainage into the ground is permitted other than with the express written consent of the local planning authority; piling foundations; and a scheme for the provision and implementation of pollution control of the water environment. These conditions are agreed as being necessary.

Contamination

101. The comments of the Council's acting environmental health manager are noted and the site has been found suitable for residential use. Further details are to be secured by the way of a condition, which the agent has agreed.

Contributions and S106 agreement

102. The County Council Education department has confirmed there is no requirement for S106 contributions towards educational facilities in the area.
103. Officers are currently considering contributions in regards to indoor community facilities and public open space. Officers have asked Bourn Parish Council to identify any projects and discussions are currently on going. As such officers recommend any decision to approve the application is delegated back to officers until an agreement has been reached. Contributions will only be forthcoming if these are necessary to make the development acceptable in planning terms having due regard to CIL Regulations.

Other considerations

104. The submitted utilities assessment confirms that the National Grid are able to extend gas supply and electricity to the site.

Conclusions

105. In determining planning applications for new housing development where the Council does not have an up-to-date 5 year housing land supply, the balancing exercise set out in the NPPF is in favour of granting permission, unless any adverse impacts of doing so would significantly and demonstrably outweigh the benefits when assessed against the policies of the Framework taken as a whole. In this case the applicant has demonstrated it is likely all of the units will be delivered within 5 years from the date of the outline consent and as such the proposal will make a contribution towards delivery of the Councils housing targets.
106. The NPPF states there are three dimensions to sustainable development: economic, social and environmental and that these roles should not be undertaken in isolation because they are mutually dependant, and to achieve sustainable development gains should be achieved jointly and simultaneously.
107. Whilst the scheme involves the loss of an employment site in Bourn, there does not appear to be a case for the economic re-use of the existing buildings. There are also economic benefits associated with the scheme, which include future residents contributing to the services/facilities of the village and potential contributions to community facilities/services.
108. Likewise there are clear social benefits through the delivery of up to 16 much needed houses, including 45% affordable housing, These considerations weigh in favour of the development.

109. The environmental implications are more ambiguous but, on balance, the impact of the development upon issues such as traffic, highway safety, biodiversity, local character, heritage assets and residential amenity is either mitigated or acceptable.
110. On this basis, the proposal is considered to represent sustainable development and the application is recommended for approval.

Recommendation

111. Officers recommend that the Committee approve the application, subject to:

Requirements under Section 106 of the Town and Country Planning Act 1990

112. (a) Completion of an agreement confirming the following:
 - Footway/Cycle Way
 - Securing onsite affordable housing
 - Contributions towards community facilities (To be Confirmed)
 - Provision and Management of the LAP

Conditions

113. (a) Time Limit (3 years)
- (b) Drawing Numbers
- (c) Materials
- (d) Landscaping
- (e) Landscape Implementation
- (f) Boundary Treatment
- (g) Tree and Hedge Protection
- (h) Construction Traffic Management Plan

- (i) Falls and Levels of Access and Bound Material of Access Road
- (j) Hours of Power Operated Machinery
- (k) Finished Floor Levels
- (l) Removal of Permitted Development Rights for windows on the Northern Side Elevation of Plot 16 at and above first floor level.
- (m) Removal of Permitted Development Rights for windows on the Western Side Elevation of Plot 12 at and above first floor level.
- (n) Removal of Permitted Development Rights for windows on the Eastern Side Elevation of Plot 11 at and above first floor level.
- (o) Retention of screen on the northern side elevation of the balcony on plot 16
- (p) Contamination Condition – Detailed Scheme of Investigation (subject to agreement)
- (q) Archeological Investigation
- (r) Surface Water and Foul Water details
- (s) Parking and Access to be provided prior to occupation
- (t) Renewable Energy compliance
- (u) Ecology report compliance

Informatives

- 44. (a) Consent of the LHA to carry out highway works
- (b) Contamination not otherwise identified

Background Papers:

The following list contains links to the documents on the Council's website and / or an indication as to where hard copies can be inspected.

- South Cambridgeshire Local Development Framework Core Strategy (adopted January 2007)
- South Cambridgeshire Local Development Framework Development Control Policies DPD (adopted July 2007)
- Planning File Ref:

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