

## SOUTH CAMBRIDGESHIRE DISTRICT COUNCIL

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**REPORT TO:** Planning Committee

2 November 2016

**AUTHOR/S:** Head of Development Management

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<b>Application Number:</b>	S/2647/15/OL
<b>Parish(es):</b>	Papworth Everard
<b>Proposal:</b>	Outline planning permission (with all matters reserved except access and strategic landscaping) for up to 215 dwellings, including affordable housing, and land reserved for nursery use (Use Class D1), open space including strategic landscaping, play areas, sustainable drainage features and associated infrastructure including foul sewerage pumping stations.
<b>Site address:</b>	Land to East of Old Pinewood Way and Ridgeway, Papworth Everard
<b>Applicant(s):</b>	Bloor Homes Eastern
<b>Recommendation:</b>	Delegated approval subject to a S106 agreement
<b>Key material considerations:</b>	Principle, sustainability, design, density and housing mix, biodiversity, landscape impact, flooding and drainage, transport and traffic, need for section 106 contributions
<b>Committee Site Visit:</b>	1 November 2016
<b>Departure Application:</b>	Yes
<b>Presenting Officer:</b>	James Stone, Principal Planning Officer
<b>Application brought to Committee because:</b>	The Parish Council's recommendation is different to that of officers and the proposal is a departure from the Local Plan
<b>Date by which decision due:</b>	11 November 2016

### Executive Summary

1. The application seeks outline planning permission (including access and strategic landscaping) for up to 215 dwellings and associated development as outlined in the proposal description above. South Cambridgeshire does not have a supply of specific deliverable sites sufficient to provide five years worth of housing against its housing requirements and the application site is available for delivery and is considered to be situated in a suitable location because the site is directly next to the Framework Boundary of Papworth Everard.

2. Papworth Everard is classified in the adopted Core Strategy under Policy ST/5 as a 'Minor Rural Centre' and performs a role in terms of providing services and facilities for a rural hinterland. Whilst Minor Rural Centres do not provide as extensive a range of services as Rural Centres they still offer sustainable locations for growth and are the second tier in the settlement hierarchy.
3. It is considered that the illustrative material submitted with the application demonstrates that the proposed development could be satisfactorily provided on the site, with the required access routes, landscaping, level of formal and informal open space and drainage measures. It is considered that the illustrative layout indicates that this could be achieved without having an adverse impact on the character of the village edge.
4. There are no objections to the proposals from the Highway Authority, the Flood Risk Authority or the Environment Agency following the receipt of additional information and none of the Council's internal consultees have recommended refusal. The indicative proposals are considered to demonstrate that the residential amenity of neighbouring properties would be preserved and the density of development would allow sufficient space to be retained between the buildings to preserve the residential amenity of the future occupants of the development.
5. Overall, it is considered that the significant contribution the proposal would make to the deficit in the Council's five year housing land supply and the social benefits that would result from the development outweigh any potential disbenefits. None of these disbenefits are considered to result in significant and demonstrable harm and therefore, it is considered that the proposal achieves the definition of sustainable development as set out in the NPPF.

### **Planning History**

6. There have been no other applications for planning permission at the site.
7. S/0830/15/EI 'EIA Screening Opinion for outline application (inc. access and structural landscaping) for up to 215 dwellings'. The screening opinion concluded that an EIA is not needed as is common for residential developments of this size. Decision = EIA not required.
8. S/2636/15/EI 'EIA Screening Opinion for outline application (inc. access and structural landscaping) for up to 215 dwellings'. The second EIA Screening Opinion was for the same description of development as the first Screening Opinion and was submitted to allow Cambridgeshire County Council to provide a more detailed response on highway related issues. The formal response of the District Council to the second EIA Screening Opinion concludes that an EIA is still not needed. Decision = EIA to be issued but is not required.
9. *SHLAA Assessments (2006 and 2013)*

The site was proposed for residential development through the Local Development Framework (Objection Site 105, June 2006). The Council rejected the site as it was considered that the site was very visible within wide-open vistas and the landscaping fringe around existing development creates a very clear boundary to the existing built up area of Papworth. There were concerns that development beyond the existing boundary would be onto higher more exposed land with a rural open character.
10. The site was considered as part of the Strategic Housing Land Availability

Assessment (SHLAA) in 2013 as site 321. This assessment identified the site as 'red' which means a 'site with no development potential'. The reasons the assessment deemed that the application site had no potential were:

- The development of the site was considered to have a significant adverse impact on the landscape and townscape of the area, as the site is located on a ridge and therefore any built development would form a prominent, harsh edge to the village and impact on the wide views across the undulating arable fields. It was also felt that development of this field would change the strong linear character of the village. It was not considered possible to mitigate the impacts on the landscape and townscape.
- The development was considered to have a direct impact on the A428 with potential capacity issues and mitigation was not considered achievable;
- The site was considered to have economic viability and achievability issues and there was concern that the site may not be sufficiently attractive for developers to be interested in acquiring it in the current market.

#### *Pre-application*

11. A pre-application scheme was submitted for an outline proposal of up to 235 dwellings at the site. The scheme was taken to the Design Enabling Panel (DEP) on 12 March 2015, which included a site visit. The DEP report concluded that:

*'From the information presented at the DEP meeting, the Panel was not convinced that the site is capable of accommodating 235 dwellings in a manner which will provide a high quality built environment, and which will not have an undue negative impact upon the open countryside. The applicant should use a LVIA to inform the indicative layout, which should aim to minimise adverse visual impact on the open countryside. Prior to the submission of the first of the reserved matters applications for the development, a Design Code should be submitted to the Council for approval, to ensure the delivery of a high quality development at Reserved Matters Stage.'*

12. Following comments received at the pre-application stage further work was undertaken by the applicants to amend the scheme, most notably reducing the number of dwellings from a maximum of 235 to 215 which has resulted in improvements to the provision of strategic landscaping and subsequently to the indicative layout.

#### *Pre-application public consultation*

13. A public exhibition, for a scheme of up to 235 homes, was held on Saturday 28 March 2015. 159 people visited the exhibition which included numerous display boards, plans and the provision of feedback forms. Members of the Bloor Homes project team were available to answer questions. The main concerns raised included:

- Principle of development and the number of homes proposed;
- Access and traffic;
- Capacity of the local surgery;
- Capacity of schools;
- Loss of prime agricultural land;
- Impact on landscape;
- Sewage and drainage;

Some residents requested that a pub or social club be provided in the main village if the scheme proceeded.

### **Planning Policies**

14. *National Planning Policy Framework  
Planning Practice Guidance*

15. *South Cambridgeshire Local Development Framework Core Strategy*

ST/2 - Housing Provision  
ST/5 – Minor Rural Centres  
ST/10 – Phasing of Housing Land

16. *South Cambridgeshire Local Development Framework Development Control Policies*

DP/1 – Sustainable Development  
DP/2 – Design of New Development  
DP/3 – Development Criteria  
DP/4 – Infrastructure and New Developments  
DP/7 – Development Frameworks  
HG/1 – Housing Density  
HG/2 – Housing Mix  
HG/3 – Affordable Housing  
SF/6 – Public Art  
SF/10 – Outdoor Playspace, Informal Open Space, and New Developments  
SF/11 – Open Space Standards  
NE/1 – Energy Efficiency  
NE/3 – Renewable Energy Technologies in New Developments  
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/17 – Protecting High Quality Agricultural Land  
CH/2 – Archaeological Sites  
TR/1 - Planning for More Sustainable Travel  
TR/2 – Car and Cycle Parking Standards  
TR/3 - Mitigating Travel Impact  
TR/4 – Non-motorised Transport

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

Open Space in New Developments SPD - Adopted January 2009  
Affordable Housing SPD - Adopted March 2010  
Trees & Development Sites SPD - Adopted January 2009  
Landscape in New Developments SPD - Adopted March 2010  
Biodiversity SPD - Adopted July 2009  
District Design Guide SPD - Adopted March 2010  
Health Impact Assessment SPD – Adopted March 2011

18. *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/9 – Minor Rural Centres  
S/12 – Phasing, Delivering and Monitoring  
CC/1 – Mitigation and Adaptation 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  
HQ/1 – Design Principles  
HQ/2 – Public Art and New Development  
NH/2 – Protecting and Enhancing Landscape Character  
NH/3 – Protecting Agricultural Land  
NH/4 – Biodiversity  
NH/6 – Green Infrastructure  
H/7 – Housing Density  
H/8 – Housing Mix  
H/9 – Affordable Housing  
SC/7 – Outdoor Play Space, Informal Open Space and New Developments  
SC/8 – Open Space Standards  
SC/10 – Lighting Proposals  
SC/11 – Noise Pollution  
SC/12 – Contaminated Land  
T/1 – Parking Provision

**Consultation**

19. **Papworth Parish Council** - Recommends the application should be refused. The concerns of the parish are set out in full in appendix 1 to this report. The objections can be summarised under four headings, which are 'education', 'transport', 'sustainability' and 'drainage'. Below each of these sections is an explanation as to how these concerns have been addressed by the applicant.

20. **Cambridgeshire County Council Growth Team** - No objection and the key issues are:

- Will be potential demand for early years and full day care provision;
- Lack of capacity in existing local Pendragon Primary School to accommodate additional children;
- The access road to the primary school is very busy at peak times;
- There is a requirement to identify a safe walking route to the primary school;
- Secondary school: The expansion work to Swavesey Village College has now been completed. There are now spare spaces at Swavesey Village College which is due to the County Council providing the key infrastructure in advance of the housing. New developments in the area are expected to contribute to the costs of this forward funded work. This development would therefore be expected to provide a proportional contribution to this project to mitigate the additional secondary age children arising

from the development.

21. **Local Highway Authority** - Having reviewed the Transport Assessment and other documentation supplied by the applicant, the County Council considers the outstanding issues associated with the development have been addressed, and therefore the holding objection can be removed subject to:
- The Travel Plan should be secured through S106 or condition;
  - The increase in service level frequency X3/3 service level Transport Assessment will need to be secured. The Developer will need to enter into a public service level agreement with the bus operator to deliver this service for a minimum of 5 years from first occupation;
  - The public right of way improvements will need to be secured through condition and delivered through S278;
  - A contribution of £27,000 towards the installation and maintenance of the RTP1 at the Cambridge bound stop closest to the site needs to be secured through S106;
  - A contribution of £54,044 towards the Papworth to A428 cycle route needs to be secured through S106;
  - The installation of dropped kerbs will need to be secured through condition and delivered through S278.
22. **Highway Development Control Team** - The Highways Development Control Team have no objections to the amended scheme. The Highway Team originally requested the following issues to be addressed. The list below has been provided for completeness:
- \* concerns that the secondary 'emergency' access links into the proposed main access as this would render the secondary access to be pointless in the event of an emergency if the main access was blocked.
  - \* The applicant has failed to provide a drawing showing the required visibility splays. The Highway Authority requests that a plan showing the visibility splays is provided prior to determination of the application. The visibility splay should be shown in full and in both direction as measured from and along the nearside edge of the carriageway. The area within each splay shall be kept clear of any obstruction exceeding 600mm in height at all times. The inter vehicles visibility splays must be within the existing adopted public highway or land under the control of the applicant.
  - \* The Applicant has failed to provide details of how the proposed pedestrian accesses to the site from the existing housing developments will be secured or if they are to be informal or formal.
  - \* A carriageway of at least 5.5m in width from the proposed access to Old Pinewood Road.
  - \* A footway on the development side of the carriageway of at least 1.8m in width to the existing footway along Old Pinewood Road.
  - \* Widening the existing footway opposite the development site to at least 1.8m (this will require the removal of the grass verge).
23. The applicant has addressed all issues originally raised and following receipt of amended plans the Highway Development Control Team has no objection subject to planning conditions to:
- Ensure that no private water from the site drains across or onto the adopted public highway;
  - Ensure the provision of a traffic management plan;
  - Require that the detail of the access be reviewed to enable a fire tender to over run the proposed carriageway if and when required;

- (An informative was requested regarding information on Public Highway Works)
  - The Highway Development Control Team also requested that the applicant engages with the South Cambs Urban Design Team and the Highway Authority to ensure the creation of a suitable internal layout.
24. **Highways England** – No objection subject to a condition to ensure that the proposed Travel Plan is brought into operation prior to the occupation of the first dwelling.
  25. **Cambridgeshire County Council Historic Environment Team (Archaeology)** - No objection subject to a programme of archaeological investigation secured by a planning condition.
  26. **County Planning, Minerals and Waste** - There are no specific designations or allocations which affect the land.
    - Contribution required towards Household Recycling Centres (HRCs).
    - Planning conditions required for 'Construction and Environmental Management Plan (CEMP)' and for a 'Detailed Waste Management and Minimisation Plan'.
  27. **Cambridgeshire Libraries and Lifelong Learning** - Contribution sought of £42.12 per head of increased population to enhance services at Papworth Library.
  28. **Cambridgeshire County Council Flood & Water Team (LLFRA)** - No Objection.
    - The applicant has demonstrated that a feasible surface water drainage scheme can be provided on site and that drainage can be dealt with by using onsite swales and attenuation basins;
    - The applicant has therefore met the minimum requirements of the NPPF;
    - Conditions have been required for site wide surface water drainage, surface water drainage for reserved matters applications and implementation/maintenance/management of drainage systems.
  29. **Cambridge Water** – No objection as the site can be serviced from the existing network.
  30. **Environment Agency** – No objection subject to a condition to protect against potential ground contamination.
  31. **Foul Water Drainage:** The EA requested that Anglian Water are consulted to demonstrate that the sewerage and sewage disposal systems serving the development have sufficient capacity. If there is not capacity in the sewerage system, the Agency must be reconsulted.
  32. **Surface Water Drainage:** The EA requested that the LPA consult the Lead Local Flood Authority (LLFA), Cambridgeshire County Council, with regard to surface water drainage. The EA requested that all surface water from roofs shall be piped direct to an approved surface water system using sealed downpipes. Open gullies should not be used. Only clean, uncontaminated surface water should be discharged to any soakaway, watercourse or surface water sewer.
  33. **Potential Ground Contamination:** A planning condition has been imposed to meet the EA's requirement that any contamination not previously identified is remediated. **Pollution Prevention:** The EA requested that surface water from roads and impermeable vehicle parking areas shall be discharged via trapped gullies. The EA

also requested that prior to being discharged into any watercourse, surface water sewer or soakaway system, all surface water drainage from lorry parks and/or parking areas for fifty car park spaces or more and hardstandings should be passed through an oil interceptor designed compatible with the site being drained. Furthermore, the EA requested that roof water shall not pass through the interceptor and that site operators should ensure that there is no possibility of contaminated water entering and polluting surface or underground waters.

34. Conservation: Opportunities should be provided for wildlife habitat enhancement.
35. **Anglian Water** – No objection subject to a condition to ensure adequate foul water provision before any dwellings are occupied.
36. **Cambridgeshire Constabulary** – No objection. The supporting documents indicate that vulnerability to crime is being adequately considered in the design process.
37. **Cambridgeshire County Council Archaeology** – No objection subject to a condition for a programme of archaeological investigation.
38. **Sport, Art and Culture**
  - No detail has been provided around the size and function of the open space and there has been no mention of providing sport or cultural facilities in the Design and Access Statement;
  - The developers should assess the needs of Papworth and see where a contribution could be used;
  - The provision of cultural facilities should be phased as the development is built out.
39. **Cambridgeshire Fire & Rescue Service** – No objection subject to adequate provision for fire hydrants by way of a Section 106 agreement or planning condition.
40. **Historic England** – No comment.
41. **Natural England** – No objection. The proposed habitat creation to create an area of accessible native woodland adjacent to Papworth Wood SSSI is considered adequate mitigation for the scheme. A planning condition is required to ensure adequate details are provided with regard to implementation and long term management of the new woodland.
42. **NHS England** – No objection providing a developer contribution is provided to mitigate the impacts of this proposal which is likely to have an impact on the services of 1 GP practice. The existing GP practice does not have capacity to accommodate the additional growth resulting from the proposed development - the capital required through developer contribution would form a proportion of the required funding for the provision of increased capacity within the existing healthcare premises servicing the residents of this development. NHS England calculates that the level of contribution required in this instance to be £70,760.
43. **Air Quality Officer** – No objection subject to;
  - 'Electric Vehicle Charging' condition to ensure provision of charging points
  - 'Construction Environmental Management Plan (CEMP)/Dust Management Plan condition' to protect the residential amenity of the area.
44. **Contaminated Land Officer** – No objection subject to a standard unidentified contamination condition.



45. **Drainage Manager** – Endorses the comments of the County Council. The applicant should be able to comply with the County Council’s requirements and should deal directly with the County Council to address drainage issues.
46. **Environmental Health Officer** – No objection subject to conditions.
47. The Health Impact Assessment (HIA) as submitted has been classified as Grade A. This meets the required standard of the HIA SPD policy as Grade A or B is acceptable. Conditions are required to control air quality impacts and to ensure the Lifetime Homes standard is considered. Environmental Health conditions have been used to cover these issues.
48. Additional information was requested to ensure that cycle ways are provided for on the plans to accord with the HIA.

Conditions are required to control the following:

- Hours of construction, potential noise/vibration from piling, airborne dust and construction programme;
  - Odour mitigation from foul water pumping stations;
  - Noise mitigation for foul water pumping stations;
  - Operational noise impact assessment
  - Electric vehicle charging;
  - Construction Environmental Management Plan (CEMP) / Dust Management Plan
  - Artificial lighting mitigation;
  - Standard contaminated land precautionary condition;
  - Control of dust
  - Housing Quality - 2 x conditions for Housing Mix and Lifetime Homes;
  - Noise assessment of any plant and / or equipment
49. Additional information was also required from the Environmental Health team with regard to consideration of potential noise from the pumping stations. The applicant subsequently suggested a planning condition to mitigate any noise and the condition was accepted as sufficient from the council’s environmental health officer following minor rewording of the condition.
50. S106 contributions were requested towards:
- Domestic bins and caddy boxes (for single houses and communal bin stores at flats);
  - Provision to enable segregation of waste into public bins.
51. **Ecology Officer** – No objection subject to a planning condition for management and maintenance of new native woodland belt.
52. **Historic Buildings Officer** – No objection. The proposal will not have an impact on the character of the conservation area.
53. **Landscape Officer** – No objection subject to conditions to ensure the provision of hard and soft landscaping and the replacement of any trees/shrubs/plants that die or are removed.
54. The landscape amendments requested have been provided including:-
- Additional tree planting proposed along the high ridge in the southern area of the site;

- Additional planting proposed within the main northern development area, and;
  - The proposed LEAP/NEAP has been re-located to the eastern edge of the development, providing a break in the built form.
55. Following these amendments I can therefore confirm that the Strategic Landscape principles and structure planting as shown on drawing a CSa/2571/119 Rev C are acceptable.
  56. The landscape officer required the applicants to amend the text of the Landscape Assessment to reflect the current landscape layout and the proposed footpath connections between the site and the adjacent existing development. The Landscape Assessment has been amended to take account of the improved layout.
  57. **Trees Officer** - The alterations to the Ridgeway require the removal of two mature Oak trees which had been nominated for a Tree Preservation Order which is no longer to be served. The trees remain unprotected and Cambridgeshire County Council who own them are not resistant to their removal. Therefore in principal there is no impediment to their removal. The council's tree officer has no objection to the removal of the two mature Oak trees.
  58. The mature trees cannot be replaced and their loss can only be mitigated. The planting of four new semi-mature Oak trees will go some way to mitigating the loss of the existing Oak trees.
  59. **South Cambridgeshire Urban Design Officer** – No objection subject to a Design Code condition. The applicant's design team has taken on board urban design comments provided at pre-application stage, including comments issued by the Council's Design Enabling Panel (DEP). The information submitted demonstrates that the site is likely to be able to accommodate up to 215 dwellings in a manner which will provide a high quality built environment.
  60. Following pre-application meetings with Officers and presentation to the Council's Design Enabling Panel (DEP) (took place on 12 March 2015), the applicant's design team has made improvements to the layout approach, and that six character areas: Gateway; Spine Street; Woodland Edge; Green Links; Countryside Edge and Neighbourhood Housing; have been incorporated into the overall site. The rationale of introducing characters to illustrate how the development could be shaped to provide places with distinctive characters to create sense of place to aid legibility and permeability is supported.
  61. The applicant's Design and Access Statement (DAS) states that the proposed development would have an average density of 33 dph for the developable area and that the buildings will be no higher than two storeys, this is considered appropriate based on the information included in the Landscape Strategy taking into account the need to provide high quality landscape buffer and public open space (40% of the application site will include new areas of public open space) to soften the impact of the proposed development and to support biodiversity.
  62. In terms of parking provision, the applicant has submitted information to confirm that garages will be 3.3m by 6m with an additional 1m at the end and/or 650-750mm at the side for internal circulation and this is welcomed. The applicant's design team should ensure that garages are integral to the dwellings where possible, or are located close to the corresponding residential units. Information on Designing Out Crime has been included to set out how the proposed development will be designed to facilitate natural surveillance through active street frontages and clear front-back

relationships.

63. **South Cambridgeshire Strategic Housing** – No objection.

- The tenure mix for affordable housing in South Cambridgeshire District is 70% Affordable Rented and 30% Intermediate housing. In this scheme the council is requesting 60 Rented and 26 Intermediate homes;
- The types and sizes of affordable homes required to meet the needs of those applicants with a specific local connection on the housing register are set out in the table below.

<b>Bedroom requirements (with local connection)</b>	<b>Affordable Rent (age under 60)</b>	<b>Affordable Rent (age over 60)</b>	<b>Totals</b>
1bed	17	5	<b>22</b>
2bed	19	1	<b>20</b>
3bed	4	0	<b>4</b>
4bed	3	0	<b>3</b>
<b>Total</b>	<b>43</b>	<b>6</b>	<b>49</b>

-Affordable Housing Mix

Taking into account the needs of those seeking affordable housing both locally and within the district, a policy compliant affordable housing scheme could be as follows:

<b>Bedspaces</b>	<b>Affordable Rent</b>	<b>Intermediate</b>	<b>Totals</b>
1bed house / flat	35	6	41
2bed house	17	8	25
2 bed bungalow	2	4	6
3bed house	6	8	14
<b>Totals</b>	<b>60</b>	<b>26</b>	<b>86</b>

- As a starting point for discussions on the requirement for a local connection criteria on 5 year land supply sites the first 8 affordable homes on each 5 year land supply site will be occupied by those with a local connection, the occupation of any additional affordable homes thereafter will be split 50/50 between local connection and on a District wide basis. Based on 86 affordable homes, 47 should have local connection criteria applied and 39 made available to the District.

64. **Sustainability Officer** – No objection. The submitted figures suggest that the scheme will reduce regulated energy use by 14.09% and carbon emissions by 14.58% via a combination of energy efficiency measures and on site renewable energy technology. The proposal would also achieve water use of no greater than 105 litres/person/day. The energy efficiency measures proposed are thorough and provide a noticeable improvement on current Building Regulations standards. The scheme is therefore local policy compliant.

**Representations**

65. **Cambridge & Peterborough Campaign to Protect Rural England** – Object because:

- Contrary to policy in the 2006 Local Plan and to policy in the emerging plan.
  - a) In the current Local Plan 2006 (Policy ST/6) Papworth Everard is classified as a Group Village where 'Residential development and redevelopment up to a maximum scheme size of 8 dwellings will be permitted...'
  - b) In the Local Plan Submission, 2013, para.2.56, the village is classified as a Minor Rural Centre where a maximum scheme size of 30 dwellings is used as a

guideline figure to indicate the upper limit of housing development likely to be suitable

- c) CPRE believes that allocations of land for housing should be determined through the local plan process.
- d) 'Brownfield' sites, where available, should be used.
- e) Landscape grounds - CPRE agree with the statement in the SHLAA (page 1098) where it is stated:

*'Council rejected the site as it is very visible within wide-open vistas and the landscaping fringe around existing development creates a very clear boundary to the existing built up area of Papworth. Development beyond the existing boundary would be onto higher more exposed land with a rural open character.'*

66. CPRE also agree with the assessment in the SHLAA (page 1093) which states:

*'The South Cambridgeshire Village Capacity Study (1998) describes Papworth Everard as lying on a north-facing slope within the western claylands and within a landscape of wide views over undulating arable land. Papworth Wood is considered to be a distinctive landscape feature and provides a significant eastern edge to the village, creating a substantial buffer between the housing and hospital buildings and the arable fields. The parkland grounds of Papworth Hall provide a soft edge to the village and are considered a key attribute of the village.'*

*The village has a strong linear form with mature hedges and trees along Ermine Street and a clear historic core. The hospital complex and the mature landscaped grounds of Papworth Hall have a different character to the rest of the village centre, which is largely continuous residential development, broken only by the playing field and other areas of open space, and Pendrill Court (which includes the library, village shop, and other services and facilities). Due to the linear character of the village the predominant street pattern is cul-de-sacs accessed off Ermine Street.'*

67. Over 135 letters of objection and two in support have been received from residents with regard to a wide range of issues. These are fully summarised in appendix 2 to this report.

## **Site and Proposal**

### *Site*

68. The site is located outside of, but adjacent to, the established Framework Boundary. This is characterised as being in the countryside, is currently in agricultural use, and is located on the north-eastern edge of Papworth Everard. The site adjoins open countryside in agricultural use to the north and east and an area of modern plantation woodland to the south. Further afield and adjoining the southern boundary of the plantation is the Papworth Wood SSSI. This is one of the oldest secondary woodlands in Cambridgeshire.
69. Existing residential development can be found to the west of the site. The site forms part of a large field bounded by drains and ditches and intermittent trees and hedges. The site is located on a ridge and slopes down towards Rogues Lane.
70. Papworth Everard is classified in the adopted Core Strategy under Policy ST/5 as a 'Minor Rural Centre'. These villages perform an important role in terms of providing services and facilities for a rural hinterland although the Structure Plan identifies that they provide less extensive facilities than villages identified as Rural Centres. Papworth benefits from having a combined pharmacy/surgery and a primary school. Other facilities in the village include a vets, a library and a tennis club. The village centre itself contains a variety of shops as well

as a convenience store with a post office.

71. The Site is not covered by any statutory or non-statutory designations for landscape character or quality.
72. A public footpath that links Elsworth and Papworth runs through the site and a separate public footpath runs from the south-west corner of the site either to the centre of the village or Papworth Wood.

### *The Proposal*

73. The scheme, as amended, seeks outline planning permission (including access and strategic landscaping) for the following:
  - Residential development of up to 215 dwellings (including 40% affordable housing);
  - Land reserved for nursery education use (Use Class D1);
  - Open space including strategic landscaping, play areas (1 x Local Equipped Area for Play 'LEAP' and 1 x Combined Neighbourhood Equipped Area for Play 'NEAP' / LEAP);
  - Drainage infrastructure including Sustainable Urban Drainage Systems (SUDS) and two foul pumping stations;
  - Papworth Wood SSSI mitigation including a new woodland belt plantation along the northern boundary of the SSSI with a recreational footpath and signage.
74. Following the receipt of comments from consultees and residents the main amendments to original proposal are:
  - Provision of amended Landscape and Visual Impact Assessment (LVIA) and Landscape Strategy drawing. The amended documents illustrate the provision of bands of tree planting in the northern development area to provide additional layering to the landscape. The NEAP was relocated to the eastern boundary to provide a break in the development edge and to filter views.
  - Amended access drawing to illustrate that the emergency access will provide suitable non-restricted access to the site;
  - Amendments to access to ensure adequate visibility splays and provision of shared pedestrian and cycle link to the Ridgeway;
  - Removal of footways/cycleways from Masterplan where delivery cannot be guaranteed. The applicant has provided additional plans to illustrate that the surfaces of Public Footpath's no's 3 and 4 will be upgraded and lighting will also be installed at the latter;
  - Revised highway works plan for the Ridgeway including widening of footway on western side of the Ridgeway and widening of the Ridgeway carriageway. The widening of the carriageway has required an extension to the eastern side of the road which will result in the loss of two oak trees, which will be replaced, within the highway verge. At the request of the County Council the priority of the proposed access has been changed to ensure that the give way is provided to the onward movements along the Ridgeway;
  - Provision of revised Transport Note (TC/616646/JIR – Technical Note 3 Revision E). The amended note was provided to clarify questions raised by the County Council.
  - Planting Plan for the Ridgeway. The loss of the two oak trees to allow for the expansion of the Ridgeway will be mitigated by the replanting of four semi-mature oak trees along the Ridgeway as illustrated on drawing CSa/2571/125;
  - Provision of revised Flood Risk Strategy (FRA Rev 5) to clarify issues raised by the County Council's drainage officer.
  - Updated strategy for Papworth Wood Mitigation. An additional area of woodland planting will be provided on the northern side of the wood (as shown on drawing CSA/2571/123 Rev B) to address concerns raised by Natural England and the

council's ecologist with regard to increased visitor pressure.

### **Planning Assessment**

75. The key issues to consider in the determination of this application are the principle of development, including the implications of the five year supply of housing land deficit, sustainability of the location, design, density, housing mix, biodiversity, landscape impact, drainage, transport and traffic.

#### *Principle of Development*

76. The NPPF requires councils to boost significantly the supply of housing and to identify and maintain a five-year housing land supply with an additional buffer as set out in paragraph 47.
77. The Council accepts that it cannot currently demonstrate a five year housing land supply in the district as required by the NPPF, having a 3.9 year supply using the methodology identified by the Inspector in the Waterbeach appeals in 2014. This shortfall is based on an objectively assessed housing need of 19,500 homes for the period 2011 to 2031 (as identified in the Strategic Housing Market Assessment 2013 and updated by the latest update undertaken for the Council in November 2015 as part of the evidence responding to the Local Plan Inspectors' preliminary conclusions) and latest assessment of housing delivery (in the housing trajectory November 2015). In these circumstances any adopted or emerging policy which can be considered to restrict the supply of housing land is considered 'out of date' in respect of paragraph 49 of the NPPF.
78. Unless circumstances change, those conclusions should inform, in particular, the Council's approach to paragraph 49 of the NPPF, which states that adopted policies "for the supply of housing" cannot be considered up to date where there is not a five year housing land supply. Those policies were listed in the decision letters and are: Core Strategy DPD policies ST/2 and ST/5 and Development Control Policies DPD policy DP/7 (relating to village frameworks and indicative limits on the scale of development in villages).
79. Further guidance as to which policies should be considered as 'relevant policies for the supply of housing' emerged from a recent Court of Appeal decision (*Richborough v Cheshire East and Suffolk Coastal DC v Hopkins Homes*). The Court defined 'relevant policies for the supply of housing' widely so not to be restricted 'merely policies in the Development Plan that provide positively for the delivery of new housing in terms of numbers and distribution or the allocation of sites,' but also to include, 'plan policies whose effect is to influence the supply of housing by restricting the locations where new housing may be developed.' Therefore all policies which have the potential to restrict or affect housing supply may be considered out of date in respect of the NPPF. However even where policies are considered 'out of date' for the purposes of NPPF paragraph 49, a decision maker is required to consider what (if any) weight should attach to such relevant policies having regard, amongst other matters to the purpose of the particular policy.
80. In the case of this application, policies which must be considered as potentially influencing the supply of housing lands include ST/2, ST/5 and ST/10 of the Core Strategy and policies DP/1, DP/7, HG/1, HG/2, CH/2, NE/4, NE/6 and NE/17 of the adopted Development Control Policies. Policies S/7, S/9, H/1, H/7, H/8, NH/2, NH/3 and NH/4 of the draft Local Plan are also material considerations and considered to be relevant (draft) policies for the supply of housing.
81. It falls to the Council as decision maker to assess the weight that should be given to the existing policies. The Council considers this assessment should, in the present application,

have regard to factors including whether the policies continue to perform a material planning objective and whether they are consistent with the policies of the NPPF.

82. Paragraph 14 of the NPPF states there is a presumption in favour of sustainable development . It says that where relevant policies are out of date, 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 of the NPPF taken as a whole, or where specific policies in the NPPF indicate development should be restricted (which includes land designated as Green Belt in adopted plans for instance).
83. The site is located outside the Papworth village framework and in the countryside, where Policy DP/7 of the LDF and Policy S/7 of the Draft Local Plan states that only development for agriculture, horticulture, forestry, outdoor recreation and other uses which need to be located in the countryside will be permitted. The erection of a residential development of up to 215 dwellings would therefore not under normal circumstances be considered acceptable in principle. However, Policy DP/7 is considered out of date due to the current lack of a 5 year housing land supply as set out in the next sub-section on the principle of development. At the Melbourn appeal the Inspector concluded that the conflict with the development plan housing policies, in so far as the application site lies outside the current settlement boundary, carries very little weight and that 'Much new development in South Cambridgeshire will have to take place in similar locations'.
84. Papworth Everard is identified as a Minor Rural Centre under Policy ST/5 of the LDF and Policy S/9 of the Draft Local Plan. These are the second of four categories of rural settlement and are generally less sustainable settlements than Rural Centres but more sustainable than Group and Infill Villages. As such, they perform a role in terms of providing services and facilities for a rural hinterland (which Group Villages do not) and there is scope for larger scale windfall development within village frameworks. As noted later in this report Papworth is well served by a variety of services.
85. For Minor Rural Centres, it is considered that conflict with rural settlement policies as they apply to such settlements and any conflict with those policies should not be given significant weight in the absence, of a lack of five-year housing land supply since, in general, (rural centres and) minor rural centres provide a access to a sufficient range of services and job opportunities to meet the needs of material levels of new residents development in a sustainable manner. The precise level of services and job opportunities, their accessibility and their sufficiency to meet the needs of proposed development, will need to be considered on case by case basis. Subject to that matter, and to other material considerations, it is considered that the Council may in principle grant permission for development in and adjacent to our larger villages notwithstanding a conflict with rural settlement policies which apply to such settlement. To do so would also be consistent with in the context of paragraph 14 of the NPPF since, in principle, the grant of planning permission would not give rise to an adverse effect sufficient to outweigh the benefits of housing delivery. It is also consistent with local appeal decisions in this category of village since the lack of five-year supply.
86. Given the site adjoins the village framework, the site is relatable to the village geographically and on its dependency on its services and facilities. The proposal to develop a scheme for up to 215 dwellings is considered sustainable due to the close proximity of services which are within walking distance of the site and the availability of public transport and connections to nearby settlements.
87. It is on the basis, that the proposed development is considered to support and maintain the existing Core Strategy and its material planning objectives consistent with the policies of the

NPPF.

*Applicant's commitment to early delivery of the scheme*

88. Footnote 11 to Paragraph 47 of the NPPF explains the meaning of 'deliverable', and states: "To be considered deliverable, sites should be available now, offer a suitable location for development now, and be achievable with a realistic prospect that housing will be delivered on the site within five years and in particular that development of the site is viable....."
89. The Inspector at the recent Melbourn appeal explained that commitment to early delivery should be viewed as a valuable step towards meeting local housing need. The applicant has agreed to a shorter than usual time limit for the submission of reserved matters and so a planning condition will be imposed requiring all applications for the approval of the reserved matters to be made to the Local Planning Authority before the expiration of two years from the date of any outline permission. The Melbourn Inspector stated that shorter submission dates for submitting reserved matters applications is a real advantage in meeting housing shortfall.
90. Bloor Homes have advised that on sites of 150 dwellings and above a delivery rate of 50 market dwellings per year is what they routinely achieve and that the delivery of the affordable housing units would be on top of this build out. Bloor Homes have already held discussion with Registered Social Landlords (RSL's) even though discussions with RSL's would not usually commence until after the outline application has been approved. As a result, if a resolution to approve the application is given by the Planning Committee, Bloor Homes would expect discussions with the RSL's to be at an advanced stage at the point that the S106 is finalised and the decision is issued. The RSL would therefore be able to directly input into the reserved matters submission. It should also be noted that in this case there is only one landowner and only one developer and that Bloor Homes have been in regular contact with the landowner throughout the planning application process. All S106 heads of terms and draft conditions have been shared with the landowner.
91. Policy ST/10 Phasing of Housing Land is considered to have some weight in the determination of this proposal as the aim of the policy is to achieve a continuous high level of dwelling production throughout the Plan period. Given that the applicant has applied for planning permission on the basis the council does not have a five year land supply the early high level of dwelling production is essential for South Cambridgeshire to meet its five year housing requirements. Planning conditions will be used to ensure that construction starts on site not later than the expiration of two years from the date of approval of the last of the reserved matters to be approved. A condition will also ensure that all application(s) for the approval of the reserved matters shall be made to the Local Planning Authority before the expiration of two years from the date of any approval to ensure the proposal contributes towards five year land supply.
92. The applicant has stated in the Planning Statement that they agree to a planning condition that ensures the early delivery of development. The delivery of dwellings within five years will be further helped by the fact that the applicant, Bloor Homes, have confirmed that they have the application site under a long-term Option Agreement. It should also be noted that Bloor Homes are not a land promotion company and are a house builder and will be delivering the site directly.

*Sustainability*

93. The Services and Facilities Study (March 2014) states that Papworth provides the following facilities:



- Bus service which provides connections to St Neots, Huntingdon, Cambourne and Cambridge (the applicant will provide a additional bus services during the morning, afternoon and evening)
- Fire station
- Primary school. S106 money will make a proportionate contribution to expanding the primary school. A feasibility study has been conducted which illustrates that the school can be expanded in a variety of ways.
- General Practitioner Surgery (the applicant will provide a contribution towards the expansion or remodelling of the surgery)
- Library
- Village Store
- Post Office
- Village hall / community centre
- Other services including a community room, a pharmacy, coffee shop, hairdressers, function room, garage, Chinese restaurant, petrol station and veterinary surgery;
- Neighbourhood Equipped Area for Play (NEAP) at the Recreation Ground. The proposal will also be providing a NEAP as well as a LEAP (Locally Equipped Area for Play);
- Outdoor sport by way of the Recreation Ground. This has been defined by the March 2014 survey as a 'Large recreation ground with outdoor sports facilities and a play area';
- Allotments.

94. Papworth currently lacks:

- Secondary school. The site lies within the catchment of Swavesey Village College. The college has been expanded and has space to accommodate any pupils arising from the proposed scheme - the developer will make a proportionate contribution towards the recent college expansion. The closest school bus stops to the site are:
  - Wood Lane/Ermine St – (Closest stop to the Ridgeway)
  - Ermine St (adjacent to Nisa Store)
  - Papworth Hospital/Ermine St
  - South Park Drive/Ermine St
- Sports centre; (A contribution towards the provision of a cycle link from Papworth to Cambourne, which does have a sports centre, will be provided)
- Community Orchard;
- There are currently no dedicated cycle links connected to Papworth Everard (the applicant will be providing a contribution towards the provision of a dedicated cycle path between Papworth and the Caxton Gibbett roundabout).

95. The latest Sustainability Appraisal (SA) in the emerging Local Plan (updated March 2016) scored submitted sites using a colour code of green, amber and red with green being positive and red being negative. The application site was considered against forty six different criteria as part of the SA.

96. The application site received a green recommendation for twenty one of the criteria and amber for a further seventeen points on the SA list. Some of the criteria the application site scored green for included;

- 'Development unlikely to impact on air quality';
- 'Pollution – development compatible with neighbouring uses';
- 'Water – development unlikely to affect water quality';
- 'Biodiversity Designated Sites – none or negligible impact';
- 'TPO's – site does not contain or adjoin any protected trees';
- 'Heritage – neutral impact as existing features can be retained or appropriate

- mitigation possible’;
  - ‘Distance rom outdoor sport facilities’;
  - ‘Employment accessibility – site is 0.3km as the crow flies (ACF) from centre of site to South Cambridgeshire 008C (Papworth Hospital and village centre)’;
  - ‘Utilities – minor utilities improvements required but constraints can be addressed’;
  - ‘Distance to bus stop/rail station – 535m to nearest bus stop ACF (Papworth Everard, Wood Lane);
  - ‘Public transport journey time to City centre – 14 minutes to Cambridge’;
  - ‘Distance for cycling to City Centre – 8.01km ACF to St. Ives’.
97. Out of the 46 criteria the application site scored red on only eight of the criteria (the other thirty eight criteria were assessed as either green or amber). The eight red criteria were:
- 1) The site is not on previously developed land;
  - 2) Significant negative impact on landscape character, no satisfactory mitigation measures possible;
  - 3) The site is over 800m from the edge of the defined Cambridge City Centre;
  - 4) The site is over 3km from the nearest secondary school;
  - 5) No cycling provision or a cycle lane less than 1.5m width with medium volume of traffic;
  - 6) Service does not meet the requirements of a high quality public transport (HQPT);
  - 7) Frequency of Public Transport – less than an hourly service;
  - 8) Site is over 800m from an existing or proposed train station (the site is approx.. 9,472m from St Neots Station)
98. Of the above eight criteria where the application site scored red none are considered to be substantive and in many cases the applicant has provided satisfactory mitigation to address the issues raised under the SA. Each of the eight red criteria have been addressed below:
- 1) Most five year land supply sites are on undeveloped sites – greenfield development does not outweigh the benefit of housing provision;
  - 2) Landscape impact can be mitigated at the site;
  - 3) All of South Cambridgeshire’s Rural Centres and Minor Rural Centres are over 800m from Cambridge City Centre therefore this is not considered an obstacle to the proposal;
  - 4) An existing bus service provides free public transport for children who live in Papworth to the catchment secondary school (Swavesey Village College);
  - 5) The applicants will provide a financial contribution towards a cycle path to link Papworth to Cambourne;
  - 6 & 7) The applicant will provide a financial contribution for additional bus services for the X3 (Papworth to Cambridge and Cambridge to Papworth) route in the morning and afternoon/evening for at least 5 years. The provision of additional buses would therefore ensure that the village is served almost every hour between 06.43 and 18.35 thereby meeting the SA requirements. The current bus operator ‘Tower Transit’ have confirmed in a letter that they are ‘confident that an improved timetable on service X3 can be delivered operationally and has a very strong prospect of commercial viability after the development is completed’. Furthermore, the applicant will provide funding to ensure that each new household within the proposed development could have a free six-month ticket for any Whippet bus service.
  - 8) Lack of close proximity to a train station is not considered to be of significant harm to demonstrably outweigh the benefits of providing much needed housing.
99. The application site is located outside but immediately adjacent to the village framework boundary for Papworth Everard and is therefore situated in relatively close proximity to the village’s facilities.

100. The application site is served by footways and bus stops to and from local services. Appendix 4 (of the Transport Technical Note Rev B January 2016) illustrates walking distances from the site. Following the agreement to upgrade and light Public Footpath No. 4, the applicant has provided updated maps illustrating walking distances from the site, by providing a range of isochrone maps. Public Footpath No. 4 had originally been ignored in the Transport Assessment for robustness purposes because the applicant did not originally think the route could be lit.
101. An isochrones map has been provided by the applicant that illustrates walking distances to the primary school. This shows the parts of the village that are within an 800m walk of the primary school. The northern and southern parts of the site are within an 800m walking distance of the primary school. The remainder of the site is within a 900m walk of the school. Therefore the application site meets the 'acceptable' 1000m walking distance referred to in the table above. Large parts of the village, including the more recent development to the south of the village, are beyond this 800m walking distance and are more distant from the school than the application site. It is also worth noting that the route to the school from the application site is via a quiet, secondary road and only along a short section of the busier Ermine Street. The routes from other parts of the village are more reliant on Ermine Street.
102. The Local Centre is where the local store, post office, doctors and chemist, library, vets and A class uses are located. Given that a s106 contribution should ensure the provision of lighting along Public Footpath No. 4 all future residents of the application site would be within an 800m walk of the Local Centre. An isochrone map has been provided by the applicant measuring the parts of the village that are within an 800m walk of the Local Centre. This shows that not all of the village is within an 800m walk of the Local Centre but the entirety of the application site is.
103. The NPPF (para. 7) states that there are three dimensions to sustainable development: economic, social and environmental. These dimensions give rise to the need for the planning system to perform a number of roles:
- *an economic role – contributing to building a strong, responsive and competitive economy, by ensuring that sufficient land of the right type is available in the right places and at the right time to support growth and innovation; and by identifying and coordinating development requirements, including the provision of infrastructure;*
  - *a social role – supporting strong, vibrant and healthy communities, by providing the supply of housing required to meet the needs of present and future generations; and by creating a high quality built environment, with accessible local services that reflect the community's needs and support its health, social and cultural well-being; and*
  - *an environmental role – contributing to protecting and enhancing our natural, built and historic environment; and, as part of this, helping to improve biodiversity, use natural resources prudently, minimise waste and pollution, and mitigate and adapt to climate change including moving to a low carbon economy.'*
104. Each strand of sustainability has been referred to with regard to the context of the site:
- Economy: Papworth Hospital is currently a large employer in the village and whilst the hospital is expected to relocate away from Papworth the site has been earmarked in the Emerging Plan for employment use. Emerging Local Plan 'Policy E/5: Papworth Hospital' states that if a healthcare use cannot be found for the hospital site then only B1 Business Use Classes will be permitted (with the exception of residential conversions for buildings of character as a last resort). Papworth Business Park, located at the southern edge of the village, is another large employment area for the village. Planning permission has been granted for the re-use of the former printing works building on Ermine Street South for Class B1 employment uses including a bakery and micro-brewery (Ref. S/0623/13/FL).

Papworth benefits from a high level of employment land provision for a Minor Rural Village.

- Another direct economic benefit of the scheme would be the provision of construction jobs related to the development. Furthermore, the additional population that would arise from 215 dwellings would boost the local rural economy by providing additional support for local shops and services. The Inspector determined in the Melbourn appeal that such benefits carry 'fairly significant weight'.
- 105.
- Social: The proposal will provide housing in an area suffering from a chronic lack of housing including the provision of 40% affordable housing thereby helping to meet the needs of local residents in an area that has priced many people out of the housing market. The last study conducted for Papworth in October 2015 stated that there were 49 people with a specific local connection on the affordable housing waiting list. This figure had risen sharply from only 38 people the previous year in October 2014 and illustrates the growing affordable housing need in the area. Furthermore, a planning condition will ensure that the mix of market dwellings at the site will meet the requirements of local need at the time of submission of reserved matters applications.

The Health Impact Assessment (HIA) submitted with the application has been assessed as Grade A which exceeds the requirement of Grade B. Grade A indicates that the scheme would contribute towards the delivery of a healthy and sustainable community. The proposal will also help to improve existing infrastructure for residents currently living in Papworth including the provision of a NEAP. Papworth and Ellsworth have a higher than average proportion of residents with long term sickness and disability compared to the district wide average. The proposal will help existing residents by increasing the width of the pathway located alongside the Ridgeway to a minimum width of 1.8m to enable two wheelchairs to pass. This will bring the existing narrow pathway next to the Ridgeway in line with current guidelines and will improve accessibility for disabled residents.

- 106.
- Environmental: A woodland belt will be planted along the northern boundary of Papworth Wood SSSI which will enhance the biodiversity of the existing agricultural field and provide a buffer for the wood. There will also be significant biodiversity enhancements on the application site itself including significant areas of green open space, landscape planting and the provision of ponds that will have benefits for aquatic based species. The present use of the site as an agricultural field has very little biodiversity value and so the proposal will be enhancing not only the biodiversity of the site itself but also of the wider area with the woodland belt. The biodiversity of the built environment of the site would be enhanced by the provision of swift boxes and sparrow terraces on at least 20% of properties.
  - The proposal would have no impact on the historic environment. Other environmental benefits not directly related to biodiversity include the provision of bus services on the 3/X3 route, with additional buses during the morning and afternoon/evening.

Funding will also be provided for a free six-month ticket for any Whippet bus service for each household to encourage residents to use the bus services from the beginning of their residency. Finally, the proposal would help fund the provision of cycle track between Papworth and Cambourne to allow existing residents of Papworth to access facilities at Cambourne in an environmentally friendly manner currently not available.

### *Urban Design, Housing Density and Housing Mix*

107. Policies DP/2 and DP/3 carry substantial weight because they are intended to control the quality of development and do not generally restrict the supply of housing. For these reasons policy HG/1 is also considered to retain substantial weight in the determination of this application because it fills a wider planning purpose unrelated to the supply of housing which is ensuring good design and protecting the character of the village edge.
108. The scheme will have an average net density of 33 dwellings per hectare for the developable area which meets the requirements of Policy HG/1 whilst ensuring that adequate green space is provided to sympathetically extend this edge of village location. It should also be noted that the reserved matters applications will be able to ensure higher densities on land parcels closer to Papworth and the middle of the site and lower densities towards the eastern and northern edge of the site where the site will be adjacent to open countryside.
109. The council's urban design officer has stated that the proposal will be able to accommodate up to 215 dwellings in a manner which will provide a high quality built environment. A planning condition will ensure that no dwellings are above two storeys or 9m in height to protect the rural character of the area. For reference, the gross density of the proposed development (i.e. including those areas which will be developed for housing, the access roads within the application site, private garden space, car parking, open space and landscaping, and the NEAP, but less the land required for the outfall and pre-school facility) equates to 20 dwellings per hectare. A Design Code condition is not considered necessary and it is not normal practice for the District Council to attach such a condition to a residential extension of this size.
110. Furthermore, neither Historic England nor the District Council's historic buildings officer had any objections in relation to any potential impact on the historic built environment.
111. It should be noted that housing mix policy HG/2 does not prescribe a specific housing mix for developments of over 10 dwellings. The policy is nonetheless considered to have a planning purpose consistent with the NPPF because it will ensure that the type of housing delivered will meet local need. A planning condition will ensure that all reserved matters applications for housing have to take local knowledge of market demand into account with regard to housing mix. The council's housing officer has stated that the indicative affordable housing mix, mentioned previously in this report, will meet local requirements.
112. Furthermore, the applicant has agreed to ensure that 5% of the dwellings provided will be bungalows. Of the 11 bungalows 5 will be market dwellings and 6 will be affordable housing. The council's affordable housing officer has confirmed that there are local residents over the age of 60 on the affordable housing waiting list who could benefit from bungalows.

### *Biodiversity and Geological Importance*

113. Both Natural England and the council's ecologist have stated that they have no objection to the proposal.
114. An Extended Phase 1 Habitat Survey was conducted as part of the proposal. The survey determined that the scheme would have no impact on protected species, or on bats, reptiles or dormice. Whilst the arable field does not provide suitable habitat for Great Crested Newts (GCN) the ponds and dense scrub around the edge of the site are potentially suitable. A GCN presence/absence survey was undertaken of ponds within 250m of the application site

and found that GCN were absent from the pond adjacent to the north eastern corner of the site. The application site does provide some nesting opportunities for birds whilst vegetation around the site would provide habitat for common invertebrate species.

115. Proposed mitigation and ecological enhancement will include the avoidance of vegetation clearance during the nesting bird season; compliance with pollution prevention guidance; the planting of wildlife enhancing vegetation and the installation of bird, bat, hedgehog and insect boxes where required. A planning condition will ensure that 20% of dwellings contain either swift boxes or sparrow terraces.
116. Concerns were initially expressed about increased footfall into the Papworth Wood SSSI. The applicant has agreed to the planting of an accessible native woodland belt of 0.9ha along the northern boundary of Papworth Wood to reduce the impact of residents on the SSSI and to provide further habitat for biodiversity enhancement. A pathway will be provided through the new woodland belt to discourage the need for residents to walk through Papworth Wood SSSI. The S106 agreement will include long term management arrangements for the new area of woodland. It should also be noted that the application site itself will be enhanced for biodiversity by way of the large areas of green space and vegetation. The site is not located in close proximity to any sites of geological importance.

#### *Agricultural Land*

117. A detailed Agricultural Land Classification Survey of soil conditions at the site was undertaken by the applicant to determine the agricultural quality of the land. The survey found that the site comprises Grade 3b, which is moderate quality agricultural land and not the higher quality 'Best and Most Versatile Land' (BMV) which needs to be specifically assessed against the benefits where loss is proposed as part of development. The loss of Grade 2 agricultural land when seen in the context of its locally wide availability, carries moderate weight. The proposal is therefore policy compliant because it would not result in the loss of high grade agricultural land.

#### *Historic Environment*

118. The site is not located in or adjacent to any Historic Landscapes or Conservation Areas. The site is separated from the Papworth Conservation Area by significant amounts of existing residential development. Historic England and the Council's historic buildings officer have not objected to the proposal.
119. An Archaeological Assessment was submitted with the application and found that there were three areas of previously unknown archaeological remains of Bronze Age to Roman date. The County Council's archaeologist does not object to the development subject to a standard condition to conduct further archaeological work.
120. It should be noted that the site has no impact on listed buildings, protected village amenity areas or important countryside frontages.

#### *Open Space , Sport, Art and Culture*

121. The NEAP has been relocated towards the eastern edge of the site to help filter views of the site from nearby villages and areas of public access. The Play Area Strategy Plan illustrates that a combined NEAP/LEAP will be provided along the eastern boundary and a second LEAP towards the northern boundary. The indicative layout in the Play Area Strategy Plan illustrates that the required buffers of 20m for LEAPS and 30m for NEAPs can be provided within the Landscape Strategy. The Council's Development Officer has confirmed that the proposed areas to be set aside for the NEAP and the combined NEAP/LEAP are adequate

in size.

122. Large areas of public open space and landscaping would be provided around the edge of the site and via routes through the middle of the site. Sustainable urban drainage systems (SUDs) would be incorporated within the open space.
123. The expected population increase from the proposal will be approximately 538 residents which creates a requirement for 1.5ha of open space. The proposed development would provide 4.12 ha of open space which significantly exceeds the policy requirement.
124. The SPD states that the starting point for the mix of Children's Play Space will be 50% formal and 50% informal.
125. Given that one bed dwellings do not need to contribute to children's playspace the policy requirement is that this proposal should provide 4,128 m<sup>2</sup> of children's play space of which around 50% should be formal space (equipped) and 50% as informal space. This means that there is a need of around 2,000m<sup>2</sup> for formal space (equipped). The proposal will address the formal space (equipped) requirement by providing a LEAP (500 m<sup>2</sup>) and LEAP/NEAP (1500m<sup>2</sup>) which would provide a combined formal space (equipped) play area of 2000 m<sup>2</sup> thereby meeting the policy requirement.
126. The existing Public Right of Way through the site will be retained as part of the landscape and enhanced by the provision of strategic landscaping either side of the pathway. The Play Area Strategy Plan, which is indicative as layout is a reserved matter, illustrates that all properties lie within a maximum 270m straight line distance of the two LEAPS whilst all properties, including some existing dwellings, are within a 600m straight line distance of the NEAP. The Open Space SPD states that identified walking routes should not cross busy roads. If the open space were to be provided in accordance with the indicative plan provided some residents would need to cross the spine road to access a LEAP. However the spine road is not a through-route and is not considered to be a "busy road". It is therefore considered that an adequate amount of equipped and non-equipped play space can be provided on this site and that the council's design and location requirements can be adhered to either as shown at present, or as part of an alternative layout that could be brought forward at the reserved matters stage.
127. Offsite outdoor play space/sport is provided at the nearby King George V Park which includes pitches for football, cricket, tennis courts and bowling green and is within walking and cycling distance of the application site. The open space in new developments SPD sets a threshold above which formal sports provision is required which is 200 dwellings. In this case officers consider it would be more appropriate to secure a tariff based offsite contribution to improve existing facilities rather than insist on onsite provision.
128. The Parish Council considers that in order to accommodate the needs of more residents that the village needs a 'new pavilion' building on the playing fields (football and cricket), which combines changing rooms, clubroom and catering facilities, etc. At present the Parish has not outlined any specific formal sport or community projects that it would like the tariff contributions to be provided towards. It should be noted that s106 tariffs have been supported for schemes (eg 8 Greenacres, Duxford ref: APP/W0530/W/15/3138791) where the District Council secured contributions even though the location of the new building was not known (and therefore did not have planning permission). The Inspector considered that the CIL tests had still been satisfied with regard to this approach.
129. In terms of offsite indoor community space Papworth is served by a recently renovated village hall. One facility that the hall lacks is a self contained youth wing similar to that

provided in village halls in other villages. Furthermore, the existing village hall is heavily booked at weekends. The cost of providing the required extension to the hall (or of providing the facility elsewhere) is estimated to be around £600k. A tariff based financial contribution will be provided by the applicant towards this project.

#### *Trees and Hedges*

130. Existing trees and hedges can be found around the boundary of the site on highway owned land. A tree survey was undertaken for the site and all trees classified Category B and above, except for one oak tree along the Ridgeway, would be retained. A second oak tree and a field maple tree along the Ridgeway would also have to be removed and are both classified as Category C. The two oak trees and the field maple tree need to be removed to enable adequate visibility splays along the Ridgeway to be provided as well as ensuring that the Ridgeway and associated pathway can be widened to an acceptable standard. Four semi mature oak trees would be planted along the Ridgeway to help mitigate the loss of the existing two oaks.
131. The council's tree officer has not objected to the loss of the two oaks and it is considered that the benefits from the provision of much needed housing and affordable housing outweighs the loss of two oaks neither of which are classified as Category A. A planning condition will ensure adequate maintenance of the proposed four semi-mature oak trees.
132. The proposed areas of residential development have been set away from the boundary of the site to ensure that existing areas of mature vegetation can not only be retained but also enhanced. The plan entitled 'Landscape Strategy' illustrates that extensive tree planting will occur across the site.

#### *Landscape*

133. It should be noted, (as mentioned by the Inspector in the Melbourn appeal), that a SHLAA assessment is not conclusive. The 2013 SHLAA provided a high level assessment of the site and the more detailed work undertaken as part of the current outline application illustrates that all of the issues raised in the SHLAA assessment can be mitigated.
134. The District Council's landscape officer supports the proposed strategic landscape principles and structure planting.
135. Policy NE/4 continues to carry substantial weight in assessing five year land supply applications because the policy is intended to control the impact of development on its surroundings and does not generally restrict the supply of housing or constrain its location.
136. The Inspector at the Melbourn appeal explained that para. 109 of the NPPF makes it clear that valued landscapes and soils should be protected and enhanced. However, the Inspector concluded that while a valued landscape does not necessarily have to be a National Park or an Area of Outstanding Natural Beauty, it does have to be a landscape where there is a fairly high level of physical attractiveness and/or some degree of formal public recognition of its value, such as a specific protective policy in the Local Plan or supplementary planning document. The Inspector also concluded that the site was a gently attractive landscape, valued by local residents, but did not fall within the scope of para. 109 of the NPPF.
137. 'The Character Map of England' identifies the Site as lying within the Bedfordshire and Cambridgeshire Claylands (National Character Area (NCA) 88. Key characteristics of the Bedfordshire and Cambridgeshire Claylands NCA include:



- \* Gently undulating, lowland plateau divided by shallow river valleys;
  - \* Variable, scattered woodland cover comprising smaller plantations,
  - \* secondary woodland and clusters of ancient woodland;
  - \* Predominantly open, arable landscape of regular fields bounded by open ditch and trimmed, often species poor hedgerows;
  - \* Wide variety of semi-natural habitat supporting a range of species;
  - \* A number of historic parklands, designated landscapes and country houses;
  - \* Settlements cluster around major road and rail corridors; and
  - \* Recreational assets are associated with an extensive rights-of-way network.
138. In addition, the Cambridgeshire County Council published the Cambridgeshire Landscape Guidelines in 1991, which defined landscape character areas (LCA) for the County. The Site lies within Area 3: Western Claylands, with the key characteristics identified as:
- \* A gently undulating landscape which is subdivided by the shallow Ouse valley;
  - \* Large scale arable farmland with open fields and trimmed hedgerows and watercourses;
  - \* Isolated incidents of woodland in an area dominated by large scale arable agriculture;
  - \* An area greatly affected by modern agricultural processes resulting in the removal of hedgerows to amalgamate fields; and
  - \* Dutch Elm disease has caused the loss of many hedgerow trees.
139. There are no statutory or non-statutory landscape designations on the site. It is accepted that whilst the western and southern edges of the site are contained by existing residential development and woodland, the eastern and northern edges are somewhat exposed. The view from the Ridgeway across open fields to the ridge would be significantly affected and although the impact would be mitigated by the green buffer to some extent, the proposed development would not preserve the rural landscape character of the land adjacent to the Ridgeway.
140. The amended Illustrative Masterplan and amended Landscape Strategy show that significant areas of landscape planting will be provided around the edge of the site and within the heart of the site itself. The Illustrative Masterplan and Landscape Strategy were amended to provide more tree belts along the ridge of the site and to provide an area of open space/NEAP/vegetation planting along the eastern boundary to break up the development edge and roofline.
141. A Landscape and Visual Appraisal was submitted with the scheme and concluded that: *'development which follows the principles shown on the Illustrative Masterplan and Landscape Strategy can be accommodated on the site without materially impacting on the character of the adjoining area or views from it.'*
142. It is considered that by providing large areas of strategic green space and planting along the northern and eastern edges of the field to act as a buffer, and thereby ensuring that development is located closer to the built edge of Papworth, as well as limiting the height of the buildings to two storeys, that the proposal would not harm the character of the wider landscape. At the wider scale, the extension of the tree-lined village edge would be barely perceptible so that the characterisation of the landscape as a gently undulating Western Claylands landscape would essentially remain unaffected.
143. The council's landscape officer has concluded that the landscape impact of the scheme can be mitigated to an acceptable level. It is therefore considered that whilst there would be some localised harm to the landscape, the mitigation measures and the benefits of the scheme outweigh any local harm.

#### *Drainage*

144. The site is situated within Flood Zone 1 which means the probability of flooding is low. The Illustrative Masterplan shows that attenuation ponds can be provided for two drainage networks with one pond in the north eastern corner and one pond in the south eastern corner of the site to take advantage of the natural gradient and topography of the locality. The indicative drainage strategy that has been submitted illustrates that the north eastern attenuation pond will drain, via existing connections, to the highway ditch running along Rogues Lane to the north. The attenuation pond in the south east corner of the site could either drain to the north also, via on-site connections, and out to Rogues Lane, or, and as is shown in the indicative drainage strategy, could drain to the existing watercourse to the south that runs to the north of Papworth Wood. This connection would be made via a new swale.
145. It should be noted that 'layout' is a reserved matter and so the detailed layout of the drainage scheme is subject to future reserved matters applications. A planning condition requiring a detailed surface water drainage scheme has been included in the list of conditions in this report.
146. The submitted FRA details that surface water in the north part of the site (Network A) will be discharged into an attenuation pond through swales and will discharge into an existing ditch at restricted rate of 7.5l/s (this is based on the impermeable area 3.342ha) for all rainfall events up to and including the 1 in 100 annual probability rainfall event (including an appropriate allowance for climate change). The natural topography of the northern part of the site falls towards the ditch on Rogues Lane and as such it does now and will continue to collect surface water run-off from the site at greenfield run-off rates. As the ditch collects the natural run-off from the site and we are reducing the peak flows from the site, our drainage consultant is content that the drainage strategy set out is deliverable.
147. Surface water to the south of the site (Network B) will be discharged into attenuation pond passing through swales, which will then discharge into an existing swale off site through using a complex flow control device. Run off rates off site will be restricted to the equivalent greenfield rates (1.6l/s, 4.5l/s and 6.6l/s based on 0.725ha impermeable area). The applicant has demonstrated that the discharge rate offsite will be no greater than the existing greenfield runoff rate.
148. The foul water drainage system will also be split into two networks with one draining to the north and the other to the south. Foul water pumping stations will be provided in the north western and south eastern corners of the site. Foul water will discharge either directly to the wastewater treatment works or to the foul sewer in the Ridgeway. The council's environmental health officer has no objection to the pumping stations and planning conditions will ensure that residents are protected from noise and odour.

#### *Energy and On Site Sustainable Development*

149. A variety of sustainable features will be provided on site which will help with carbon reduction. Features will include on-site renewable energy generation, rainwater mitigation measures, passive solar gain, natural ventilation, use of thermal mass, composting, implementation of sustainable urban drainage systems, space for growing food and community space.
150. Water conservation measures will ensure that water use will be reduced to less than 105 litres/person/day which is significantly better than the standard requirements of Building Regulations. Photovoltaic systems will be installed on site, as outlined in the Energy Statement, to ensure that at least 10% of energy is from on site renewable energy sources

## *Education*

### *Pre School*

151. According to County Council guidance the development is expected to generate a net increase of 65 early years aged children (based on County Council general multipliers), of which S106 contributions would ordinarily be sought for 33 children.
152. Under normal circumstances Cambridgeshire County Council (CCC) would require the payment of an offsite early years contribution such that they would then have the duty of securing early years accommodation within the village. However, on the basis that early year's provision is already limited with no obvious options to explore the applicant has proposed delivering an area of free serviced land sufficient to accommodate a pre-school building of 600 m2 and ancillary functions (inc parking and outside play space). The submitted DAS states a site area of 0.12ha has been set aside for a pre-school facility, which meets these requirements.
153. CCC does not at this current time intend building and operating this facility and instead are reliant on an early year's provider acquiring the site and fulfilling this function. The developer will be required to undertake a marketing exercise to give this proposal the best possible chance of success. If there is no take up of this opportunity then a default position of a financial contribution of £483,478 is payable. Such a proposal will not prevent CCC from requesting the payment of the early year's contribution if an alternative option is preferred.

### *Primary School*

154. According to County Council guidance the development is expected to generate a net increase of 76 primary education aged children (based on County Council general multipliers). This development lies within the catchment area of Pendragon Community Primary School. As part of the pre-application process the Developer commissioned an options report to assess the ability to expand Pendragon Primary School. Option 3 (in the MS report) is the preferred option.
155. Given the current use of the site, and the current space occupied by the Children's Centre and Pre School that would need to remain, this option would provide the physical space needed for 1/2 FE (4 classroom, therefore 120 places).
156. Therefore a contribution is sought for primary education (it is suggested that given that the number of children is unknown at this stage, as a development mix has not been included, that a matrix is included in the S106 to calculate the level of contributions at the reserved matters stage).

### *Secondary School*

157. The site lies within the catchment area of Swavesey Village College.
158. The secondary education contribution for this development is £315,559. This is based on the cost of the now completed 1FE expansion project for Swavesey Village (£3.9m - based on costs at 1Q15) minus external funding which has been secured (£1,250,000 was secured by the College from an Education Funding Agency funding bid and the County Council received a further £1,900,000 Targeted Basic Need Funding for the scheme from the Department for Education), minus S106 contributions already secure from developments in the area (£106,002 from the 30 dwelling development at Land to the rear of no. 18 Boxworth End, Swavesey – S/0875/15/OL).

159. The funding shortfall is therefore £643,998. Together with the application site, other developments total 439 new dwellings in the area. In order to be fair and reasonable the remaining funding shortfall (of £643,998) has been split proportionally between these developments, based on the number of proposed dwellings.

#### *Health*

160. There is no spare capacity within the existing surgery in Papworth which currently provides a service for around 6800 patients. The NHS has requested a contribution towards the cost of an extension or remodelling of Papworth Surgery which the applicant has agreed to fund. Planning ref: S/1988/14/FL granted permission for a '*Two storey side extension to provide additional waiting area and consulting rooms, additional offices and 4 additional car parking spaces*'. The extension would provide space for an enlarged waiting area and two more consulting rooms with office accommodation above. The extension would increase the capacity of the surgery to approximately 8000-8500 patients which is sufficiently greater than required to mitigate the proposal. The decision notice of approval for planning permission (ref: S/1988/14/FL) was issued on 23 October 2014 and so the proposal for the two storey extension is currently live. This permission illustrates that the surgery can be extended, that there is permission to extend the surgery and that the practice is happy to extend further. S106 contributions for the extension have been agreed.

#### *Highway Access*

161. Two access points for the site, one for motor vehicles and another point for emergency vehicles and pedestrians/cyclists, will be provided along the Ridgeway to the north west of the site. The Ridgeway will be widened to a minimum of 5.5m, to provide an adequate width for large vehicles, including refuse lorries, to pass. The improvements to the Ridgeway will also include a widened footpath to allow for two wheelchairs to pass. It is accepted that the proposed access points will result in some disturbance for existing residents, especially along the Ridgeway, but the level of disturbance is not considered excessive. The County Council Highway Development Control officers have no objection to the proposal. The County Council requested that they would seek an internal layout to reflect the nationally recognised user layout, an issue which is considered a reserved matter by the District Council.

#### *Parking*

162. The applicant has agreed to provide parking provision of an average of 2 spaces per dwelling which is in line with emerging Policy TI/3 of the South Cambridgeshire Local Plan (2011-2031).

#### *Movement, Legibility and Permeability*

163. The design of the proposal will ensure that there are sufficient pedestrian footpaths and cycling connections to neighbouring residential areas and out to the countryside. The existing Public Right of Way running east west through the site (PROW No. 3) will be maintained and new recreational footways will be provided throughout the site. The existing Pathfinder Long Distance Walk (Public Footpath No. 4) that connects the south western corner of the site to Chequers Lane and then Ermine Street will be enhanced using S106 contributions.
164. The applicant has agreed to fund the installation of lighting columns along Public Footpath No. 4. In addition a commuted maintenance payment will be payable upon completion of the works payable to Cambridgeshire County Council for onward payment to the Parish Council (the Parish Council have agreed in principle to take responsibility for maintenance of the

lighting). Furthermore, a planning condition will ensure that the applicant upgrades the surface of the Public Footpath No. 4 to provide a bound surface as has been requested by the Parish Council at numerous meetings. It should be noted that Public Footpath No. 4 is 2m in width.

165. The County Council requested that Public Footpath No. 3 be upgraded and widened. Any potential diversions of PROWs have been avoided because of the potentially long timescales involved in the process which could stall the delivery of housing. The applicant has agreed to upgrade the section of Public Footpath No. 3 that runs east to west within the site by using the same bound material that will be used for Footpath No. 4. The stretch of Footpath No.3 that is located within the application site will also be widened to 2m which is the County Council's recommended width for Public Rights of Way. It should be noted that a small stretch of Public Footpath No.3 to the west of the site, that links the site to the pathway running through the adjacent plantation buffer, will also receive a surface upgrade. It is not possible to widen this small stretch of pathway because it lies outside of the applicant's control but as surface upgrade is possible because of its status as a PROW.

#### *Transport and Traffic*

166. In terms of the wider area the Transport Assessment (TA) illustrates that the scheme would have a minimal impact which has been quantified as being less than 1% with regard to the A428. It should also be noted that over the next five years Highways England will be providing major improvements to the A428 corridor and junctions. The TA also explains how all other junctions on the local road network will continue to operate within capacity.
167. The County Council accepts the findings of the Transport Assessment (TA) following the receipt of additional Technical Notes. Furthermore, it should be reiterated that Highways England have no objection to the proposal providing the proposed Travel Plan is brought into operation prior to the occupation of the first dwelling. Highways England did state that the proposed development will result in relatively modest but potentially significant additional traffic through the A428 junctions with the B1040 at Eltisle and A1198 at Caxton Gibbet but explained that this traffic will be partially offset by the implementation of the submitted travel plan and so did not object to the scheme subject to a planning condition.
168. In line with guidance provided within the NPPF the proposal has taken up opportunities for using sustainable transport including the provision of additional buses on the local route and the provision of a free bus travel for each dwelling for the first 6 months. The County Council have now received sufficient information to assure them that the proposed bus service will remain viable once the developer funding has run out. This has been confirmed by Whippet (Tower Transit) coaches. The close proximity of the site to many of the services in the village, as outlined towards the start of this report, will encourage future residents to use sustainable methods of transport.
169. Cycle parking and storage will be provided within the development in accordance with adopted standards. The applicant has also agreed to provide the funding for the introduction of Real Time Passenger Information (RTPI) at the Cambridge bound bus stop closest to the development which is located at the Wood Lane/Ermine Street junction. Furthermore, planning conditions will ensure the provision of a Travel Plan to help mitigate the impact of the development.
170. The walking isochrones plan refers to the bus stops being between 450 and 850m from the development, with the primary school being between 800m and 900m from the development site. Papworth hospital is said to be between 1000m and 2000m from the site. The pedestrian audit identifies that there are full height kerbs on pedestrian routes to the school and village centre which should be addressed by the applicant. The applicant has

offered to provide dropped kerbs along Wood Lane where they are required, to improve facilities for pedestrians travelling towards the village centre and school. Brookfield Road/ Wood Lane is one junction which is lacking in drop kerbs. A planning condition will ensure the provision of adequate dropped kerbs in the vicinity.

171. The Census identifies that currently 3% of residents cycle to Cambourne from Papworth for work, although it should be noted that there is currently limited cycling infrastructure to accommodate cyclist on this route. Cambourne is within what is typically considered to be a reasonable cycling distance from Papworth which for Cambridgeshire can be between 5-8km depending on terrain. The applicant will provide a contribution towards the provision of a dedicated cycle path between Papworth and the Caxton Gibbet roundabout. The County Council's 'Transport Investment Plan', which includes the provision of the Papworth to Caxton Gibbet cycleway, is being taken to committee in November (2016).
172. The TA compares the multi-modal daily trips from TRICS with the Census 2011 travel to work data for the MSOA. The County Council have stated that the comparison is within an acceptable range for the PM peak for the purposes of assessing the proposed trip generation for this application in this instance and that following the receipt of further information the AM peak vehicular trips identified are considered to be robust for the purposes of this assessment. The County Council have also confirmed that the trip generation produced for the nursery assessment is reasonable for the purpose of this application. The County Council have accepted that with regard to trip distribution the approach to the census for distribution of traffic is considered reasonable although will result in dominant flow towards the more popular work locations.
173. Junction Capacity – Local: The junction modelling of the development access, Ridgeway/ Wood Lane, Wood Lane/ Baron's Way and Wood Lane/ Ermine Street, show there to be adequate capacity in the junctions to accommodate the development. The County Council previously requested that the Northern roundabout be modelled using the sensitivity scenario where traffic from the development travelling south is routed through Papworth rather than via the bypass. This assessment has been provided and demonstrates that with traffic routing through Papworth the impacts at this junction are not considered to be severe. The development has identified a mitigation package which will seek to reduce the impact further.
174. Junction Capacity – A428: The County Council considers that the junction modelling at this location is not entirely representative of real life conditions as demonstrated by the queue lengths surveys, which show queuing to occur up to 8:15AM. However, the development results in an additional 48 vehicles arriving at this junction, which will contribute to any queuing at the Ermine Street South Roundabout and the capacity issues at the Caxton Gibbet Roundabout. The mitigation package seeks to minimise the impacts of the development on the highway network through encouraging residents of the development to use bus and cycle to Cambourne and Cambridge which is acceptable in principle.
175. The provision of free bus passes is a tried and tested Travel Plan measure that has been found to help instigate more sustainable travel patterns for new residents of developments across the country. It is accepted as being an important component of a wider package of sustainable transport improvements.
176. The upgrades to local footways, the financial contribution towards the provision of a dedicated cycle path between Papworth and Caxton Gibbet, the modernisation of the passenger information board at Wood Lane/Ermine Street and the provision of additional bus services on the 3/X3 route are all necessary to mitigate the impacts of the proposal but would also provide benefits for existing residents and would help to encourage sustainable transport for the wider community. The Inspector determined at the Melbourn appeal that

this is a 'key objective of the Framework and is an environmental benefit that carries at least moderate weight.

177. With regards to the provision of a dedicated cycle path between Papworth and Caxton Gibbet the applicant has been asked to contribute to a scheme that is highlighted in the Counties Transport Investment Plan. The contribution from this site has been assessed against the level of development in the area which indicated that this site equates to 10% of the likely development in the area hence the 10% contribution requested. The County Council is actively engaging with other developers in the area with the intention of securing funding towards this scheme. If developer funding were not to come forward from other sites the County Council are confident that they could raise the required revenue by other sources.

#### *Noise*

178. A Noise Assessment was submitted with the application and concluded that the site is suitable for residential development without requiring site specific noise mitigation. The assessment also determined that the noise impact from increases in road traffic movements from the proposal will be mostly be negligible.
179. A Construction Environmental Management Plan (CEMP) has been included in the list of planning conditions and will ensure that the proposal does not have an unacceptable adverse impact on the amenity of existing residents. The council's environmental health team has not objected to the scheme.

#### *Utilities*

180. The accompanying Utilities Assessment illustrates that the proposal would be able to connect to the existing gas and water mains systems. As mentioned previously in the report BT and Virgin have services in the vicinity of the site which future residents will be able to connect to. With regard to electricity two new sub-stations would be required to connect the proposal to the electricity network.

#### *Other contributions being made by the applicant*

181. A contribution is being made to enhance services at the Papworth Library which is situated in the centre of the village.
182. This development falls within the Bluntisham HRC catchment area for which S106 contributions are not currently sought. The applicant will be providing £73.50 per house and £150 per flat towards household waste receptacles. It is not considered necessary to require a financial contribution towards public bins to enable segregation of waste because the applicant will be providing funding towards household waste bins. South Cambridgeshire's household waste bin system allows residents to segregate waste between their own private bins.
183. The applicant has agreed to pay the requested District Council monitoring fees.

#### **Conclusion**

184. In considering this application, the following relevant (to varying degrees, as assessed in the report) adopted Core Strategy and Development Plan policies are to be regarded as out of date while there is no five year housing land supply:

#### Core Strategy

ST/2: Housing Provision  
ST/5: Minor Rural Centres

Development Plan

DP/1: Sustainable Development  
DP/7: Village Frameworks  
HG/1: Housing Density  
HG/2: Housing Mix  
CH/2: Archaeology  
NE/4: Landscape Character Areas  
NE/6: Biodiversity  
NE/17: Protecting High Quality Agricultural Land  
CH/2: Archaeological Sites

185. This means that where planning permission is sought which would be contrary to the policies listed above, such applications must be determined against paragraph 14 of the NPPF.
186. Within the context of a lack of five year housing land supply and the consequent status of ST/5 and DP/7 as out of date, it is considered that the fact that this site is not within the existing village framework is not sufficient to warrant refusal, unless harm is identified in relation to the definition of sustainable development as set out in the NPPF. Paragraphs 104 – 106 above conclude that the proposal will significantly contribute towards all three strands of sustainability as set out in the NPPF.
187. Policies HG/1 and HG/2 are considered to carry some weight in the decision making process as these relate to the density of development and housing mix, both of which contribute to sustainable development. In relation to the other relevant policies of the LDF quoted in this report, these are considered to be consistent with the definition of sustainable development as set out in the NPPF and therefore have been given some weight in the assessment of this application.
188. The Inspector at the Melbourn appeal (development on the edge of an existing Minor Rural Centre) determined that relevant policies affecting the supply of housing outside of the established boundary of the village are not up to date and carried limited weight. The Ridgeway site in Papworth is considered to be a suitable location to ensure that the development satisfactorily addresses the economic, social and environmental roles outlined in the NPPF. The Inspector at the Melbourn appeal concluded that 199 houses on the edge of a Minor Rural Centre was a sustainable form of development. While each case needs to be considered on its own merits, the current proposal for up to 215 dwellings on the edge of Papworth is also deemed to be a sustainable way of helping to address the council's housing shortfall.
189. It is considered that the illustrative material supporting the application sufficiently demonstrates that up to 215 units could be located on the site in a manner that would respect the built form of the surrounding development and the open countryside. The illustrative layout is therefore considered to demonstrate that the density of development proposed would preserve the character of the landscape and the residential amenity of neighbouring properties. The layout at this stage is indicative only and it is considered that the detailed landscape and design comments can be addressed at the reserved matter stage as the principle of development at the quantum proposed is accepted.
190. It is considered that other more technical issues raised at consultation stage can all be dealt with by condition.



191. The proposal would also help deliver significant benefits to the local area. These include:

- the positive contribution of up to 215 dwellings towards the housing land supply in the district based on the objectively assessed need for 19,500 dwellings and the method of calculation and buffer identified by the Waterbeach Inspector
- the contribution of 40% affordable housing ( i.e. 86 dwellings )in the context of a significant level of district wide housing need
- public open space, including equipped areas of play, which exceed policy requirements.
- the package of contributions to be secured through the Section 106 agreement towards the enhancement of offsite community facilities and pedestrian links
- potential for access to public transport, services and facilities
- employment during construction to benefit the local economy.
- potential to result in an increase in the use of local services and facilities

192. Overall, it is considered that the significant contribution the proposal would make to the deficit in the Council's five year housing land supply and the social benefits that would result from the development outweigh any potential landscape and environmental disbenefits. None of these disbenefits are considered to result in significant and demonstrable harm and therefore, it is considered that the proposal achieves the definition of sustainable development as set out in the NPPF.

### **Recommendation**

193. Officers recommend that the Committee grants planning permission, with delegated powers subject to the following:

### **Section 106 Agreement**

To cover the items including trigger point as set out in appendix 3.

### **Conditions**

Detailed list to be provided within an update report.

### **Informatives**

Detailed list to be provided within an update report.

### **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)
- Planning File Ref: S/2647/15/0L

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