



The Old Mount

Drain

PLAYES YARD

LIMES CLOSE

THE LIMES

Path (um)

REV	DATE	BY	REVISION NOTES

Suite 2, Clare Hall,  
St Ives Business Park,  
Parsons Green,  
St Ives,  
Cams, PE27 4WY

© COPYRIGHT  
Tel: 01480 494969  
Email: enquiries@planningandarchitecture.co.uk  
Web: www.planningandarchitecture.co.uk

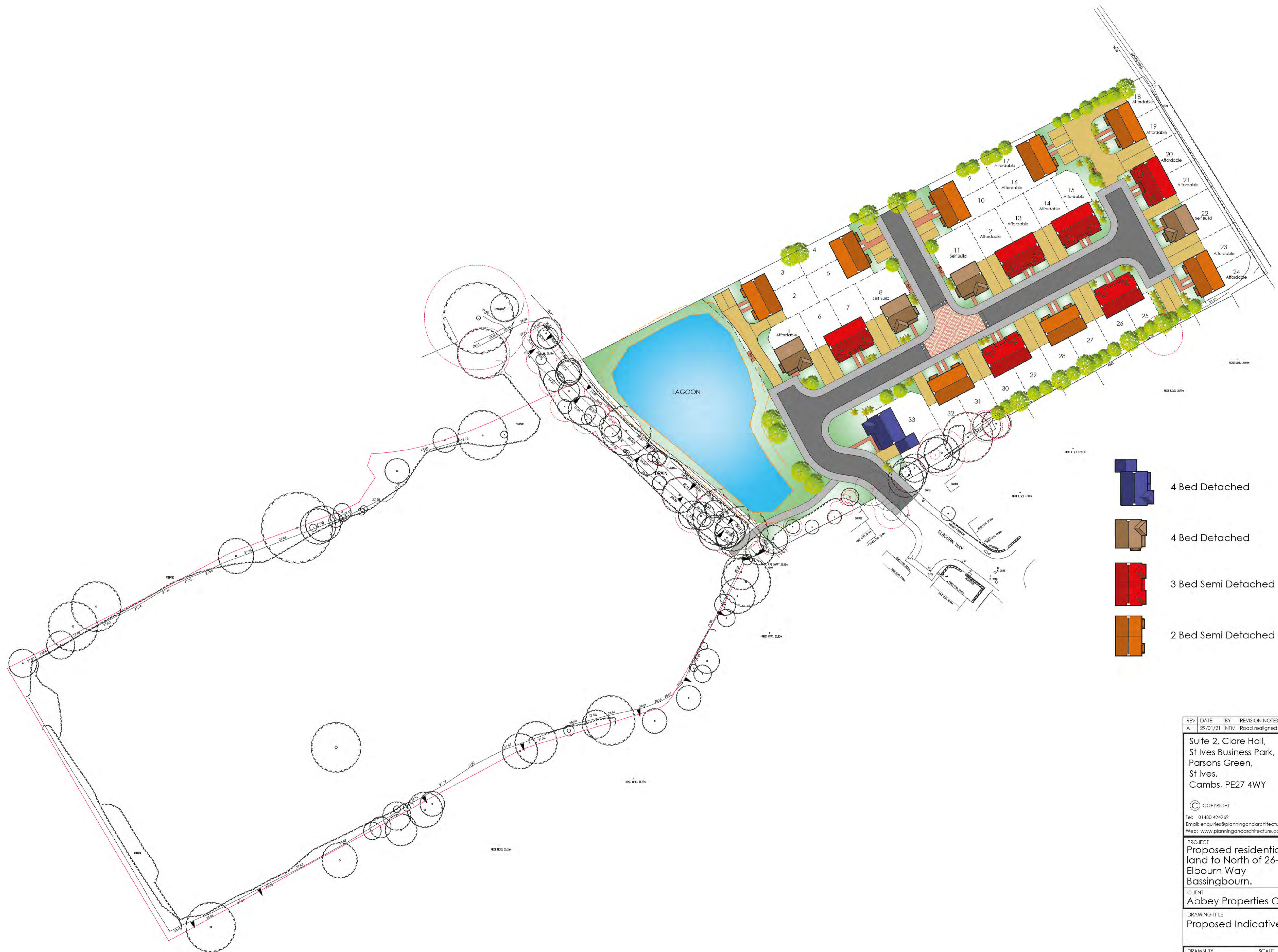
**PARTNERS**  
In PLANNING  
and ARCHITECTURE

PROJECT  
Proposed residential development on  
land to North of 26 - 46  
Elbourn Way  
Bassingbourn.

CLIENT  
Abbey Properties Cambridgeshire Ltd.

DRAWING TITLE  
Site Location Plan

DRAWN BY NFM	SCALE 1:500 @ A1
DATE 19/01/21	DWG. No. 18-63-201



-  4 Bed Detached
-  4 Bed Detached
-  3 Bed Semi Detached
-  2 Bed Semi Detached

REV	DATE	BY	REVISION NOTES
A	29/01/21	NFM	Road realigned to suite RPS design. 8in points added.

Suite 2, Clare Hall,  
St Ives Business Park,  
Parsons Green,  
St Ives,  
Cams, PE27 4WY

© COPYRIGHT  
Tel: 01480 494969  
Email: enquiries@planningandarchitecture.co.uk  
Web: www.planningandarchitecture.co.uk

**PARTNERS**  
in PLANNING  
and ARCHITECTURE

PROJECT  
Proposed residential development on  
land to North of 26-46  
Elbourn Way  
Bassingbourn.

CLIENT  
Abbey Properties Cambridgeshire Ltd.

DRAWING TITLE  
Proposed Indicative Block Plan

DRAWN BY	NFM	SCALE	1:500 @ A1
DATE	19/01/21	DWG. No.	18-63-202
		REV.	A

# LAND NORTH OF 26-46 ELBOURN WAY, BASSINGBOURNE: BIODIVERSITY NET GAIN ASSESSMENT



ECO01204-R-03b  
Land north of Elbourn Way:  
BNG assessment  
2  
28 January 2021

**Quality Management**

Version	Status	Authored by	Reviewed by	Approved by	Review date
1	For client review	Matt Fasham	Mike Barker	Mike Barker	25/01/21
2	Final report	Matt Fasham	Mike Barker	Mike Barker	28/01/21

**Approval for issue**

Mike Barker

28 January 2021

**File/Model Location**

**Document location:** ECO01204-R-03a Elbourn Way BNG assessment

© Copyright RPS Group Plc. All rights reserved.

The report has been prepared for the exclusive use of our client and unless otherwise agreed in writing by RPS Group Plc, any of its subsidiaries, or a related entity (collectively 'RPS'), no other party may use, make use of, or rely on the contents of this report. The report has been compiled using the resources agreed with the client and in accordance with the scope of work agreed with the client. No liability is accepted by RPS for any use of this report, other than the purpose for which it was prepared. The report does not account for any changes relating to the subject matter of the report, or any legislative or regulatory changes that have occurred since the report was produced and that may affect the report. RPS does not accept any responsibility or liability for loss whatsoever to any third party caused by, related to or arising out of any use or reliance on the report.

RPS accepts no responsibility for any documents or information supplied to RPS by others and no legal liability arising from the use by others of opinions or data contained in this report. It is expressly stated that no independent verification of any documents or information supplied by others has been made. RPS has used reasonable skill, care and diligence in compiling this report and no warranty is provided as to the report's accuracy. No part of this report may be copied or reproduced, by any means, without the prior written consent of RPS.

Prepared by:

**RPS**

**Matt Fasham**

**Technical Director**

Willow Mere House, Compass Point Business Park

St Ives, Cambridgeshire PE27 5JL

■ [Redacted]

■ [Redacted]

Prepared for:

**Abbey Properties Cambridgeshire Ltd**

**Andy Brand**

**Planning Director**

Nene Lodge, Funthams Lane

Whittlesey, PE7 2PB

■ [Redacted]

■ [Redacted]

## Contents

<b>1</b>	<b>INTRODUCTION</b> .....	<b>1</b>
1.1	Purpose and scope of this report .....	1
1.2	Biodiversity Net Gain definition and methods .....	1
<b>2</b>	<b>BIODIVERSITY NET GAIN ASSESSMENT</b> .....	<b>3</b>
	Habitats .....	3
	Hedgerows .....	6
<b>3</b>	<b>DESCRIPTION OF PROPOSED HABITATS WITH BIODIVERSITY BENEFITS AND OUTLINE MANAGEMENT</b> .....	<b>7</b>
<b>4</b>	<b>SUMMARY</b> .....	<b>9</b>
	<b>REFERENCES</b> .....	<b>10</b>

## Tables

Table 2.1:	Baseline assessment of biodiversity value .....	4
Table 2.2:	Assessment of biodiversity value of post-construction habitat creation .....	4
Table 2.3:	Assessment of biodiversity value of ecological mitigation area .....	5
Table 2.4:	Assessment of biodiversity value of habitat creation and enhancement in ecological mitigation area .....	5

## Figures

Figure 1.	Indicative habitat creation and enhancement proposals .....	8
-----------	---	---

# 1 INTRODUCTION

## 1.1 Purpose and scope of this report

- 1.1.1 RPS was commissioned by Abbey Properties Cambridgeshire Ltd to undertake ecological surveys of land at Elbourn Way, Bassingbourn, Cambridgeshire. These comprised a Preliminary Ecological appraisal (RPS, 2021a), and further surveys (Great Crested Newt (GCN), reptile, Badger and bats) (RPS, 2021b).
- 1.1.2 Following on from this RPS were commissioned to undertake an assessment of Biodiversity Net Gain (BNG), in support of a planning application for the residential redevelopment of the site.
- 1.1.3 The proposed development is located north of 26-46 Elbourn Way, Bassingbourn, Cambridgeshire, and the Application Site comprises a small grassland field, an area of arable land and a lagoon surrounded by grassland and a planted belt of broadleaved trees. A stream and footpath run north-south adjacent to the west boundary of the site. To the west of the stream is a large grassland field which is proposed for ecological mitigation works and was therefore included in the study area for surveys. The central stream and associated trees will not be affected by the development.
- 1.1.4 Residential housing is located to the south and west of the site. Arable farmland borders the north and east sides of the eastern half of the site. The Application Site 1.126 ha in size, and National Grid coordinates for the centre of the site are TL334442.
- 1.1.5 The proposals comprise an Application for Outline Planning Permission with all matters reserved except for access to Elbourn Way for the proposed development of up to 33 residential units, relocation of an existing drainage lagoon, public open space provision, landscaping and associated works.
- 1.1.6 Proposals for the ecological mitigation area comprise creation and management of ponds, scrub and meadow grassland.
- 1.1.7 This report provides:
- Results of the assessment of biodiversity gains and losses (Section 2);
  - A summary of habitat enhancement and creation proposals designed to ensure that net gain is achieved (Section 3); and
  - Results of the overall net gain assessment demonstrating that net gain of >10% can be achieved compared with the pre-development baseline (Section 4).

## 1.2 Biodiversity Net Gain definition and methods

- 1.2.1 Biodiversity Net Gain is defined in Baker *et al* (2019)<sup>1</sup> as:
- "Development that leaves biodiversity in a better state than before"*
- 1.2.2 The requirement for developments to seek to achieve BNG arises from the National Planning Policy Framework (NPPF), which states in Para. 170 that:
- "Planning policies and decisions should contribute to and enhance the natural and local environment by ... minimising impacts on and providing net gains for biodiversity."*

---

Baker, J., Hoskin, R. & Butterworth, T. (2019). *Biodiversity Net Gain – good practice principles for development*. Ciria, London.

- 1.2.3 An accepted method of assessing BNG is through the use of biodiversity calculators to assess the biodiversity value of habitats pre- and post-development based on habitat type, distinctiveness and condition.
- 1.2.4 A biodiversity index is derived for the baseline and for the proposed development, and BNG is considered to be achieved where an increase in value is delivered (on or offsite), and where habitats of a higher value are not replaced exclusively with habitats of a lower value.
- 1.2.5 Defra made available its beta test update of its BNG assessment tool in July 2019, and an update was provided in December 2019. This tool has been used for the assessment in this report. The tool and associated documents were downloaded from <http://publications.naturalengland.org.uk/publication/5850908674228224>

## 2 BIODIVERSITY NET GAIN ASSESSMENT

- 2.1 The baseline for assessment of BNG used the Phase 1 habitat map for the Site produced for the Preliminary Ecological Appraisal (RPS, 2021a). Refer to this report for details of the baseline habitats present on site.
- 2.2 Habitats on the proposed development site are taken from proposals submitted with the outline planning application. The BNG assessment would be re-run at the detailed design stage to confirm that net gain is achievable.
- 2.3 Numbers in the tables in this section are copied from those generated by the Defra metric. Note that the spreadsheet rounds figures of credits to 2 decimal places which occasionally generates apparent minor discrepancies due to rounding errors when numbers are placed into tables.

### Habitats

- 2.4 The extent, distinctiveness and condition of the baseline habitats on site are summarised in Table 2.1.
- 2.5 Areas of new habitats proposed for the Site post-redevelopment and the biodiversity value as derived from the Defra calculation tool are provided in Table 2.2.
- 2.6 The indicative assessment indicates the baseline value of the site is 4.59 units, of which 4.57 units are lost.
- 2.7 The habitat creation proposed for the site provides 1.28 units.
- 2.8 Post-development units on site are therefore  **$(4.59 - 4.57) + 1.28 = 1.30$  units**. This is a net change of **-3.29 habitat biodiversity units**.
- 2.9 Therefore further habitat creation and enhancement outside of the Application Site is required in order to achieve net gain. This will be achieved through habitat creation on the ecological mitigation area (outline proposals are provided in Figure 1).
- 2.10 Table 2.3 provides the habitat baseline for the ecological mitigation area. The baseline is 8.48 units, of which 2.99 units would be lost due to the habitat creation proposals.
- 2.11 Table 2.4 provides offsite habitats proposed for creation and enhancement respectively, together with their biodiversity value. Habitat creation delivers 6.31 units and habitat enhancement delivers 3.53 units. With the 3.01 units of retained habitats, the ecological mitigation area delivers **12.85 units**, a gain of **+4.47 units**.
- 2.12 The overall assessment of biodiversity units is therefore **-3.29 units** (Application site) **+ 4.47 units** (ecological mitigation area) = **1.08 units**.
- 2.13 The Defra spreadsheet output produces a figure of **+1.07 units** due to the rounding process of the spreadsheet discussed at the start of this section. This is a gain of **23.37%** above the application site baseline, above the net gain target of 10%.



Table 2.1: Baseline assessment of biodiversity value

Habitat type	Area (ha)	Distinctiveness score		Condition score		Ecological connectivity score		Strategic significance score		Value (biodiversity units) <sup>1</sup>	Area of habitat retained	Baseline value of retained habitats	Area of habitat lost (ha)	Value of habitats lost
Woodland and forest - Other woodland; broadleaved (plantation around lagoon)	0.135	Medium	4	Moderate	2	Low	1	Low	1	1.08		0.00	0.14	1.08
Heathland and shrub - Mixed scrub	0.04	Medium	4	Moderate	2	Low	1	Low	1	0.32	0.001	0.01	0.04	0.31
Grassland - Modified grassland	0.246	Low	2	Fairly Good	2.5	Low	1	Low	1	0.98		0.00	0.25	0.98
Sparsely vegetated land - Ruderal/Ephemeral	0.007	Low	2	Moderate	2	Low	1	Low	1	0.03		0.00	0.01	0.03
Lakes - Ponds (Non- Priority Habitat) (marginal vegetation around lagoon)	0.012	High	6	Moderate	2	Low	1	Low	1	0.14		0.00	0.01	0.14
Lakes - Ponds (Non- Priority Habitat) (lagoon)	0.098	High	6	Fairly Poor	1.5	Low	1	Low	1	0.88		0.00	0.10	0.88
Cropland - Cereal crops	0.572	Low	2	N/A - Agricultural	1	Low	1	Low	1	1.14		0.00	0.57	1.14
Urban – bare ground (path)	0.006	Low	2	Poor	1	Low	1	Low	1	0.01	0.006	0.01	0.00	0.00
Urban - Developed land; sealed surface	0.01	V.Low	0	N/A - Other	0	Low	1	Low	1	0.00		0.00	0.01	0.00
Grassland - Modified grassland (eastern field and surrounding lagoon)	0.135	Low	2	Moderate	2	Low	1	Low	1	1.08		0.00	0.00	0.00
<b>Total</b>	<b>1.13</b>									<b>4.59</b>	<b>0.007</b>	<b>0.02</b>	<b>1.75</b>	<b>4.57</b>

1: Calculated as: area x distinctiveness x condition x connectivity x strategic significance

Table 2.2: Assessment of biodiversity value of post-construction habitat creation

Proposed habitat	Area (ha)	Distinctiveness score		Condition score		Ecological connectivity score		Time to target condition (years)	Temporal multiplier	Difficulty of creation	Difficulty multiplier	Habitat units delivered <sup>1</sup>
Urban - Developed land; sealed surface (buildings)	0.167	V.Low	0	N/A - Other	0	Low	1.00	0	1.000	Low	1	0.00
Urban - Developed land; sealed surface (hard standing)	0.186	V.Low	0	N/A - Other	0	Low	1.00	0	1.000	Low	1	0.00
Urban - Developed land; sealed surface (roads)	0.138	V.Low	0	N/A - Other	0	Low	1.00	0	1.000	Low	1	0.00
Urban - Vegetated garden	0.301	Low	2	Poor	1	Low	1.00	1	0.965	Low	1	0.58
Grassland - Modified grassland (amenity landscaping)	0.186	Low	2	Poor	1	Low	1.00	1	0.965	Low	1	0.36
Urban - Sustainable urban drainage feature (eastern lagoon)	0.141	Low	2	Moderate	2	Low	1.00	3	0.899	Medium	0.67	0.34
<b>Total</b>	<b>1.12</b>											<b>1.28</b>

1: Calculated as: area x distinctiveness x condition x connectivity x time x difficulty)

Table 2.3: Assessment of biodiversity value of ecological mitigation area

Habitat type	Area (ha)	Distinctiveness score		Condition score		Ecological connectivity score		Strategic significance score		Value (biodiversity units) <sup>1</sup>	Area of habitat retained	Area of habitat enhanced	Baseline value of retained habitats	Baseline value of enhanced habitats	Area of habitat lost (ha)	Value of habitats lost
Heathland and shrub - Mixed scrub	0.132	Medium	4	Moderate	2	Low	1	Low	1	1.06	0.132		1.056	0.00	0.00	0.00
Grassland - Modified grassland	1.467	Low	2	Fairly Good	2.5	Low	1	Low	1	7.34	0.372	0.497	1.86	2.49	0.60	2.99
Urban - Vacant/derelict land/ bareground (path)	0.003	Low	2	Poor	1	Low	1	Low	1	0.01	0.003		0.006	0.00	0.00	0.00
Lakes – Ditches (stream on east boundary)	0.014	Medium	4	Fairly Poor	1.5	Low	1	Low	1	0.08	0.014		0.084	0.00	0.00	0.00
<b>Total</b>	<b>1.62</b>									<b>8.48</b>	<b>0.52</b>	<b>0.497</b>	<b>3.01</b>	<b>2.49</b>	<b>0.60</b>	<b>2.99</b>

1: Calculated as: area x distinctiveness x condition x connectivity x strategic significance

Table 2.4: Assessment of biodiversity value of habitat creation and enhancement in ecological mitigation area

Proposed habitat	Area (ha)	Distinctiveness score		Condition score		Ecological connectivity score		Time to target condition (years)	Difficulty of creation / enhancement	Difficulty multiplier	Habitat units delivered
<b>Created habitats</b>											
Heathland and shrub - Mixed scrub	0.498	Medium	4	Good	3	Low	1	7	Low	1	4.66
Lakes - Ponds (Non- Priority Habitat)	0.1	High	6	Good	3	Medium	1.1	5	Low	1	1.66
<b>Total created habitats</b>	<b>0.598</b>										<b>6.31</b>
<b>Enhanced habitats</b>											
Grassland (other neutral grassland) – enhanced from low-medium distinctiveness habitat	0.497	Medium	4	Moderate	2	Low	1	10	Low	1	3.53
<b>Total (created and enhanced)</b>	<b>0.86</b>										<b>7.34</b>

## Hedgerows

- 2.14 Linear features (hedgerows) are not included in this report. No hedgerows will be lost to the development, and the existing hedge to the east of the Application Site will be retained. A new hedgerow will be created along the northern boundary of the site, and therefore by definition the development will clearly result in a net gain in terms of hedgerow habitat.

### 3 DESCRIPTION OF PROPOSED HABITATS WITH BIODIVERSITY BENEFITS AND OUTLINE MANAGEMENT

- 3.1 This section sets out outline management principles for retained and newly-created habitats of ecological interest.
- 3.2 A detailed Ecological Management Plan should be produced prior to commencement, setting out full details of habitat creation and management proposals. Indicative habitat creation proposals are provided in Figure 1.

#### Ponds

- 3.3 These ponds will be designed primarily for GCN habitat, and will be approximately 1.5 m deep at the deepest point, with shallow edges for GCN breeding courtship displays. The ponds will be planted with a range of native aquatic, emergent and marginal species.

#### Lagoon (development site)

- 3.4 The realigned lagoon on the eastern part of the site will be primarily designed and managed for surface water attenuation purposes. However, the design of the lagoon will also provide for some biodiversity value, including planting with native marginal and emergent plant species.

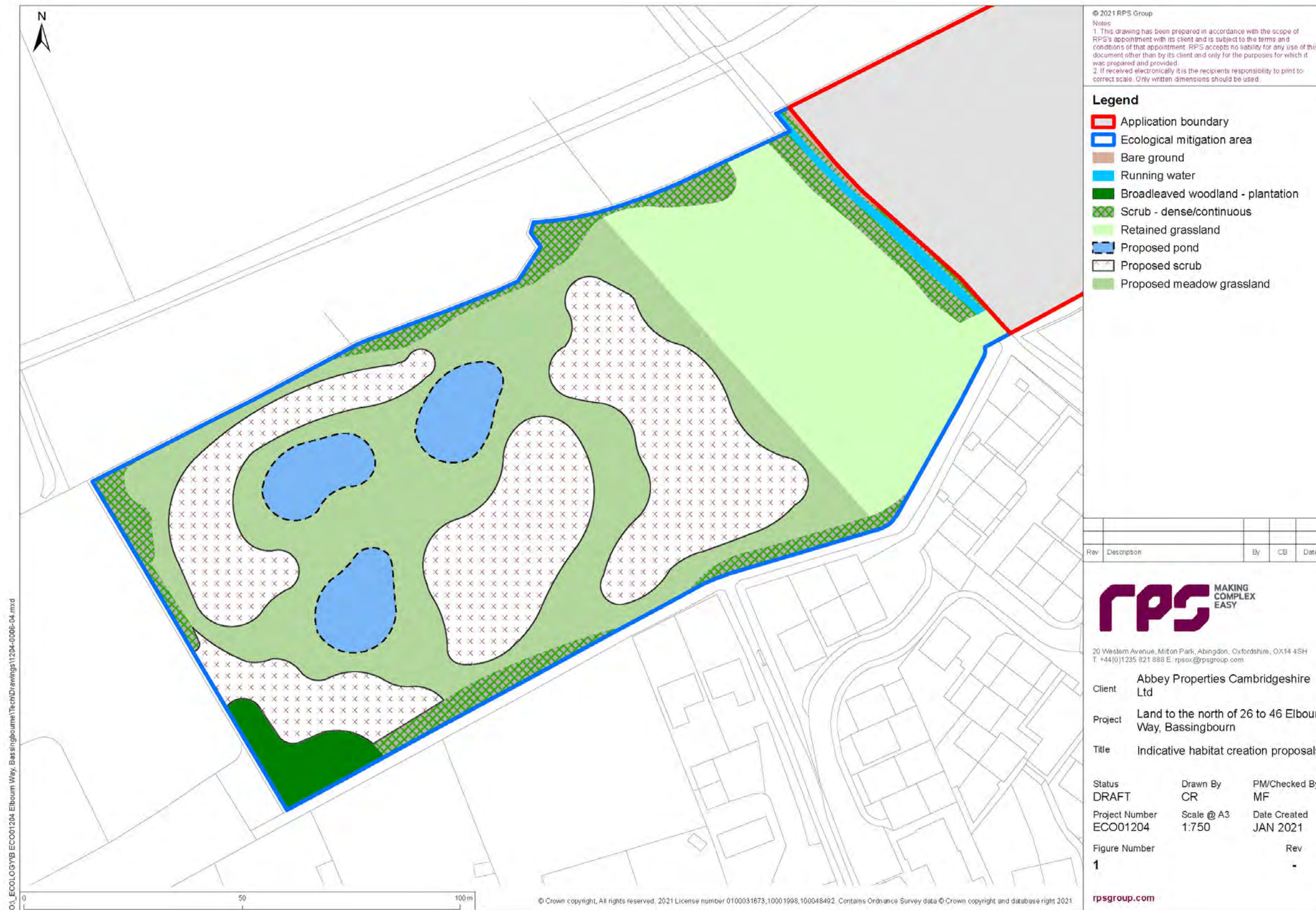
#### Enhanced grassland

- 3.5 A management regime for the existing grassland around the ponds will be implemented with the aim of achieving semi-improved neutral grassland with a diverse meadow flora. Management actions would comprise:
- Mowing regime altered to take an annual cut to no less than 15 cm in height, in July / August after flowers have set seed, with arisings removed;
  - Seeding of Yellow Rattle into the sward. Yellow Rattle is a plant species parasitic on grasses, which can reduce the vigour of grass growth in favour of other flowering plant species;
  - Overseeding of a neutral grassland meadow seedmix to diversify the sward; and
  - Localised spot treatment of invasive ruderal species such as nettles, docks and thistles, through hand pulling and / or weed wiping with a biodegradable herbicide.

#### Scrub

- 3.6 Areas of native species scrub planting would be provided. Species chosen would include flower-, fruit- and seed-bearing species that will provide a food source for a range of species in addition to providing habitat diversity for GCN.
- 3.7 The scrub would be managed once established by regular coppicing on a 7-10 year rotation, with some areas left uncoppiced to develop into woodland over the 30-year management plan period.

Figure 1. Indicative habitat creation and enhancement proposals



## 4 SUMMARY

4.1 The assessment above indicates that the development proposals for Elbourn Way will deliver a net gain of 23.37% for habitats, above the target of 10%.

4.2 A summary screenshot from the calculator tool is provided below.

<b>On-site baseline</b>	<i>Habitat units</i>	<b>4.59</b>
	<i>Hedgerow units</i>	<b>0.00</b>
	<i>River units</i>	<b>0.00</b>
<b>On-site post-intervention</b> (Including habitat retention, creation, enhancement & succession)	<i>Habitat units</i>	<b>1.30</b>
	<i>Hedgerow units</i>	<b>0.00</b>
	<i>River units</i>	<b>0.00</b>
<b>Off-site baseline</b>	<i>Habitat units</i>	<b>8.48</b>
	<i>Hedgerow units</i>	<b>0.00</b>
	<i>River units</i>	<b>0.00</b>
<b>Off-site post-intervention</b> (Including habitat retention, creation, enhancement & succession)	<i>Habitat units</i>	<b>12.85</b>
	<i>Hedgerow units</i>	<b>0.00</b>
	<i>River units</i>	<b>0.00</b>
<b>Total net unit change</b> (including all on-site & off-site habitat retention/creation)	<i>Habitat units</i>	<b>1.07</b>
	<i>Hedgerow units</i>	<b>0.00</b>
	<i>River units</i>	<b>0.00</b>
<b>Total net % change</b> (including all on-site & off-site habitat creation + retained habitats)	<i>Habitat units</i>	<b>23.37%</b>
	<i>Hedgerow units</i>	<b>0.00%</b>
	<i>River units</i>	<b>0.00%</b>

## REFERENCES

RPS (2021a). *Land to the north of 26-46 Elbourn Way, Bassingbourn: Preliminary Ecological Appraisal Report*. Report to Abbey Properties Cambridgeshire Limited. RPS, St Ives, Cambridgeshire.

RPS (2021b). *Land to the north of 26-46 Elbourn Way, Bassingbourn: Ecological Survey Report*. Report to Abbey Properties Cambridgeshire Limited. RPS, St Ives, Cambridgeshire.

# LAND NORTH OF ELBOURN WAY BASSINGBOURN

## Transport Statement

JNY10744-01a  
Transport Statement  
Version 01a  
21 January 2021



---

**Document Status**

Version	Purpose of document	Authored by	Reviewed by	Approved by	Review date
01	Draft	Danesh Aryan	Shelley Dix	Shelley Dix	21 January 2021
01a	Final for Issue	Danesh Aryan	Shelley Dix	Shelley Dix	29 January 2021

---

This report was prepared by **RPS Consulting Services Ltd** ('RPS') within the terms of its engagement and in direct response to a scope of services. This report is strictly limited to the purpose and the facts and matters stated in it and does not apply directly or indirectly and must not be used for any other application, purpose, use or matter. In preparing the report, RPS may have relied upon information provided to it at the time by other parties. RPS accepts no responsibility as to the accuracy or completeness of information provided by those parties at the time of preparing the report. The report does not take into account any changes in information that may have occurred since the publication of the report. If the information relied upon is subsequently determined to be false, inaccurate or incomplete then it is possible that the observations and conclusions expressed in the report may have changed. RPS does not warrant the contents of this report and shall not assume any responsibility or liability for loss whatsoever to any third party caused by, related to or arising out of any use or reliance on the report howsoever. No part of this report, its attachments or appendices may be reproduced by any process without the written consent of RPS. All enquiries should be directed to RPS.

Prepared by:

Prepared for:

**RPS Consulting Services Ltd**

**Abbey Properties Cambridgeshire Ltd**

Shelley Dix / Danesh Aryan  
Associate Director / Transport Planner

20 Farringdon Street, London. EC4A 4AB.

**T** 020 3691 0500  
**E** dixs@rpsgroup.com

---

## Contents

1	INTRODUCTION.....	1
2	POLICY AND GUIDANCE APPRAISAL.....	3
3	EXISTING SITUATION.....	10
4	DEVELOPMENT PROPOSALS.....	17
5	TRIP GENERATION AND MODAL SHARE.....	20
6	SUMMARY AND CONCLUSIONS.....	22

## Figures and Appendices

### FIGURES

FIGURE 1 – SITE LOCATION

FIGURE 2 – LOCAL FACILITIES

FIGURE 3 - LOCAL PUBLIC RIGHTS OF WAY (PROWS)

### APPENDICES

APPENDIX 1 – MASTERPLAN

APPENDIX 2 – CCC CONSULTATION

APPENDIX 3 – CENSUS DATA

APPENDIX 4 – PIA DATA

APPENDIX 5 – SWEPT PATH ANALYSIS

APPENDIX 6 – TRICS REPORT

# 1 INTRODUCTION

- 1.1 This Transport Statement (TS) has been prepared on behalf of The Abbey Group Cambridgeshire Limited in support of an Outline Planning Application for the proposed residential development of up to 33 dwellings on land North of Elbourn Way, Bassingbourn, Royston, Cambridgeshire.
- 1.2 This TS considers the highway and transport matters associated with the proposed development and has been produced with consideration of the National Planning Policy Framework (February 2019), the Planning Practice Guidance, South Cambridgeshire District Council's (SCDC) Planning Policies and Cambridgeshire County Council's (CCC) Transport Assessment Guidelines (September 2019).
- 1.3 For the purposes of this report SCDC act as the Local Planning Authority, whilst CCC act as the Local Highway Authority (LHA).

## The Site

- 1.4 The site is located at the Land North of Elbourn Way, Bassingbourn. The site is bound to the east and north by agricultural land, to the south by existing residential dwellings and to the west by an existing field within the ownership of the landowners and which is proposed to be used for open space and ecological enhancement.
- 1.5 The development site is located just to the northeast of the centre of the village of Bassingbourn, circa three kilometres northwest of Royston and circa 20 kilometres southwest of Cambridge.
- 1.6 A site location plan is provided in **Figure 1**.

## The Proposed Development

- 1.7 The Applicant proposes a residential development comprising the erection of up to 33 dwellings with associated access and car and cycle parking. Vehicular access to the development is proposed from the north-western end of Elbourn Way. Access to the site is currently provided by a gate via the existing turning head. Access will be principally provided by extending the turning head to provide the access road through the site.
- 1.8 An indicative site layout plan is included in **Appendix 1**.

## Pre-Application Consultation

- 1.9 The scope of the TS has been discussed with the LHA. A copy of the relevant email correspondence can be found in **Appendix 2**.
- 1.10 The general form and geometries of the access and the adjoining highway have been agreed in principle with CCC Highways as have the key highway geometries for the internal access road and footways.

## Report Format

- **Section 2** of the report provides a summary of the key national and local transport planning policies against which the proposed development will be considered;
- **Section 3** of the report describes the existing conditions at the site, its location and details the existing travel to work modes by residents within the local ward;
- **Section 4** of the report provides details of the proposed residential development including access arrangements for both vehicles and pedestrians;
- **Section 5** details the likely vehicular traffic generation of the site and considers its impact on the local highway and transport networks; and
- **Section 6** provides a summary of the report and conclusions.

## 2 POLICY AND GUIDANCE APPRAISAL

### Context

- 2.1 This section summarises the relevant national and local transport policy against which the development proposals have been considered.

### National Policy

#### National Planning Policy Framework (NPPF, 2019)

- 2.2 The current National Planning Policy Framework (NPPF), updated in February 2019, replaces the previous Framework published in March 2012 as revised in July 2018.
- 2.3 The NPPF sets out several transport objectives designed to facilitate sustainable development and contribute to the wider sustainability by giving people a greater choice about how they travel, in particular Section 9 'Providing Sustainable Transport'.
- 2.4 Paragraph 108 states:
- "In assessing sites that may be allocated for development in plans, or specific applications for development, it should be ensured that:
- appropriate opportunities to promote sustainable transport modes can be – or have been – taken up, given the type of development and its location;
  - safe and suitable access to the site can be achieved for all users; and
  - any significant impacts from the development on the transport network (in terms of capacity and congestion), or on highway safety, can be cost effectively mitigated to an acceptable degree."
- 2.5 Paragraph 109 continues that:
- "Development should only be prevented or refused on highways grounds if there would be an unacceptable impact on highway safety, or the residual cumulative impacts on the road network would be severe."
- 2.6 In terms of planning applications, the NPPF states at paragraph 110(a) that development should:
- "Give priority first to pedestrian and cycle movements, both within the scheme and with neighbouring areas, and second – so far as possible – to facilitating access to high quality public transport, with layouts that maximise the catchment area for bus or other public transport services, and appropriate facilities that encourage public transport use."
- 2.7 Paragraph 111 covers the need for Travel Plans and Transport Statements / Assessments for all developments that generate significant amounts of movement.
- 2.8 Regarding parking, Paragraph 105 of the NPPF states that:

“In setting local parking standards for residential and non-residential development, policies should take into account:

- a. The accessibility of the development;
- b. The type, mix and use of the development;
- c. The availability of and opportunities for Public Transport;
- d. Car ownership levels; and
- e. The need to ensure an adequate provision of spaces for charging plug-in and other ultra-low emission vehicles.”

2.9 Paragraph 106 states that:

“Maximum parking standards for residential and non-residential development should only be set where there is a clear and compelling justification that they are necessary for managing the local road network, or for optimising the density of development in city and town centres and other locations that are well served by public transport (in accordance with Chapter 11 of this Framework)...”

### **Planning Practice Guidance (PPG, 2014)**

2.10 Planning Practice Guidance – ‘Travel Plans, Transport Assessments and Statements in Decision-Taking’ was published in March 2014, offering updated and revised guidance on planning where necessary. It provides a concise report on the use and importance of Transport Assessments / Statements and Travel Plans. With regard to whether to provide a Transport Assessment, Transport Statement or no assessment, the guidance states:

“Local planning authorities, developers, relevant transport authorities, and neighbourhood planning organisations should agree what evaluation is needed in each instance.”

2.11 The guidance states that Transport Assessments / Statements and Travel Plans can positively contribute to:

- i. “Encouraging sustainable travel;
- ii. Lessening traffic generation and its detrimental impacts;
- iii. Reducing carbon emissions and climate impacts;
- iv. Creating accessible, connected, inclusive communities;
- v. Improving health outcomes and quality of life;
- vi. Improving road safety; and
- vii. Reducing the need for new development to increase existing road capacity or provide new roads.”

2.12 The guidance states that Transport Assessments / Statements and Travel Plans should be proportionate to the size and scope of the proposed development, be tailored to local circumstances and be established at the earliest practicable possible stage of a development proposal.

2.13 The guidance continues by stating that these reports should be brought forward through collaborative ongoing working between the Local Planning and Highway Authorities, transport operators, Rail Network Operators, Highways Agency and other relevant bodies. With regard to parking the guidance has moved away from the use of maximum parking guidance and Paragraph 008 states that:

“Maximum parking standards can lead to poor quality development and congested streets, local planning authorities should seek to ensure parking provision is appropriate to the needs of the development and not reduced below a level that could be considered reasonable.”

2.14 The guidance also states that it is simply not possible for public transport, walking or cycling to represent a viable alternative to the private car for all journeys, particularly in rural areas and for some longer or multi-leg journeys.

### Cambridgeshire Local Transport Plan 3 (LTP3; July 2015)

2.15 The Cambridgeshire LTP3 sets out the transport objectives, policies and strategy for the county. It is the strategy for the county for the 20-year period from 2011-2031. The strategy has a strong emphasis on encouraging the use of public transport, walking and cycling in Cambridgeshire to reduce the need to travel by car.

2.16 The LTP identifies five objectives to support the delivery of the overall vision, ‘Creating communities where people want to live and work: now and in the future’. Objective 3 focusses on the management and delivery of growth and development of sustainable communities by way of:

- “Discourage use of cars where alternatives exist and encourage use of sustainable means of transport such as walking, cycling and public transport;
- Facilitate active travel with investment in footpaths and cycle ways;
- Implement road safety initiatives to reduce road traffic accidents;
- Influence planning decisions to co-locate housing with jobs and services to reduce the need to travel;
- Influence the design of new developments to promote road safety and encourage travel by foot and bicycle; and
- Implement travel plans and other smarter choices measures such as car clubs and car sharing.”

2.17 The Strategy for meeting the objectives and delivery of the vision is set out under Chapter 4 ‘Strategy’. The respective challenges identified earlier in the LTP provide the basic structure for the strategy. Those of relevance to the proposed development are summarised in the following paragraphs.

2.18 Challenge 1: Improving the reliability of journey times by managing demand for road space, where appropriate and maximising the capacity and efficiency of the existing network seeks to:

- “Utilise Intelligent Transport Systems to better manage our transport network and thereby improve the reliability of journey times.
- Investigate the potential to manage demand where this can help to improve conditions for sustainable modes of transport and maximise the capacity of the network.

- Support measures which encourage more freight onto rail and work with freight operators to promote the use of the most appropriate routes for road freight.
  - Maintain the transport network to facilitate the efficient and safe movement of traffic.”
- 2.19 Challenge 2: Reducing the length of the commute and the need to travel by private car, suggests to:
- “Support the development strategy for Cambridgeshire by aiming to reduce the need to travel and by providing sustainable travel options for new developments;
  - Focus on securing school, workplace and residential travel plans and support and encourage employers to adopt smarter choices measures to help reduce the need to travel; and
  - Support and encourage journey planning tools to improve information available for journeys by sustainable modes.”
- 2.20 Challenge 3: Making sustainable modes of transport a viable and attractive alternative to the private car will encourage to:
- “Make sustainable modes of transport more attractive by developing walking and cycling networks.
  - Make it easier for people to change between modes of transport.
  - Work with bus operators to provide high quality bus services.
  - Improve the environment and safety of pedestrians, cyclists and public transport users. Focus on raising awareness of available transport choices, and the health and environmental benefits of cycling and walking.
  - Work with local planning authorities to ensure facilities for sustainable modes form an integral part of new development.”
- 2.21 ‘Smarter Choices’ are promoted as part of the LTP. These are measures to encourage and increase sustainable travel and reduce carbon dioxide emissions and increase active travel, thus improving health. Measures include:
1. Sustainable travel information and awareness raising;
  2. Promotion campaigns;
  3. Car clubs and car sharing;
  4. Technology such as electric bicycles, cars and buses;
  5. Travel planning; and
  6. Smarter working and living (reducing the need to travel).

## **Cambridgeshire Transport Delivery Plan 2019/20 to 2021/22 (April 2017)**

- 2.22 The Transport Delivery Plan (TDP) provides CCC’s forward visibility of all planned highway and transport schemes over the period 2019/20 to 2021/22. Those sustainable transport improvements that are considered beneficial to the site are identified as follows:
- General countywide carriageway and footway maintenance including cycle paths; and



- Provision of real time passenger information for the countywide bus network.

## South Cambridgeshire Local Plan 2018

- 2.23 The South Cambridgeshire Local Plan was adopted in September 2018. The document replaces the South Cambridgeshire LDF, which covered the period up to 2016. It sets out the visions, objectives, and policies for the district to 2031.
- 2.24 It is noted that the vision for the Local Plan will be secured through the achievement of key objectives, which include:
- “To ensure that all new development provides or has access to a range of services and facilities that support healthy lifestyles and well-being for everyone, including shops, schools, doctors, community buildings, cultural facilities, local open space, and green infrastructure.
  - To maximise potential for journeys to be undertaken by sustainable modes of transport including walking, cycling, bus and train.”
- 2.25 Policy TI/2 Planning for Sustainable Travel states that:
1. “Development must be located and designed to reduce the need to travel, particularly by car, and promote sustainable travel appropriate to its location.
  2. Planning permission will only be granted for development likely to give rise to increased travel demands, where the site has (or will attain) sufficient integration and accessibility by walking, cycling or public and community transport, including:
    - a. Provision of safe, direct routes within permeable layouts that facilitate and encourage short distance trips by walking and cycling between home and nearby centres of attraction, and to bus stops or railway stations, to provide real travel choice for some or all of the journey...;
    - b. Provision of new cycle and walking routes that connect to existing networks, including the wider Rights of Way network, to strengthen connections between villages, Northstowe, Cambridge, market towns, and the wider countryside;
    - c. Protection and improvement of existing cycle and walking routes, including the Rights of Way network, to ensure the effectiveness and amenity of these routes is maintained, including through maintenance, crossings, signposting and waymarking, and, where appropriate, widening and lighting;
    - d. Provision of secure, accessible and convenient cycle parking in accordance with Policy TI/3; and
    - e. Securing appropriate improvements to public and community transport (including infrastructure requirements) in accordance with the aims of the Cambridgeshire Local Transport Plan and South Cambridgeshire Community Transport Strategy...
  4. Developers of ‘larger developments’<sup>1</sup> or where a proposal is likely to have ‘significant transport implications’<sup>2</sup> will be required to demonstrate they have maximised opportunities for sustainable travel and will make adequate provision to mitigate the likely impacts through provision of a Transport Assessment and Travel Plan. All other developments will be required to submit a Transport Statement. Where a Transport Assessment / Statement or Travel Plan is required, a Low Emissions Strategy Statement should be integrated.

5. Travel Plans must have measurable outputs, be related to the aims and objectives in the Local Transport Plan and provide monitoring and enforcement arrangements. Planning obligations may be an appropriate means of securing the provision of some or all of a Travel Plan, including the requirement for an annual monitoring and progress report. Submission of area-wide Travel Plans will be considered in appropriate situations. Outline planning applications are required to submit a framework for the preparation of a Travel Plan.

<sup>1</sup> Larger development includes proposals of over 20 dwellings or 0.5 hectares for residential development and over 1,000 m<sup>2</sup> or 1 hectares for other development.

<sup>2</sup> Developments with 'significant transport implications' are those:

- In particularly congested locations and/or generating larger numbers of trips;
- Where there are particular local travel problems;
- That will have an adverse impact on an existing, or will result in the declaration of new, Air Quality Management Area or an unacceptable adverse impact on local air quality."

2.26 Car and cycle parking standards are set out in Figure 11 of the document by land use class. The relevant standards for land use class C3 residential dwellings are summarised in **Table 2.1**.

**Table 2.1: SCBC Parking Standards (Local Plan)**

Land Use Class	Indicative Car Parking Provision	Minimum Cycle Parking Provision	Notes
C3: Residential Dwellings	2 spaces per dwelling – 1 space to be allocated within curtilage	1 space per bedroom	Additional provision may be needed for visitors, service vehicles, salesmen.

Source: South Cambridgeshire Local Plan 2018

2.27 Additional guidance regarding parking provision is provided in Policy TI/3. It is noted that:

- a. "Car parking provision will take into consideration the site location, type and mix of uses, car ownership levels, availability of local services, facilities and public transport, and highway and user safety issues;
- b. The Council will encourage innovative solutions to car parking, including shared spaces where the location and patterns of use permit, and incorporation of measures such as car clubs and electric charging points; and
- c. Residential garages will only be counted towards car and cycle parking provision where they meet the minimum size requirement, being 3.3 m x 6 m for a car with an additional 1m at the end and/or 650-750mm at the side of a garage to park cycles.
- d. All parking provision must be provided in a manner that accords with Policy HQ/1 and the developer must provide clear justification for the level and type of parking proposed in the Design and Access Statement and/or Travel Plan."

---

## South Cambridgeshire District Design Guide SPD (March 2010)

- 2.28 This SPD is provided to ensure the delivery of sensitively and appropriately designed sustainable developments. It sets out important design principles based on recognised good practice and explains key requirements that will be taken into account when considering planning proposals.
- 2.29 Within Policy DP/2 Design of New Development it is stated that all new developments should:
- a. "...Achieve a legible development, which includes streets, squares and other public spaces with a defined sense of enclosure and interesting vistas, skylines, focal points and landmarks, with good interrelationship between buildings, routes and spaces both within the development and with the surrounding area;
  - b. Achieve a permeable development for all sectors of the community and all modes of transport, including links to existing footways, cycleways, bridleways, rights of way, green spaces and roads..."

### Overview

- 2.30 This chapter has outlined the policy context to which the proposed development relates and the frameworks with which the development proposal needs to comply.
- 2.31 It is clear that development should be sustainable in form and location, seeking to promote opportunities for sustainable modes of travel and reduce reliance on the private car.

## 3 EXISTING SITUATION

### Introduction

- 3.1 This section describes the existing conditions at the site and surrounding transport networks. In particular it focuses on the accessibility of the site by non-car modes. It also describes the surrounding highway network.

### Site Use, Location and Surroundings

- 3.2 The site is located at the Land North of Elbourn Way, Bassingbourn. The site is bound to the east and north by agricultural land, to the south by existing residential dwellings and to the west by an existing field within the ownership of the landowners and which is proposed to be used for open space and ecological enhancement.
- 3.3 The development site is located circa 300 metres to the northeast of the centre of the village of Bassingbourn, circa three kilometres northwest of Royston and circa 20 kilometres southwest of Cambridge.
- 3.4 The site location is illustrated in **Figure 1**.

### Walking and Cycling

- 3.5 There is existing footway provision on both sides of Elbourn Way adjacent to the site. Both footways are approximately 1.8 metres wide in the vicinity of the site and route along Elbourn Way to the south, where they join footways on The Causeway. Footways on The Causeway provide access to the centre of Bassingbourn to the west of the site and Kneesworth village to the east.
- 3.6 Footways within the village are relatively flat and surfaces are generally in a good condition. Street lighting is provided at regular intervals along the pedestrian routes between the site and Bassingbourn village centre.
- 3.7 There are two Public Rights of Way (PRoW) in the immediate vicinity of the site. Footpath 21/6 routes from the High Street to the south, along the western boundary of the site and links to Guise Lane to the north of the site. Footpath 21/7 connects to Footpath 21/6 at the western boundary of the site and routes west, connecting to North End. A plan showing Public Rights of Way can be found in **Figure 3**.
- 3.8 There is no dedicated or shared cycle route in the vicinity of the site. However, the local roads are lightly trafficked and therefore suitable for cycling.

### Local Facilities

- 3.9 To enable an assessment of the viability of walking as a realistic mode for trips to and from the site it is appropriate to establish the maximum distance that people are generally prepared to walk and the destinations that exist within these distances.
- 3.10 The Institute of Highways and Transportation (IHT) publication 'Providing for Journeys on Foot' (2000) suggests acceptable walking distances for various land uses, as set out in **Table 3.1**.

**Table 3.1: Acceptable Walking Distances (metres)**

Definition	Town Centres	Commuting / School	Elsewhere
Desirable	200m	500m	400m
Acceptable	400m	1,000m	800m
Preferred Maximum	800m	2,000m	1,200m

Source: Providing for Journeys on Foot, IHT (2000)

- 3.11 Walking distances have been calculated using the IHT guidance which suggests an average walking speed of approximately 4.8 kilometres per hour, which equates to circa 400 metres in five minutes.
- 3.12 The village of Bassingbourn provides a range of local amenities for shopping, leisure and recreational activities, while an extended range of facilities / amenities including employment opportunities can be accessed further afield. The site in the context of local facilities is shown on **Figure 2**.
- 3.13 **Table 3.2** shows the distance of the key facilities in relation to the site and the walking and cycle journey times to these destinations via existing walking and cycle routes. It should be noted that **Table 3.2** provides examples of key services only and is not intended to form an exhaustive list of all services in the area.

**Table 3.2: Distance of Key Facilities from Development Site**

Facility		Distance from centre of site (kilometres)	Indicative Journey Times (minutes)	
			Walk	Cycle
<b>Education</b>				
Pre-school	Bassingbourn Pre School	1.2	15	4
Primary	Bassingbourn Primary School	1.2	15	4
Secondary	Bassingbourn Village College	1.3	16	4
<b>Health and Community</b>				
Doctors	Bassingbourn Surgery	0.8	10	3
Dentist	Bassingbourn Dental Practice	1.0	12	3
Pharmacy	Bassingbourn Pharmacy	0.8	10	3
Library	Bassingbourn Library	0.7	8	2
Place of Worship	Bassingbourn URC Church	1.2	14	4
Pregnancy Care Centre	Breeze Birthing	2	25	7
<b>Shopping / Retail</b>				
Post Office	Bassingbourn Post Office	0.3	4	1
Supermarket	SPAR Bassingbourn	0.7	9	3
<b>Leisure Facilities</b>				
Pub / Restaurant	The Hoops	0.5	6	2
Leisure Centre / Fitness Centre	Bassingbourn Sports Centre	1.3	16	4
Hotel / Accommodation	Radford House	1.9	23	6
Sports Club	Bassingbourn Badminton Club	1.3	16	4
<b>Employment</b>				
Employment Areas	Highfields Business Park	3	37	10
	Royston Industrial Estate	4.9	52	17

Note: Assumed walking speed of 4.8km/hr and cycling speed of 12km/hr. Distance and journey times rounded to the nearest whole figure. Not all facilities / services are noted above.

- 3.14 **Table 3.2** demonstrates that a range of key facilities within the Bassingbourn / South Cambridgeshire area are accessible by foot or cycle, thereby minimising the need to travel by private car.

## Public Transport

- 3.15 The public transport facilities local to the site are shown in **Figure 2**.

- 3.16 According to the IHT publication ‘Guidelines for the Planning of Public Transport for Development’ (1999) a maximum walk distance of 400 metres to the nearest bus stop is considered desirable. However, it is also acknowledged within the IHT guidelines that it is more important to provide bus services which are easy and attractive to passengers than to adhere to an arbitrary maximum walking distance.
- 3.17 The nearest bus stop to the site is located on The Causeway circa 480 metres walk southeast of the proposed site access. The bus stop is served by bus routes 15 and 127.
- 3.18 The frequencies and periods of operations for local bus services are summarised in **Table 3.3**

**Table 3.3: Bus Services Operating in the Vicinity of the Site**

Service	Operator and Route	Frequency (services per hour)						
		AM Peak	Off Peak	PM Peak	First Service	Last Service	Sat	Sun
<b>Elm Tree Drive</b>								
15	Royston - Haslingfield	0	2	0	09:52	12:47	No Service	No Service
127	Royston - Bassingbourn - Guilden Morden	1	1	1	08:29	18:31	1	No Service

Source: traveline.info (August 2020)

- 3.19 Both routes highlighted in **Table 3.3** operate buses towards Royston, from where frequent services to several local destinations can be accessed as well as Royston Rail Station.
- 3.20 Additionally, The Busway A can be accessed from Royston which operate regular services to the surrounding area including Melbourn and Trumpington.
- 3.21 It is therefore considered that the site is accessible to a good level of bus provision, commensurate with its location.

## Rail

- 3.22 Royston Rail Station is located circa 4.7 kilometres south of the site. The railway station is managed and operated by Great Northern and Thameslink. The station provides space to store 178 bicycles and there are 519 car parking spaces.
- 3.23 The key destinations served by train services from Royston Rail Station include:
  - Cambridge 3 trains per hour;
  - London Kings Cross 2 trains per hour; and
  - Brighton 2 train per hour.

## Existing Modal Share

- 3.24 The site is located within the ward of Bassingbourn output area 'E05002794'. **Table 3.4** shows how the existing residents of this ward currently travel to work, as obtained from 2011 Census 'Journey to Work' data.

**Table 3.4: 'Journey to Work' Mode Split (2011 Census)**

Mode	Percentage Mode Share (Bassingbourn Ward Output Area)
Underground, metro, light rail, tram	0%
Train	6%
Bus, minibus or coach	1%
Taxi	0%
Motorcycle, scooter or moped	1%
Driving a car or van	70%
Passenger in a car or van	5%
Bicycle	5%
On foot	11%
Other method of travel to work	0%
<b>Total</b>	<b>100%</b>

Source: 2011 Census- Method of Travel to Work (Table QS701EW)

- 3.25 The Census data shows that 7% of residents use public transport to travel to work (1% bus, 6% train), with 16% travelling by foot/cycle. 70% of the existing residents travel to work by private car as a car driver. The modal split shows that 23% of residents currently travel to work by sustainable means.

## Existing Distribution

- 3.26 The 2011 Census also provides detailed data regarding the location of usual residence and place of work (dataset WF01BEW) for the MSOA covering Bassingbourn including the site (South Cambridgeshire 019). The data has subsequently been analysed to determine where those residing in the selected area (2,760 residents) usually work. The Census data is attached in **Appendix 3**.



- 3.27 Of the total residents, 1,118 (41%) travelled to work within South Cambridgeshire. Of these, 625 (56%) work locally in Bassingbourn, 154 (14%) in Melbourn, 67 (6%) in Duxford and 48 (4%) in Gamlingay, with the remaining 224 (20%) being dispersed elsewhere in South Cambridgeshire.
- 3.28 There is a total of 1,642 (59%) people that work outside of South Cambridgeshire, including 525 (19%) in North Hertfordshire, 432 (16%) in Huntingdonshire and the remaining 685 (25%) being dispersed elsewhere in the UK.
- 3.29 A number of the above destinations are connected by bus services, either from Bassingbourn or from connecting services via Royston. The current modal split shows that 1% of journeys are undertaken by bus and 6% by train.

## Highway Network

### Local Road Network

- 3.30 The site is located to the north of Elbourn Way, which is a single carriageway road approximately 5.5 metres in width. Elbourn Way forms a priority junction with The Causeway at its south-eastern end.
- 3.31 Southeast of the site The Causeway routes northeast linking to the A1198 and southwest connecting to the High Street. The Causeway, circa 5.5 metres in width is a single carriageway road and subject to 30mph speed limit.
- 3.32 To the south of the site, High Street, a single carriageway road that routes west, forming a priority junction with Brook Road/South End, provides access to the centre of Bassingbourn.

## Road Safety

- 3.33 Personal Injury Accident (PIA) data has been obtained from CCC for the latest five-year period available, from 2015 to April 2020. The study area comprises Elbourn Way, North End, High Street, Brook Road, Old North Road (A1198) and The Causeway, as illustrated in **Appendix 4**. Due to arrangements with the local constabulary, contributory factors and descriptions were not available as part of this assessment. It is therefore not possible to understand the circumstances of each collision.
- 3.34 During the latest five-year period a total of nine injury accidents were recorded within the study area, one of which was serious and eight were slight.

### The Causeway / High Street / Brook Road

- 3.35 A total of six slight accidents were recorded along The Causeway, High Street and Brook Road. Five slight accidents occurred in the daylight and involved only cars. One slight accident occurred in the daylight and resulted from a collision between a car and a bicycle.

### Old North Road (A1198)

- 3.36 A total of two incidents occurred along Old North Road (A1198) at the junction with Chestnut Lane, of which one was serious.

- 3.37 The serious accident occurred in the darkness and resulted from a collision between two cars. the weather condition was fine without high winds.
- 3.38 The slight accident occurred in the daylight and resulted from a collision between a car and a bicycle.

### **North End**

- 3.39 One slight accident was recorded along North End, at the junction with Poplar Farm Close. It resulted from a collision between two cars.

### **Summary**

- 3.40 The PIA analysis has not demonstrated any accident clusters on the local highway network surrounding the site. Furthermore, the data demonstrates there are no existing road safety issues associated with non-motorised users.

### **Overview**

- 3.41 This section demonstrates the suitability of the site for residential development. The frequency of bus services paired with the connections to the existing pedestrian and cycle routes within and around Bassingbourn and the available local facilities, provide opportunities for encouraging sustainable travel in the local area. The existing personal injury accident data indicates there are no notable issues associated with the design of the highway in the vicinity of the site.

## 4 DEVELOPMENT PROPOSALS

### Introduction

- 4.1 This section sets out details of the proposed residential development, including the access arrangements for both vehicles, pedestrians and cyclists, and cycle and car parking provision.

### Development Proposal

- 4.2 The Applicant proposes a residential development comprising the erection of up to 33 dwellings, with associated access and cycle and car parking provision. Vehicular access to the development is proposed from the north-western end of Elbourn Way. Access to the site is currently provided by a gate via the existing turning head. Access will be principally provided by extending the turning head to provide the access road through the site.
- 4.3 It is proposed that the development would comprise the following housing mix:
- 16 x 2-bedroom dwellings;
  - 12 x 3-bedroom dwellings; and
  - 5 x 4-bedroom dwellings.
- 4.4 It is proposed that 40% of the residential development will be provided as affordable dwellings.
- 4.5 Vehicle and cycle parking are to be provided for each dwelling in accordance with the South Cambridgeshire Local Plan standards.
- 4.6 A copy of the indicative development Masterplan is included as **Appendix 1**.

### Vehicular Access

- 4.7 Vehicular access to the development site will be provided by extending the north-western end of Elbourn Way into the site. The proposed vehicular access is shown on the drawing attached at **Appendix 1**.
- 4.8 It is proposed that the access road will be five metres wide with two metre footways on both sides of the carriageway. This has been discussed and agreed in principle with CCC Highways.
- 4.9 Furthermore, CCC Highways has requested the following improvements to Elbourn Way in the vicinity of the site access:
1. Narrowing of Elbourn Way from 44/50 Elbourn Way to the site access from 5.5 metres to 5 metres;
  2. Widening of the same footways from 1.8 metres to 2 metres;
  3. Inclusion of a give-way for the south-western end of Elbourn Way; and
  4. Removal of the existing turning head at the north-western end of Elbourn Way (outside 48 Elbourn Way), since this will no longer be required.

- 4.10 The access layout drawing illustrates these requested improvements, which have been discussed in principle with CCC Highways. The highway land that is freed up as a result of the removal of the turning head will accommodate access to No. 48 Elbourn Way, driveway access to Nos. 48 and 50 Elbourn Way, with the residual being turned over to verge / soft landscaping / hard landscaping, the full details of this will be agreed at the detail design stage.
- 4.11 The highway improvements illustrate junction visibility of 2.4 metres by 25 metres from the south-western end of Elbourn Way, which is the requirement where vehicle speeds are 20mph or less. Due to the geometries at this location, with a 90-degree bend being located at this internal junction, vehicle speeds will be less than 20mph and is therefore an appropriate level of provision.

### Internal Road Layout

- 4.12 The Masterplan in **Appendix 1** shows the internal road conforming to an adoptable standard, providing direct access to the dwellings.
- 4.13 The illustrative development layout reflects the design principles set out within Manual for Streets and the South Cambridgeshire District Design Guide SPD.
- 4.14 As requested by CCC Highways, the main access road into the site is five metres in width, with two-metre-wide footways on either side.

### Refuse Collection / Emergency Service Vehicle Access

- 4.15 The site access and also the internal road are designed to facilitate the manoeuvrability and navigation of refuse vehicles and emergency service vehicles throughout the development. All servicing vehicles would therefore be able to enter and exit the site in forward gear and navigate the internal road layout as demonstrated by way of the swept path analysis at **Appendix 5**.

### Pedestrian / Cycle Access

- 4.16 Pedestrian and cycle access will be provided via the access point from the north-western end of Elbourn Way as illustrated in **Appendix 1**.
- 4.17 Two-metre wide footways will be provided on both sides of the vehicular access throughout the internal road. The internal footways will link directly to the front entrance of each respective dwelling. The footways will connect to the existing footway provision on Elbourn Way. A new dropped kerb and crossover will be provided on the western side of Elbourn Way, circa 15 metres south east of the access point.
- 4.18 The proposed pedestrian / cycle access arrangements provide for safe, direct routes facilitating short distance walking and cycling trips between the development and the adjoining land uses where appropriate, in accordance with Policy TI/2 of the South Cambridgeshire Local Plan (2018).

### Car Parking Provision

- 4.19 As set out in **Section 2**, The South Cambridgeshire Local Plan 2018 provides indicative car parking standards as part of a design-led approach whereby car parking provision is tailored to reflect the specific development in terms of its location, density of development, mix of uses proposed and the availability of local facilities / public transport (Policy TI/3).

- 4.20 It recognises that whilst an under-provision of car parking may lead to inappropriate car parking on-street, an over-provision may result in unsightly and sometimes unsafe car dominated developments. The Local Plan 2018 indicates that two spaces are required per dwelling with at least one space to be allocated within the curtilage.
- 4.21 The indicative layout demonstrates how 66 car parking spaces can be accommodated to serve the residential development, equating to two spaces per dwelling, in accordance with Policy TI/3 of the Local Plan. All parking spaces will be allocated within the curtilage of each dwelling, primarily through driveway parking with an element of garage parking.

## Cycle Parking Provision

- 4.22 Cycle parking is proposed in accordance with the South Cambridgeshire Local Plan standards, which require a minimum of one cycle parking space per bedroom for residential developments.
- 4.23 Cycle parking provision for the houses will be provided on plot. All cycle parking spaces will be conveniently located and will be safe, secure and covered, in accordance with the standards.

## Overview

- 4.24 This section provides the details of the outline development proposals, which comprise:
- 33 residential dwellings;
  - Vehicular and pedestrian / cycle access via a new access from Elbourn Way;
  - Localised Elbourn Way highway improvements in accordance with CCC highways requirements;
  - Car parking provision in accordance with South Cambridgeshire's Local Plan; and
  - Cycle parking provision in accordance with South Cambridgeshire's Local Plan.
- 4.25 This section demonstrates that safe and suitable access to the site can be provided in accordance with the requirements of the NPPF. Furthermore, compliance with Policy TI/2 of the South Cambridgeshire Local Plan (2018) is achieved in terms of the permeability of the internal site layout and for the provision of car and cycle parking spaces.

## 5 TRIP GENERATION AND MODAL SHARE

### Introduction

- 5.1 This section considers the likely multi-modal trips that the proposed residential development would be expected to generate.

### Person Trip Rates

- 5.2 Person trip rates have been obtained from the TRICS database (v.7.2.2b) for the land use category 'Houses- Privately Owned', despite the 40% affordable dwellings proposed. Sites in 'edge of town' and 'suburban' locations within England excluding Greater London have been selected to best represent the proposal site.
- 5.3 The resulting person trip rates and proposed trip generation for the morning peak hour (08:00-09:00), the evening peak hour (17:00-18:00) and the 12-hour day (07:00-19:00) are summarised in **Table 5.1**, with the full TRICS report attached at **Appendix 6**.

**Table 5.1: Person Trip Rates / Trips (Houses- Privately Owned)**

Time Period	TRICS Person Trip Rate / Dwelling			Person Trips (33 Dwellings)		
	Arrivals	Departures	Two-Way	Arrivals	Departures	Two-Way
08:00 – 09:00	0.177	0.705	0.882	6	23	29
17:00 – 18:00	0.528	0.262	0.79	17	9	26
07:00 – 19:00	3.798	3.892	7.69	125	128	253

Source: TRICS v.7.7.2b; RPS Calculations.

- 5.4 Based on the TRICS person trip rates, as summarised in **Table 5.1**, the resulting person trip generation for the proposed development (33 dwellings) would be 29 two-way trips in the morning peak, 26 in the evening peak and a total of 253 two-way trips across the 12-hour day.

### Multi-Modal Trips

- 5.5 To understand the likely modes of travel of residents associated with the proposed residential development, the 2011 Census 'Journey to Work' data for the Bassingbourn Ward (summarised in **Table 3.4**) has been used. Based on the information in **Table 5.1**, **Table 5.2** provides a summary of the Bassingbourn Ward modal splits and applies these to the person trips generated by the proposed development of 33 dwellings.

**Table 5.2: Modal Split / Trips**

Mode of Travel	Modal Split (percentage)	Person Trips					
		08:00 – 09:00		17:00 – 18:00		07:00 – 19:00	
		Arrivals	Departures	Arrivals	Departures	Arrivals	Departures
Train	6%	1	1	1	1	8	8
Bus, minibus or coach	1%	0	0	0	0	1	1
Taxi	0%	0	0	0	0	0	0
Motorcycle, scooter or moped	1%	0	0	0	0	1	1
Driving a car or van	70%	4	16	12	6	88	90
Passenger in a car or van	5%	0	1	1	0	6	6
Bicycle	5%	0	1	1	0	6	6
On foot	11%	1	3	2	1	14	14
Other method of travel to work	0%	0	0	0	0	0	0
<b>Total</b>	<b>100%</b>	<b>6</b>	<b>23</b>	<b>17</b>	<b>9</b>	<b>125</b>	<b>128</b>

Source: 2011 Census; RPS Calculations. Note: Figures may not sum due to rounding.

- 5.6 **Table 5.2** identifies that the proposed development would be expected to generate, in a worst case, 20 and 18 two-way vehicle trips in the morning and evening peak hours respectively, with a total of 178 two-way vehicle movements across the 12-hour day.
- 5.7 It is anticipated that seven trips in the morning peak and six trips in the evening peak would be by sustainable modes of travel (bus, bicycle, on foot), while a total of 58 two-way trips across the 12-hour day would be by sustainable modes.

## Overview

- 5.8 The projected trip generation indicates that the development could generate 20 two-way vehicle movements during the morning peak hour and 18 vehicle movements during the evening peak hour. This equates to less than one vehicle trip per minute during both respective peak hours. Such levels of vehicular movements are not considered to represent a severe impact on the local road network in NPPF terms.

## 6 SUMMARY AND CONCLUSIONS

### Summary

- 6.1 This TS has been prepared on behalf of Abbey Properties Cambridgeshire Limited in support of an Outline Planning Application for the proposed residential development of up to 33 dwellings on land North of Elbourn Way, Bassingbourn, Royston, Cambridgeshire.
- 6.2 The nearest bus stop to the site is located on The Causeway circa 480 metres walk southeast of the proposed site access, providing access to Royston and Royston Rail Station. Royston Rail Station is located circa 4.7 kilometres south of the site.
- 6.3 The proposed site presents a relatively sustainable location in terms of access to local facilities and amenities as well as a good level of public transport provision, given its rural setting; providing opportunities for people to minimise the need to travel by private car.
- 6.4 Vehicular access to the site is proposed from the north-western end of Elbourn Way. Access arrangements have been designed in accordance with the South Cambridgeshire Design Guide SPD and Manual for Streets as appropriate and have been agreed in principle with CCC Highways. The indicative internal access route reflects these principles with dwellings linked by an internal access route.
- 6.5 Furthermore, minor highway improvements are proposed to the north-western end of Elbourn Way, at the request of CCC Highways. These incorporate the narrowing of the carriageway, widening of the footway, removal of the turning head, which no longer will be required, and the introduction of a give-way.
- 6.6 Pedestrian and cycle access is proposed by way of the new main access to the site. Footways will be provided along both sides of the access road within the site for pedestrians and the carriageway will be suitable for cyclists due to low vehicular numbers and speeds.
- 6.7 Car and cycle parking provisions are proposed on-site in accordance with requirements of the South Cambridgeshire Local Plan 2018.
- 6.8 Servicing and refuse are to be undertaken within the development. Swept path analysis of the site access as well as the indicative layout has been undertaken to ensure that service vehicles can manoeuvre within the site. This analysis demonstrates the suitability of the site access and the indicative layout to accommodate the manoeuvrability requirements of a large refuse vehicle.
- 6.9 The travel patterns of future residents of the development have been established using the agreed TRICS person trip rates and 2011 Census 'Journey to Work' modal share for the local output area. A potential 20 two-way vehicle trips during the morning peak hour and 18 two-way vehicle trips during the evening peak hour are forecast.
- 6.10 It is considered that the development trips would not have a significant impact on the operation of the local highway network or transport networks.

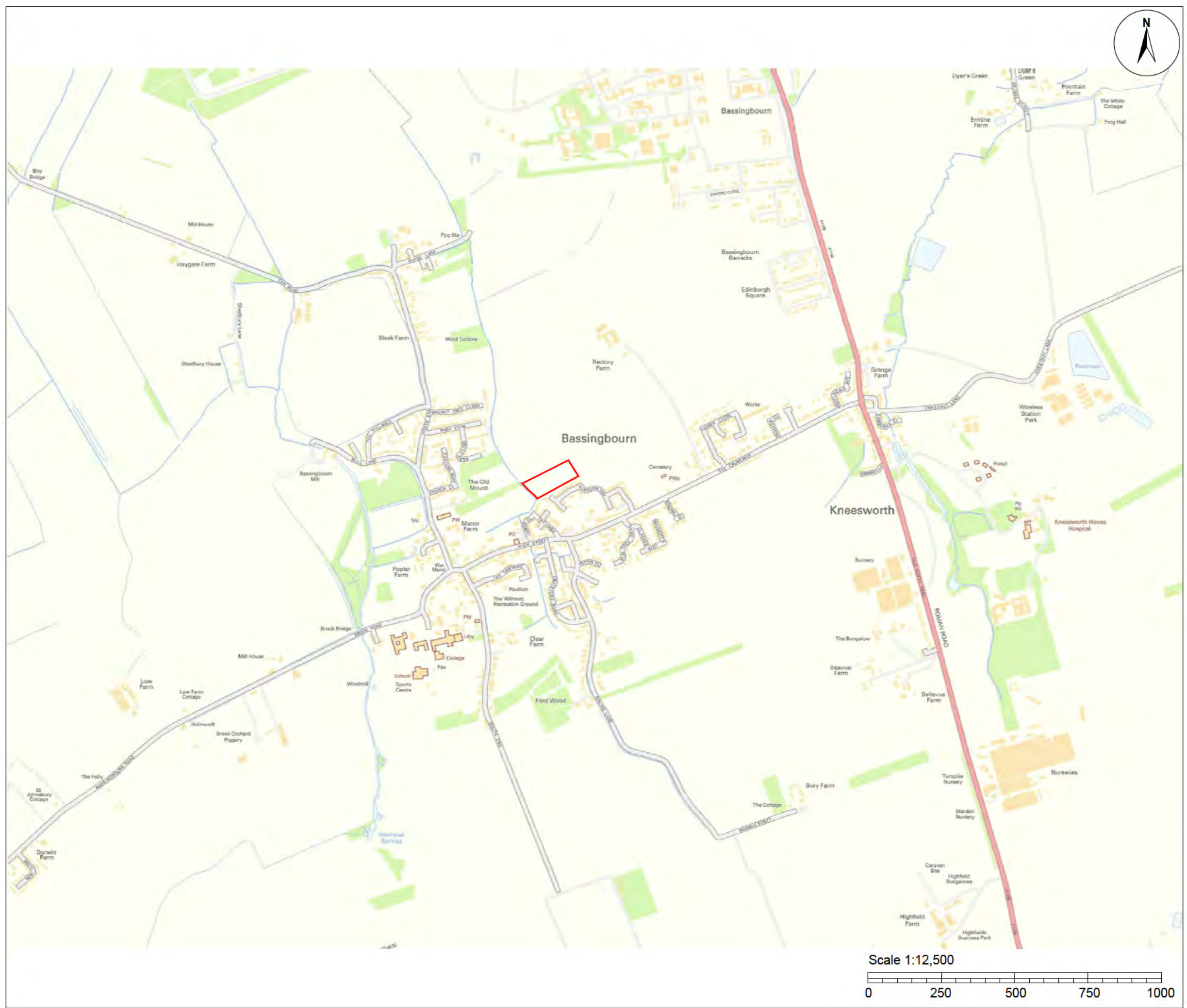


## Conclusion

- 6.11 It is considered that safe and suitable access to the proposed residential development by all modes of travel can be achieved, in accordance with the requirements of Policy TI/2 of the Council's Local Plan and the NPPF (Paragraph 108).
- 6.12 Furthermore, it is considered that the proposed residential development of up to 33 dwellings would not have an unacceptable impact on the operation of the local highway network, in accordance with the requirements of national and local planning policy. It is therefore considered there are no transportation or traffic reasons why the development proposals should not be acceptable to the planning and highway authorities.

## Figures

## Figure 1 – Site Location



- NOTES**
1. This drawing has been prepared in accordance with the scope of RPS's appointment with its client and is subject to the terms and conditions of that appointment. RPS accepts no liability for any use of this document other than by its client and only for the purposes for which it was prepared and provided.
  2. If received electronically it is the recipients responsibility to print to correct scale. Only written dimensions should be used.
  3. This drawing is to be read in conjunction with all relevant scheme drawings.

**Key:**

Site

Rev	Description	By	CB	Date
-----	-------------	----	----	------



20 Farringdon Street, London EC4A 4AB  
 T +44(0)20 3691 0500 E transport@rpsgroup.com

**Client** Abbey Properties  
 Cambridgeshire Ltd

**Project** Land North of Elbourn Way

**Title** Site Location

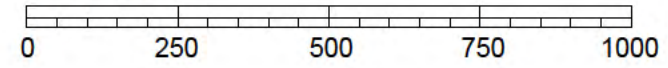
Status Drawn By PM/Checked by  
 INFORMATION AJ DA

Project Number Scale @ A3 Date Created  
 JNY10744 1:12500 25/01/21

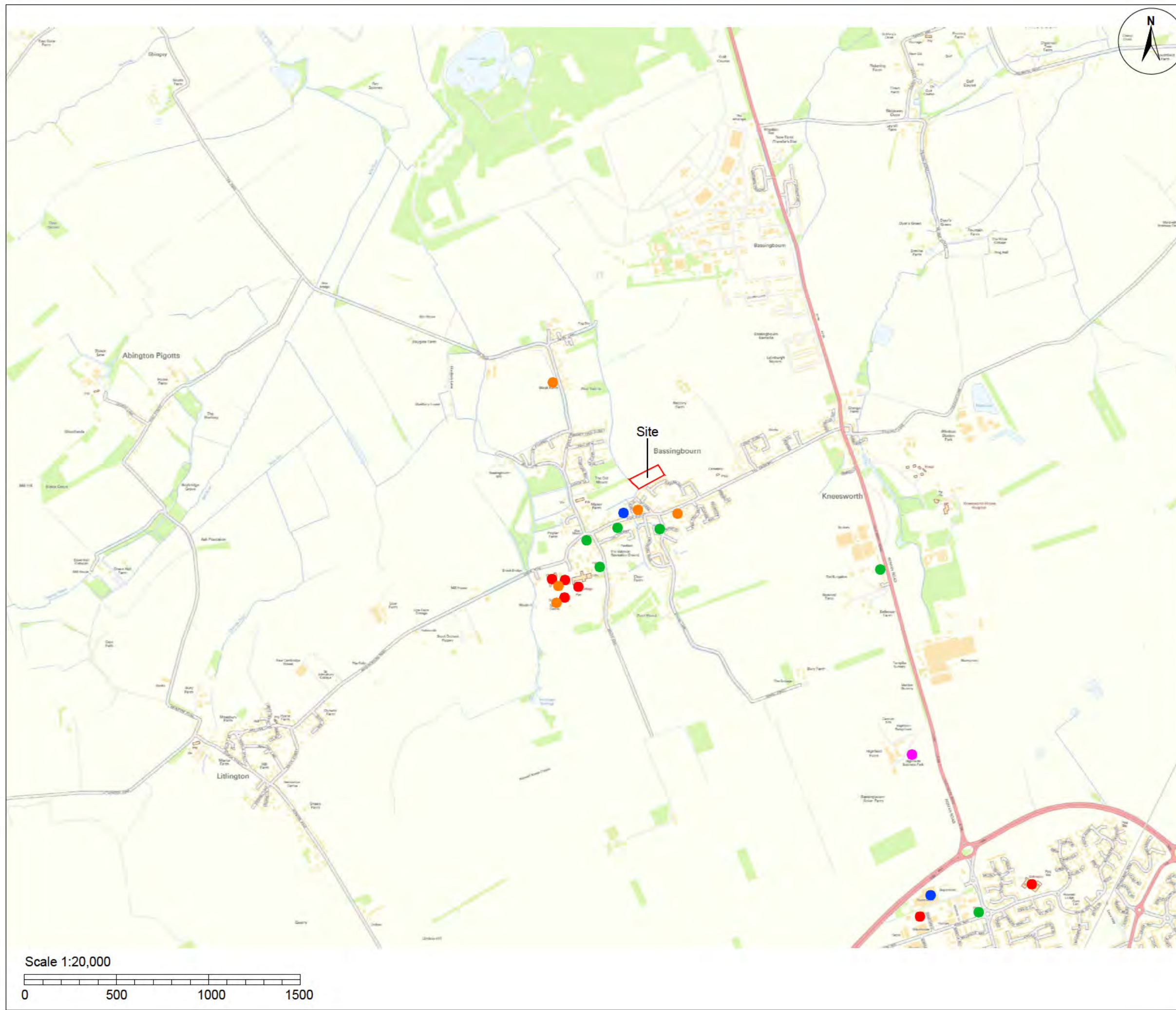
RPS Drawing/Figure Number Rev  
 JNY10744-08

[rpsgroup.com](http://rpsgroup.com)

Scale 1:12,500



## Figure 2 – Local Facilities



© 2019 RPS Group

**NOTES**

1. This drawing has been prepared in accordance with the scope of RPS's appointment with its client and is subject to the terms and conditions of that appointment. RPS accepts no liability for any use of this document other than by its client and only for the purposes for which it was prepared and provided.
2. If received electronically it is the recipients responsibility to print to correct scale. Only written dimensions should be used.
3. This drawing is to be read in conjunction with all relevant scheme drawings.

**Facilities Key:**

- **Education**  
Pre School / Primary School / Secondary School
- **Health & Community**  
Doctors Surgery / Dental Practice / Pharmacy / Library / PoW / Pregnancy Care Centre
- **Shopping and Retail**  
Post Office / Supermarket
- **Leisure Facilities**  
Pub House / Restaurant Leisure Centres / Sports Club / Accommodation /
- **Employment**  
Highfield Business Park / Royston Industrial Estate

Rev	Description	By	CB	Date
-----	-------------	----	----	------



20 Farringdon Street, London EC4A 4AB  
T +44(0)20 3691 0500 E transport@rpsgroup.com

**Client** Abbey Properties  
Cambridgeshire Ltd

**Project** Land North of Elbourn Way

**Title** Local Facilities

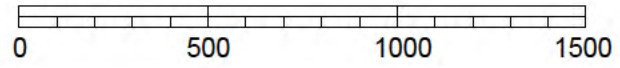
Status Drawn By PM/Checked by  
INFORMATION AJ DA

Project Number Scale @ A3 Date Created  
JNY10744 1:20000 27/01/21

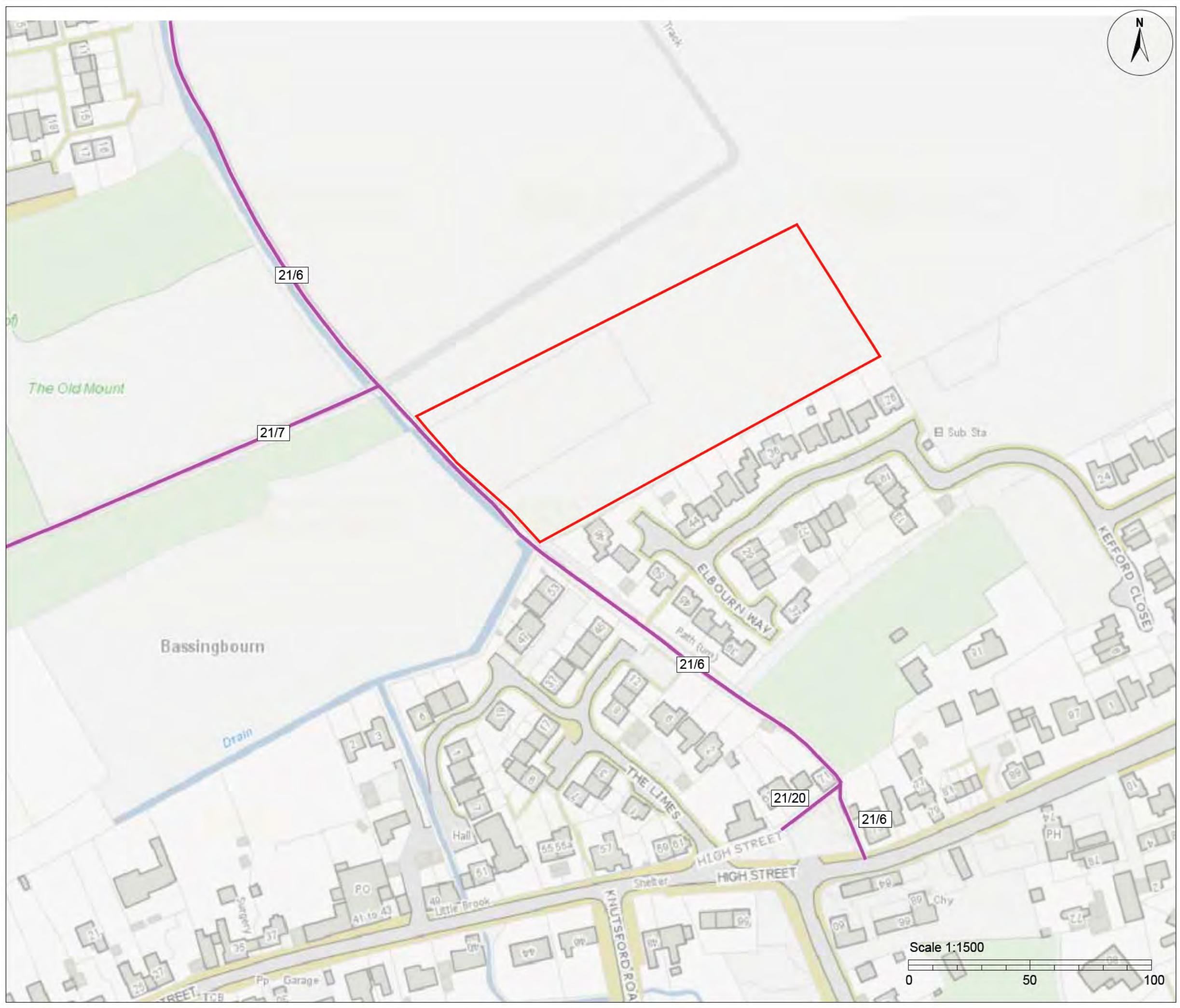
RPS Drawing/Figure Number Rev  
JNY10744-09

[rpsgroup.com](http://rpsgroup.com)

Scale 1:20,000



## Figure 3 - LOCAL PUBLIC RIGHTS OF WAY (PROWS)



© 2019 RPS Group

- NOTES
1. This drawing has been prepared in accordance with the scope of RPS's appointment with its client and is subject to the terms and conditions of that appointment. RPS accepts no liability for any use of this document other than by its client and only for the purposes for which it was prepared and provided.
  2. If received electronically it is the recipients responsibility to print to correct scale. Only written dimensions should be used.
  3. This drawing is to be read in conjunction with all relevant scheme drawings.

Key

-  Footway
-  Site

Rev	Description	By	CB	Date



20 Farringdon Street, London EC4A 4AB  
 T +44(0)20 3691 0500 E transport@rpsgroup.com

Client **Abbey Properties  
 Cambridgeshire Ltd**

Project **Land North of Elbourn Way**

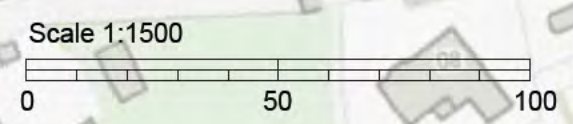
Title **Public Rights of Way**

Status Drawn By PM/Checked by  
 INFORMATION AJ DA

Project Number Scale @ A3 Date Created  
 JNY10744 1:1500 28/01/21

RPS Drawing/Figure Number Rev  
 JNY10744-10

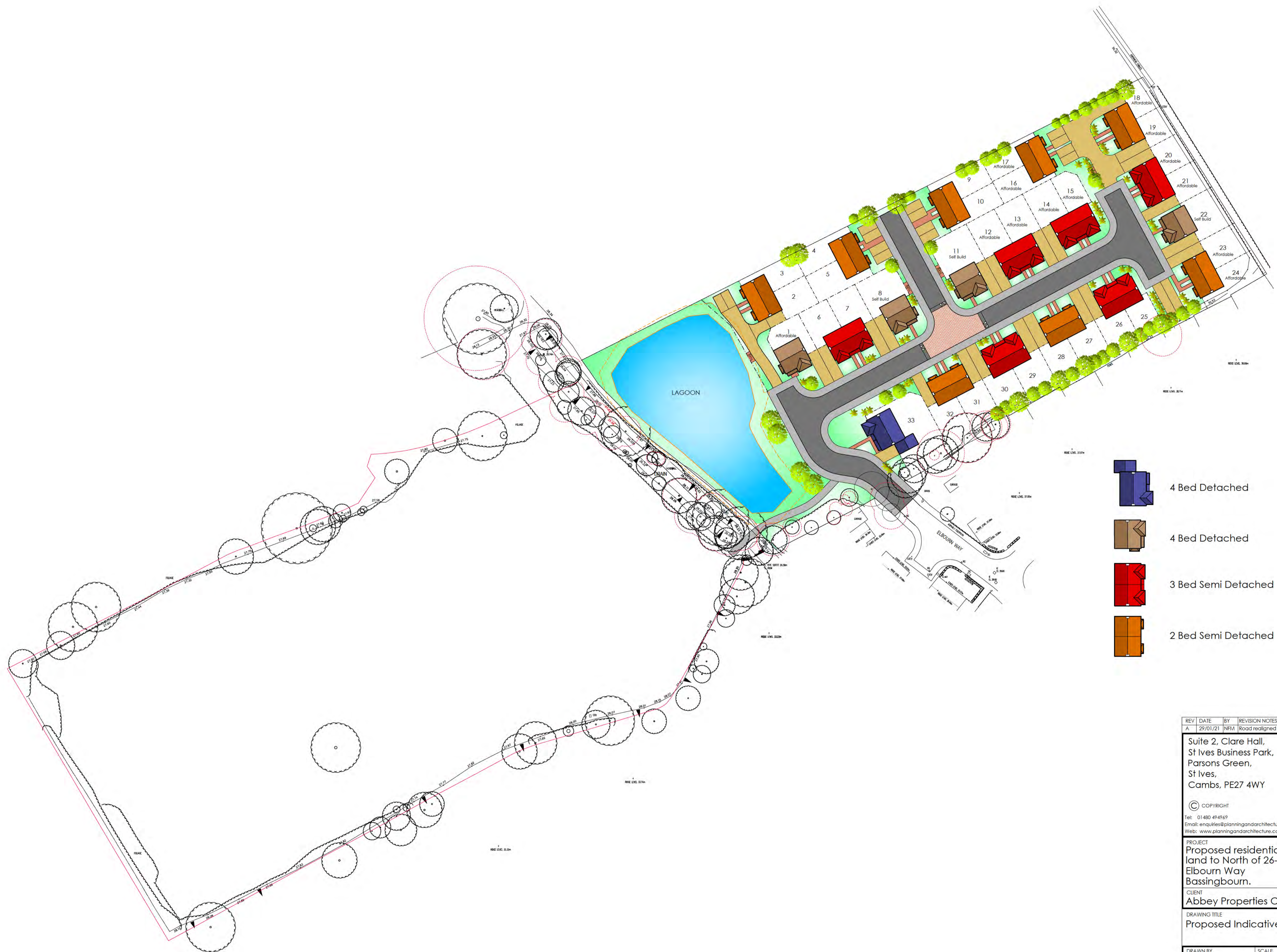
[rpsgroup.com](http://rpsgroup.com)





## Appendices

## Appendix 1 – Masterplan



-  4 Bed Detached
-  4 Bed Detached
-  3 Bed Semi Detached
-  2 Bed Semi Detached

REV	DATE	BY	REVISION NOTES
A	29/01/21	NFM	Road realigned to suite RPS design. Bin points added.

Suite 2, Clare Hall,  
 St Ives Business Park,  
 Parsons Green,  
 St Ives,  
 Cambs, PE27 4WY

© COPYRIGHT  
 Tel: 01480 494949  
 Email: enquiries@planningandarchitecture.co.uk  
 Web: www.planningandarchitecture.co.uk

**PARTNERS**  
 in PLANNING  
 and ARCHITECTURE

PROJECT  
 Proposed residential development on  
 land to North of 26-46  
 Elbourn Way  
 Bassingbourn.

CLIENT  
 Abbey Properties Cambridgeshire Ltd.

DRAWING TITLE  
 Proposed Indicative Block Plan

DRAWN BY NFM	SCALE 1:500 @ A1
DATE 19/01/21	DWG. No. 18-63-202
	REV. A

## Appendix 2 – CCC Consultation

[REDACTED]

---

**From:** [REDACTED]  
**Sent:** 13 November 2020 12:02  
**To:** [REDACTED]  
**Cc:** [REDACTED]  
**Subject:** RE: Land North of Elbourn Way, Bassingbourn: Transport Scoping Request (JNY10744)  
**Attachments:** JNY10744-03 Prelim Access Layout.pdf; TMP Guidance (with logo).doc

**CAUTION:** This email originated from outside of RPS.

Dear [REDACTED]

Thank you for your email re the above.

I have reviewed the submitted drawing and I have the following comments:

- 1) The Local Highway Authority would seek that the proposed footways be 2m in width with a 5m carriageway and not 5.5m with a 1.80m/1.75m footway as this is unacceptable.
- 2) If 1.75m is an existing footway width this will be required to be widened to preferably 2m (1.8m as a minimum) due to the proposed intensification up to (50 dwellings) The Highway Authority has a hierarchy which places pedestrians at the top of that hierarchy.
- 3) If the applicant is not seeking for the development to be adopted - The proposed access will need to be constructed so that its falls and levels are such that no private water from the site drains across or onto the adopted public highway. Please note that the use of permeable paving does not give the Highway Authority sufficient comfort that in future years water will not drain onto or across the adopted public highway and physical measures to prevent the same must be provided.
- 4) That the proposed access be constructed using a bound material to prevent debris spreading onto the adopted public highway.
- 5) The Highway Authority requests that a plan showing the visibility splays is provided at the junction with number 44 and 50 Elbourn Way. The visibility splay should have the dimensions of 2.4 metres by 43metres as measured from and along the nearside edge of the carriageway shall be provided on both sides of the access. 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.
- 6) The Local Highway Authority will seek a condition (if the information is not submitted as a part of the application) that no demolition or construction works shall commence on site until a traffic management plan has been agreed in writing with the Planning Authority. Please find attached CCC TMP guidance information.

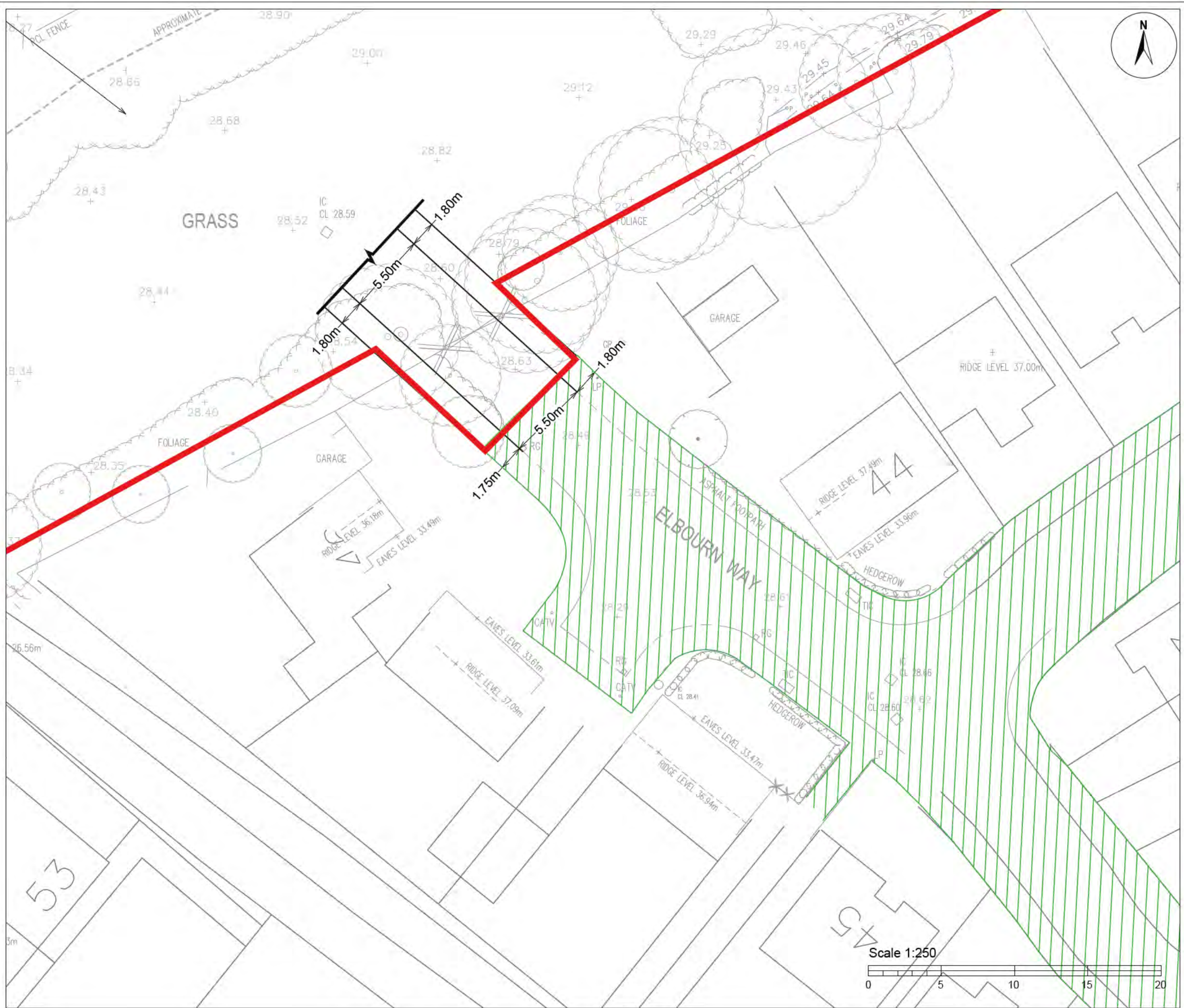
Note: These are officer comments only giving an informal opinion about the principle of the proposal and the main issues involved from the perspective of the Local Highway Authority. The views expressed will not bind the decision of Members of the Local Planning Authority should a planning application be submitted, nor prejudice the formal decision making process of the Local Planning Authority.

If you require any further clarification please do not hesitate to contact me.

Kind regards

---



**From:** [REDACTED]  
**Sent:** 12 November 2020 17:44



© 2019 RPS Group

- NOTES**
1. This drawing has been prepared in accordance with the scope of RPS's appointment with its client and is subject to the terms and conditions of that appointment. RPS accepts no liability for any use of this document other than by its client and only for the purposes for which it was prepared and provided.
  2. If received electronically it is the recipients responsibility to print to correct scale. Only written dimensions should be used.
  3. This drawing is to be read in conjunction with all relevant scheme drawings.

**Key:**

-  Publicly maintainable Highway
-  Site boundary

Rev	Description	By	CB	Date



20 Farringdon Street, London EC4A 4AB  
 T +44(0)20 3691 0500 E transport@rpsgroup.com

**Client** Abbey Properties  
 Cambridgeshire Ltd

**Project** Land North of Elbourn Way

**Title** Preliminary Access Layout

Status	Drawn By	PM/Checked by
INFORMATION	AJ	SRD
Project Number	Scale @ A3	Date Created
JNY10744	1:250	11/11/20
RPS Drawing/Figure Number		Rev
JNY10744-03		-

[rpsgroup.com](http://rpsgroup.com)

[Redacted]

---

**From:** [Redacted]  
**Sent:** 24 November 2020 16:25  
**To:** [Redacted]  
**Cc:** [Redacted]  
**Subject:** RE: Land North of Elbourn Way, Bassingbourn: Transport Scoping Request (JNY10744)  
**Attachments:** JNY10744-04 Elbourn Way Visibility Splay.pdf

Hello [Redacted]

Thank you for your feedback.

In terms of the preliminary access design, we have considered both the local South Cambridgeshire District SPD and the existing design of Elbourn Way.

On the basis Elbourn Way is 5.5 metres in width with 1.8 metre footways we extended this principle into the site.

If the preference is for a 5 metre carriageway with 2 metre footways, we can happily adjust this within the site. If considered desirable we can also amend the existing north-western stub of Elbourn Way (from the junction with 44 and 50 Elbourn Way so this is provided as a 5 metre carriageway with 2 metre footways. Please can you confirm your preference?

With regard to the internal Elbourn Way junction by 44 and 50 Elbourn Way, currently there are no priorities at the location. However, based on the assumption the east / west link is required to give-way to the north / south section, the attached drawing illustrates the visibility splays based on vehicle speeds of 20mph. Whilst we do not have the vehicular speeds for this location, it is clear that at this location vehicular speeds will be low on the north/south link at this location as all vehicles will be turning into / out of the east / west section.

Thank you for confirming the requirement for a TMP to be submitted prior to commencement of development, I will let my client know that you would seek a Condition in this regard.

In terms of our proposed Transport Statement scope, please can you confirm this is acceptable?

I look forward to hearing from you, in the meantime, if you have any queries please call me.

Kind regards

[Redacted]

[Redacted]

---

**From:** [Redacted]  
**Sent:** 13 November 2020 12:02  
**To:** [Redacted]  
**Cc:** [Redacted]  
**Subject:** RE: Land North of Elbourn Way, Bassingbourn: Transport Scoping Request (JNY10744)

**CAUTION:** This email originated from outside of RPS.

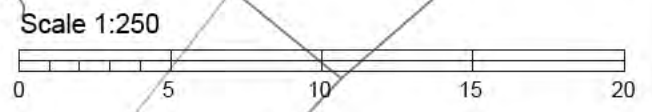
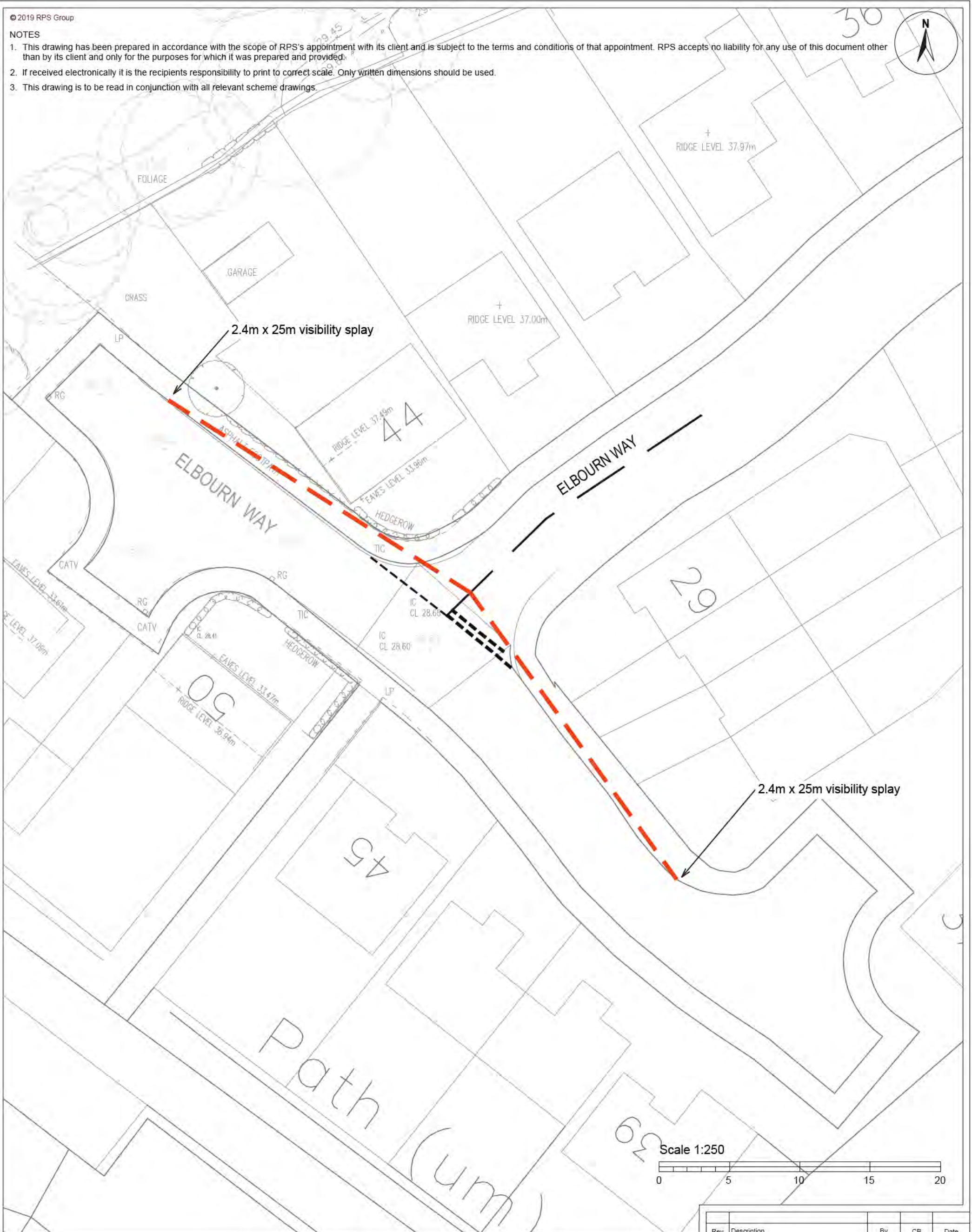
Dear [Redacted]

Thank you for your email re the above.

I have reviewed the submitted drawing and I have the following comments:

NOTES

1. This drawing has been prepared in accordance with the scope of RPS's appointment with its client and is subject to the terms and conditions of that appointment. RPS accepts no liability for any use of this document other than by its client and only for the purposes for which it was prepared and provided.
2. If received electronically it is the recipients responsibility to print to correct scale. Only written dimensions should be used.
3. This drawing is to be read in conjunction with all relevant scheme drawings.



Rev	Description	By	CB	Date
-----	-------------	----	----	------

Status	Drawn By	PM/Checked by
PRELIMINARY	AJ	SRD
Project Number	Scale @ A3	Date Created
JNY10744	1:250	13/11/20
RPS Drawing/Figure Number	Rev	
JNY10744-04	-	

[rpsgroup.com](http://rpsgroup.com)



20 Farringdon Street, London EC4A 4AB  
T +44(0)20 3691 0500 E [transport@rpsgroup.com](mailto:transport@rpsgroup.com)

Client Abbey Properties Cambridgeshire Ltd  
Project Land North of Elbourn Way  
Title Elbourn Way Visibility Splay



[REDACTED]

---

**From:** [REDACTED]  
**Sent:** 08 January 2021 12:49  
**To:** [REDACTED]  
**Subject:** RE: Land North of Elbourn Way, Bassingbourn: Transport Scoping Request (JNY10744)

**CAUTION:** This email originated from outside of RPS.

[REDACTED]

Thank you for your emails dated 24<sup>th</sup> November, 14<sup>th</sup> December and 5<sup>th</sup> January re the above, I apologise for my delayed response.

In answer to your queries the Local Highway Authority can confirm that they would seek that the footway from existing north-western stub of Elbourn Way (from the junction with 44 and 50 Elbourn Way ) be increased in width to 2m and the carriageway reduced to 5m, we would also seek that the footway fronting the motor vehicle parking for number 50 and 48 be redesigned to ease pedestrian flow and prevent this from being used as an area for motor vehicle parking as the existing turning head will no longer be required.

In respect to the internal Elbourn Way junction by 44 and 50 Elbourn Way, the Local Highway Authority would require that the north/south is required to give way to the east / west link and not as shown on the attached drawing, please could you amend your submitted visibility drawing to reflect this.

Note: These are officer comments only giving an informal opinion about the principle of the proposal and the main issues involved from the perspective of the Local Highway Authority. The views expressed will not bind the decision of Members of the Local Planning Authority should a planning application be submitted, nor prejudice the formal decision making process of the Local Planning Authority.

If you require any further clarification please do not hesitate to contact me.

Kind regards

[REDACTED]

---

**From:** [REDACTED]  
**Sent:** 05 January 2021 14:55  
**To:** [REDACTED]  
**Subject:** RE: Land North of Elbourn Way, Bassingbourn: Transport Scoping Request (JNY10744)

**CAUTION:** This email originates outside of Cambridgeshire County Council's network. Do NOT click on links or open attachments unless you recognise the sender and know the content is safe. If you believe this email to be spam please follow these instructions to report it: <https://camweb.cambridgeshire.gov.uk/spam/>

[REDACTED]

Please see attached previously issued drawing from ease of reference.

Kind regards

[Redacted]

---

**From:** [Redacted]  
**Sent:** 08 January 2021 16:19  
**To:** [Redacted]  
**Cc:** [Redacted]  
**Subject:** RE: Land North of Elbourn Way, Bassingbourn: Transport Scoping Request (JNY10744)  
**Attachments:** JNY10744-04 Elbourn Way Visibility Splay SRD Mark Up.pdf

[Redacted]

Many thanks for your email. Just glad to hear you are safe and well in these unsettling times.

Thank you for your comments. Please can you just clarify my understanding of your comments before we start drawing up any changes.

These relate to the positioning of the give-way and the changes to the existing turning head. I have marked up my understanding on the attached sketch. Please forgive the poor quality but hopefully you will get the idea.

Please can you confirm my understanding is correct and or otherwise and then we will undertake the required work.

Please call me if it is unclear.

Kind regards

[Redacted]

[Redacted]

---

**From:** [Redacted]  
**Sent:** 08 January 2021 12:49  
**To:** [Redacted]  
**Subject:** RE: Land North of Elbourn Way, Bassingbourn: Transport Scoping Request (JNY10744)

**CAUTION:** This email originated from outside of RPS.

[Redacted]

Thank you for your emails dated 24<sup>th</sup> November, 14<sup>th</sup> December and 5<sup>th</sup> January re the above, I apologise for my delayed response.

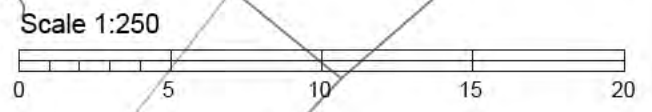
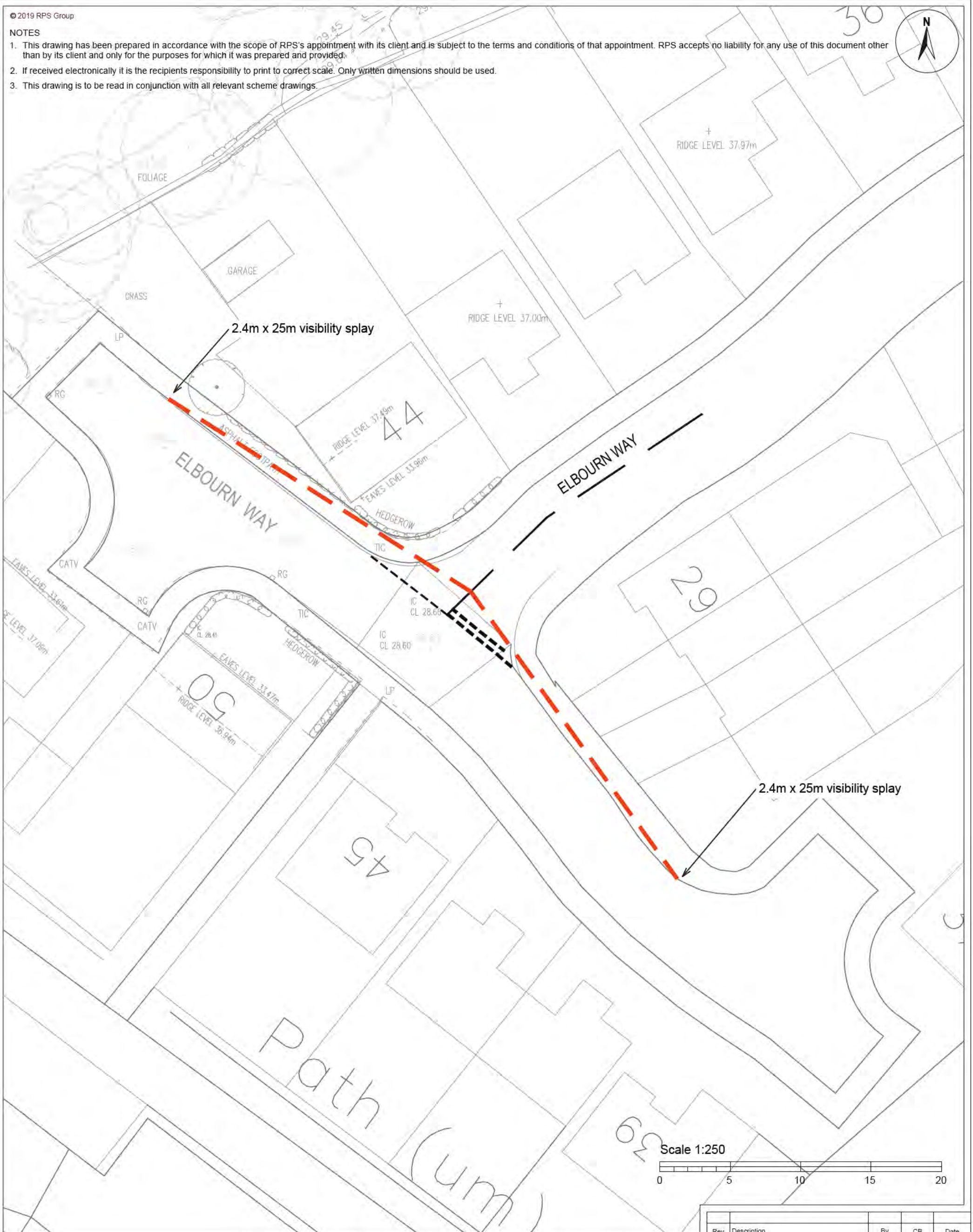
In answer to your queries the Local Highway Authority can confirm that they would seek that the footway from existing north-western stub of Elbourn Way (from the junction with 44 and 50 Elbourn Way ) be increased in width to 2m and the carriageway reduced to 5m, we would also seek that the footway fronting the motor vehicle parking for number 50 and 48 be redesigned to ease pedestrian flow and prevent this from being used as an area for motor vehicle parking as the existing turning head will no longer be required.

In respect to the internal Elbourn Way junction by 44 and 50 Elbourn Way, the Local Highway Authority would require that the north/south is required to give way to the east / west link and not as shown on the attached drawing, please could you amend your submitted visibility drawing to reflect this.

Note: These are officer comments only giving an informal opinion about the principle of the proposal and the main issues involved from the perspective of the Local Highway Authority. The views expressed will not bind the decision

NOTES

1. This drawing has been prepared in accordance with the scope of RPS's appointment with its client and is subject to the terms and conditions of that appointment. RPS accepts no liability for any use of this document other than by its client and only for the purposes for which it was prepared and provided.
2. If received electronically it is the recipients responsibility to print to correct scale. Only written dimensions should be used.
3. This drawing is to be read in conjunction with all relevant scheme drawings.



Rev	Description	By	CB	Date
-----	-------------	----	----	------

Status	Drawn By	PM/Checked by
PRELIMINARY	AJ	SRD
Project Number	Scale @ A3	Date Created
JNY10744	1:250	13/11/20
RPS Drawing/Figure Number	Rev	
JNY10744-04	-	

[rpsgroup.com](http://rpsgroup.com)



20 Farringdon Street, London EC4A 4AB  
T +44(0)20 3691 0500 E [transport@rpsgroup.com](mailto:transport@rpsgroup.com)

Client **Abbey Properties Cambridgeshire Ltd**  
Project **Land North of Elbourn Way**  
Title **Elbourn Way Visibility Splay**

[REDACTED]

---

**From:** [REDACTED]  
**Sent:** 15 January 2021 12:12  
**To:** [REDACTED]  
**Cc:** [REDACTED]  
**Subject:** RE: Land North of Elbourn Way, Bassingbourn: Transport Scoping Request (JNY10744)  
**Attachments:** JNY10744-04 Elbourn Way Visibility Splay SRD Mark Up.pdf

**CAUTION:** This email originated from outside of RPS.

[REDACTED]

Thank you for your email dated 8<sup>th</sup> January re the above.

I can confirm that the amendments as shown on the attached drawing are acceptable in principle (subject to detail design) to the Local Highway Authority.

Note: These are officer comments only giving an informal opinion about the principle of the proposal and the main issues involved from the perspective of the Local Highway Authority. The views expressed will not bind the decision of Members of the Local Planning Authority should a planning application be submitted, nor prejudice the formal decision making process of the Local Planning Authority.

If you require any further clarification please do not hesitate to contact me.

---

**From:** [REDACTED]  
**Sent:** 08 January 2021 16:19  
**To:** [REDACTED]  
**Cc:** [REDACTED]  
**Subject:** RE: Land North of Elbourn Way, Bassingbourn: Transport Scoping Request (JNY10744)

**CAUTION:** This email originates outside of Cambridgeshire County Council's network. Do NOT click on links or open attachments unless you recognise the sender and know the content is safe. If you believe this email to be spam please follow these instructions to report it: <https://camweb.cambridgeshire.gov.uk/spam/>

[REDACTED]

Many thanks for your email. Just glad to hear you are safe and well in these unsettling times.

Thank you for your comments. Please can you just clarify my understanding of your comments before we start drawing up any changes.

These relate to the positioning of the give-way and the changes to the existing turning head. I have marked up my understanding on the attached sketch. Please forgive the poor quality but hopefully you will get the idea.

Please can you confirm my understanding is correct and or otherwise and then we will undertake the required work.

Please call me if it is unclear.

[REDACTED]

---

**From:** [REDACTED]  
**Sent:** 26 January 2021 09:42  
**To:** [REDACTED]  
**Cc:** [REDACTED]  
**Subject:** RE: Land North of Elbourn Way, Bassingbourn: Transport Scoping Request (JNY10744)  
**Attachments:** JNY10744-03B Prelim Access Layout - copy.pdf

[REDACTED]

Please see attached revised access plan incorporating:

1. 5 metre wide carriageway;
2. 2 metre wide footways;
3. The north-western end of Elbourn Way carriageway narrowed to 5 metres and footways widened to a minimum of 2 metres;
4. Existing Elbourn Way turning head removed and footway continued straight towards the site, drop kerb providing access to the private driveways and the residual land turned over to highway verge / landscaping;
5. The southern section of Elbourn Way giving way to the east / west section and the associated junction visibility splay based on vehicle speeds of 20mph, although I suspect this will be lower due to the 90 degree bend at this location.

Please can you confirm this meets with your requirements and will be acceptable to CCC.

Kind regards

[REDACTED]

[REDACTED]

---

**From:** [REDACTED]  
**Sent:** 15 January 2021 13:22  
**To:** [REDACTED]  
**Cc:** [REDACTED]  
**Subject:** RE: Land North of Elbourn Way, Bassingbourn: Transport Scoping Request (JNY10744)

**CAUTION:** This email originated from outside of RPS.

[REDACTED]

As you state within your email a dropped kerb is required to be installed to enable motor vehicles to access number 48 and 50. The remaining area of existing carriageway could become verge or vegetation of some form that is permitted within the Adopted Public Highway , this would then remove the irregular parking that occurs in the turning head and ease pedestrian flow.

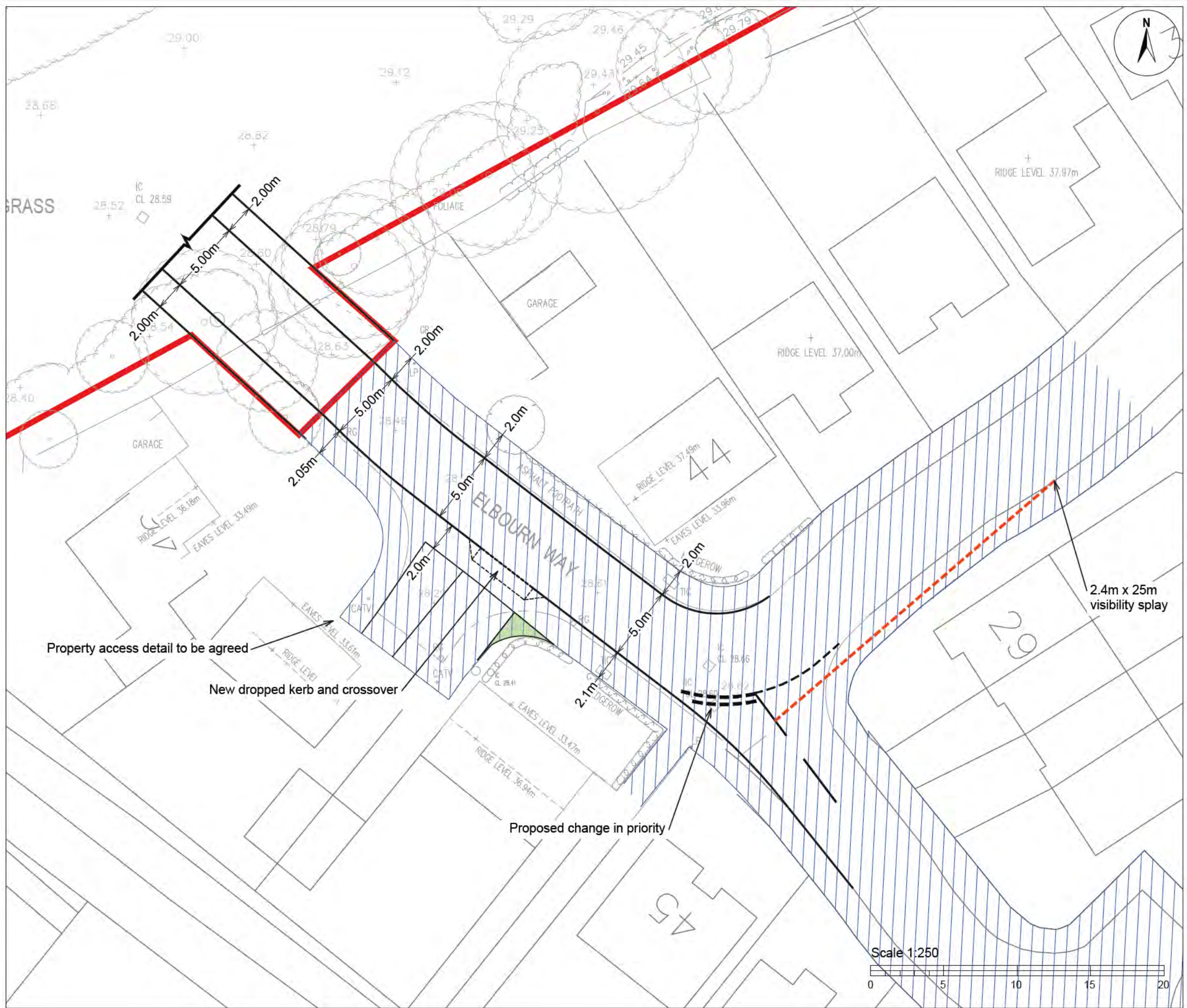
If you require any further information please do not hesitate to contact me.

Kind regards

[REDACTED]



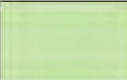
---

**From:** [REDACTED]  
**Sent:** 15 January 2021 12:23



- NOTES**
1. This drawing has been prepared in accordance with the scope of RPS's appointment with its client and is subject to the terms and conditions of that appointment. RPS accepts no liability for any use of this document other than by its client and only for the purposes for which it was prepared and provided.
  2. If received electronically it is the recipients responsibility to print to correct scale. Only written dimensions should be used.
  3. This drawing is to be read in conjunction with all relevant scheme drawings.

**Key:**

-  Publicly maintainable Highway
-  Site boundary
-  New verge

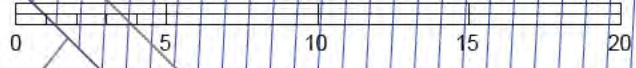
B	Property access detail	AJ	SRD	20:01:21
A	Footway and carriageway widths adjusted, turning head removed & traffic priority changed	AJ	SRD	18:01:21
Rev	Description	By	CB	Date

Property access detail to be agreed  
 New dropped kerb and crossover

Proposed change in priority

2.4m x 25m visibility splay

Scale 1:250



20 Farringdon Street, London EC4A 4AB  
 T +44(0)20 3691 0500 E transport@rpsgroup.com

Client **Abbey Properties  
 Cambridgeshire Ltd**

Project **Land North of Elbourn Way**

Title **Preliminary Access Layout**

Status	Drawn By	PM/Checked by
INFORMATION	AJ	SRD
Project Number	Scale @ A3	Date Created
JNY10744	1:250	11/11/20
RPS Drawing/Figure Number		Rev
JNY10744-03		B

[rpsgroup.com](http://rpsgroup.com)

## Appendix 3 – Census Data

## WF01BEW - Location of usual residence and place of work (OA level)

ONS Crown Copyright Reserved [from Nomis on 25 August 2020]

population

All usual residents ages 16 and over in  
employment the week before the census

units

Persons

date

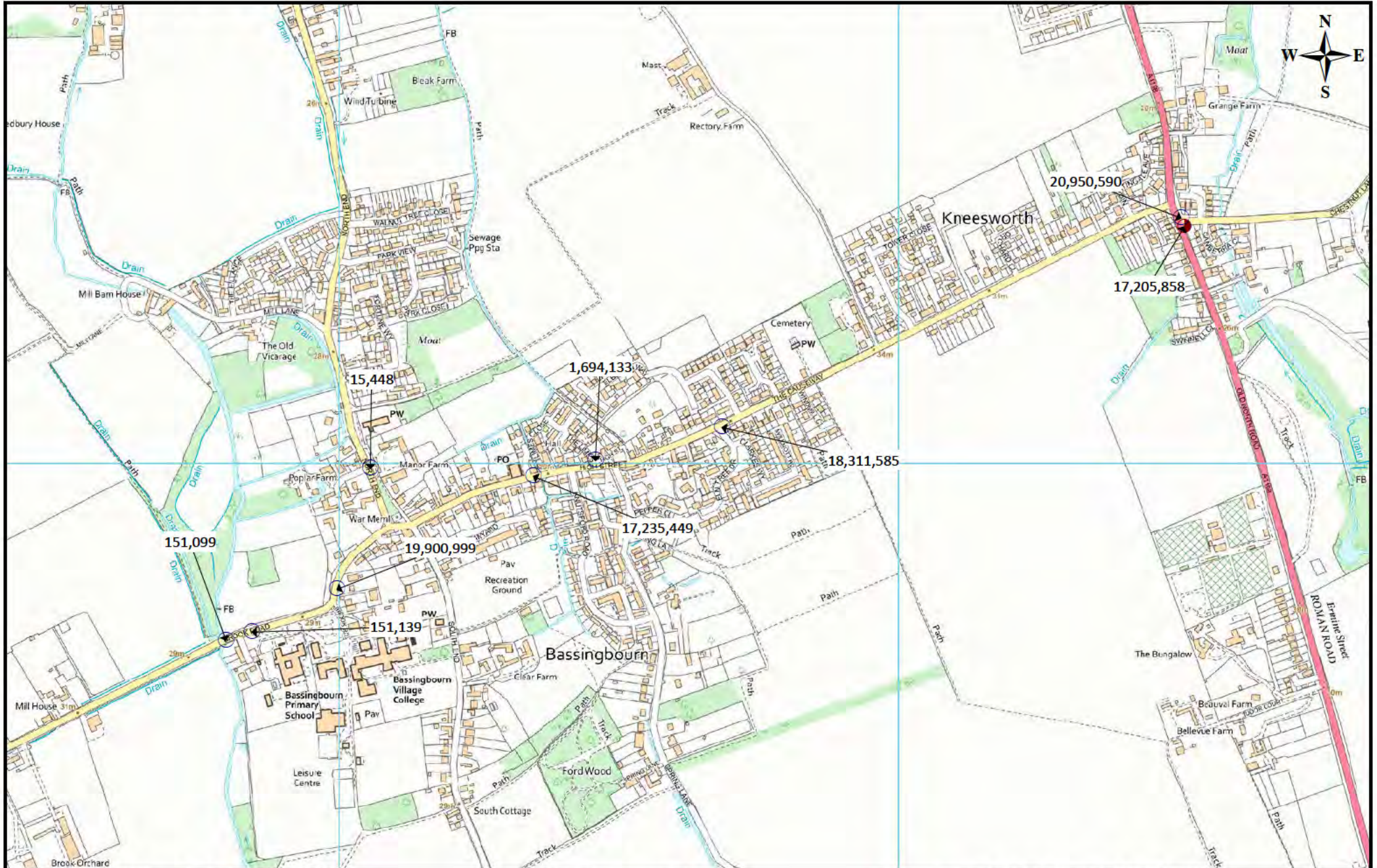
2011

### currently residing in

place of work	E02003793 : South Cambridgeshire 019
E02003779 : South Cambridgeshire 005	19
E02003780 : South Cambridgeshire 006	15
E02003781 : South Cambridgeshire 007	33
E02003783 : South Cambridgeshire 009	18
E02003784 : South Cambridgeshire 010	18
E02003785 : South Cambridgeshire 011	18
E02003787 : South Cambridgeshire 013	48
E02003788 : South Cambridgeshire 014	25
E02003789 : South Cambridgeshire 015	21
E02003791 : South Cambridgeshire 017	67
E02003792 : South Cambridgeshire 018	154
E02003793 : South Cambridgeshire 019	625
E02006873 : South Cambridgeshire 020	23
E02006874 : South Cambridgeshire 021	34
Peterborough	18
Luton	18
Bedford	16
Central Bedfordshire	63
Cambridge	432
East Cambridgeshire	15
Huntingdonshire	67
South Cambridgeshire	1,157
Epping Forest	17
Uttlesford	29
Broxbourne	22
East Hertfordshire	78
North Hertfordshire	525
St Albans	18
Stevenage	79
Welwyn Hatfield	63
Camden	39
Enfield	15
Islington	26
Westminster, City of London	102



## Appendix 4 – PIA Data



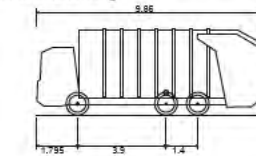
## Appendix 5 – Swept Path Analysis



© 2019 RPS Group

**NOTES**

1. This drawing has been prepared in accordance with the scope of RPS's appointment with its client and is subject to the terms and conditions of that appointment. RPS accepts no liability for any use of this document other than by its client and only for the purposes for which it was prepared and provided.
2. If received electronically it is the recipients responsibility to print to correct scale. Only written dimensions should be used.
3. This drawing is to be read in conjunction with all relevant scheme drawings.

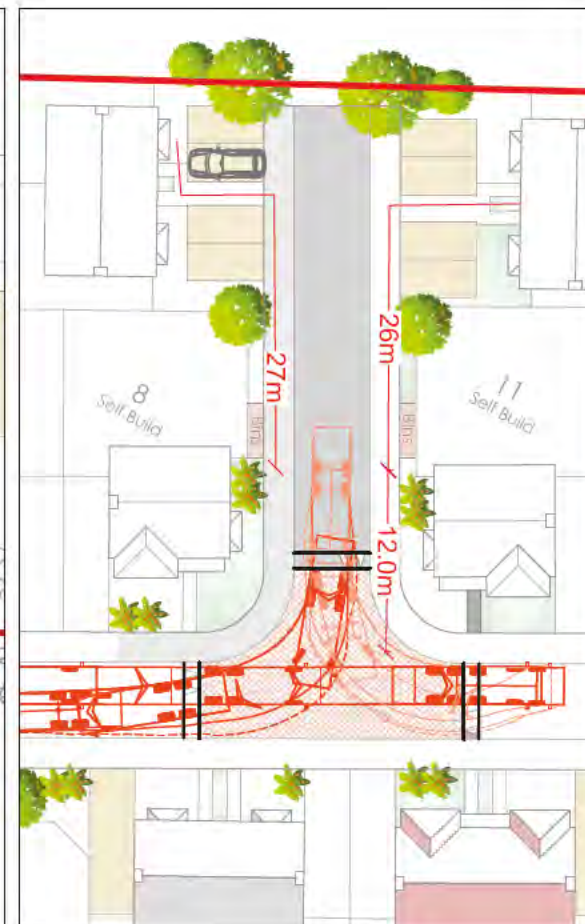
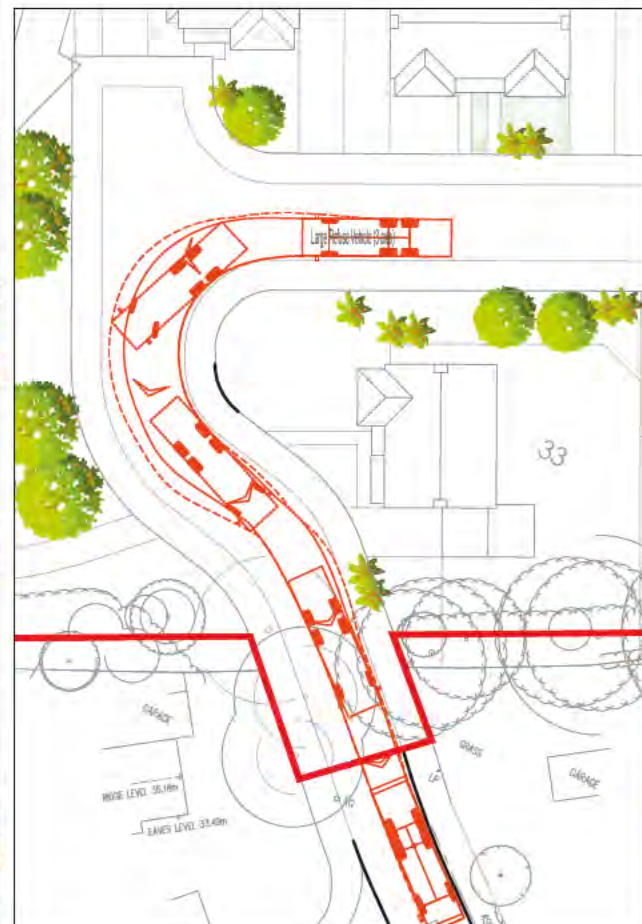
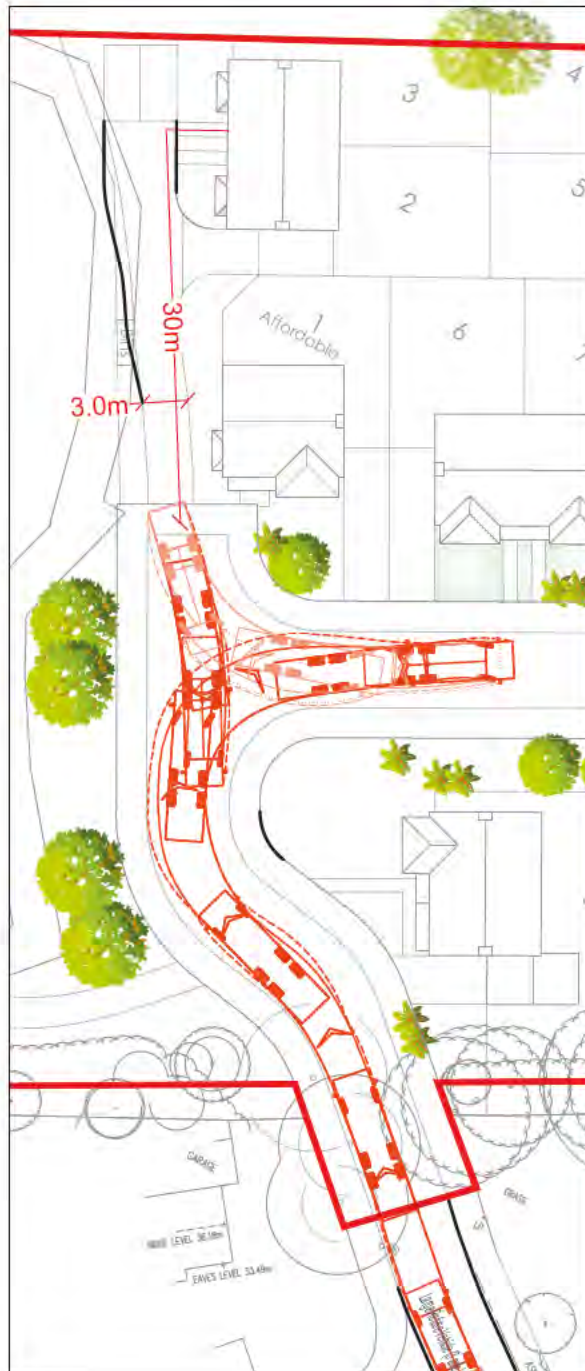


Large Refuse Vehicle (3 axle)	9.860m
Overall Length	2.450m
Overall Width	3.814m
Overall Body Height	0.366m
Min Body Ground Clearance	2.450m
Track Width	4.00s
Lock to lock time	9.500m
Kerb to Kerb Turning Radius	

**RECAP Waste Management Toolkit**

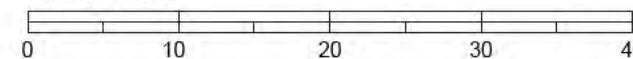
**Waste storage point-single houses**  
 Waste should not have to be moved more than 30m to storage area;  
 Storage location should not be more than 25m distance from collection point;  
 Collection crew should not have to carry individual waste containers or move 2-wheeled containers more than 25m;  
 Minimum highway width of 5m;  
 Vehicle not required to reverse more than 12m;  
 A minimum of 3.5m working width.

B	Latest layout added (18-63-202a-proposed block plan-29-01-21)	AJ	SRD	29.1.21
A	Access to development realigned, carriageway reduced to 5m wide & footway increased to 2m wide	AJ	SRD	28.1.21
Rev	Description	By	CB	Date



Based on drawing 18-63-202a-proposed block plan-29-01-21 and JNY10744-01B

Scale 1:500



20 Farringdon Street, London EC4A 4AB  
 T +44(0)20 3691 0500 E transport@rpsgroup.com

Client **Abbey Properties**  
**Cambridgeshire Ltd**

Project **Land North of Elbourn Way**

Title **Refuse Collection Review**

Status Drawn By PM/Checked by  
 INFORMATION AJ SRD

Project Number Scale @ A3 Date Created  
 JNY10744 1:500 08/01/21

RPS Drawing/Figure Number Rev  
 JNY10744-05 B

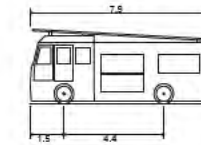
[rpsgroup.com](http://rpsgroup.com)



© 2019 RPS Group

**NOTES**

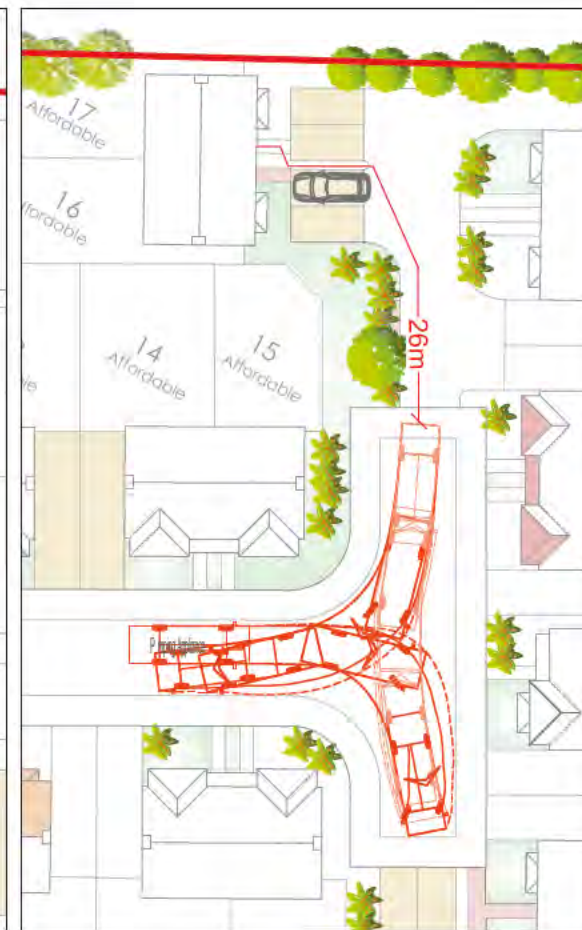
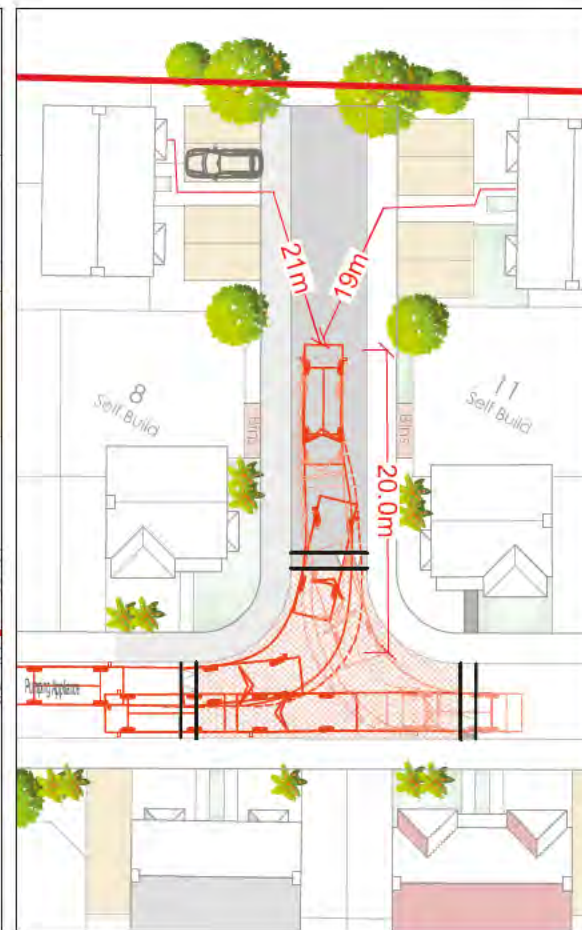
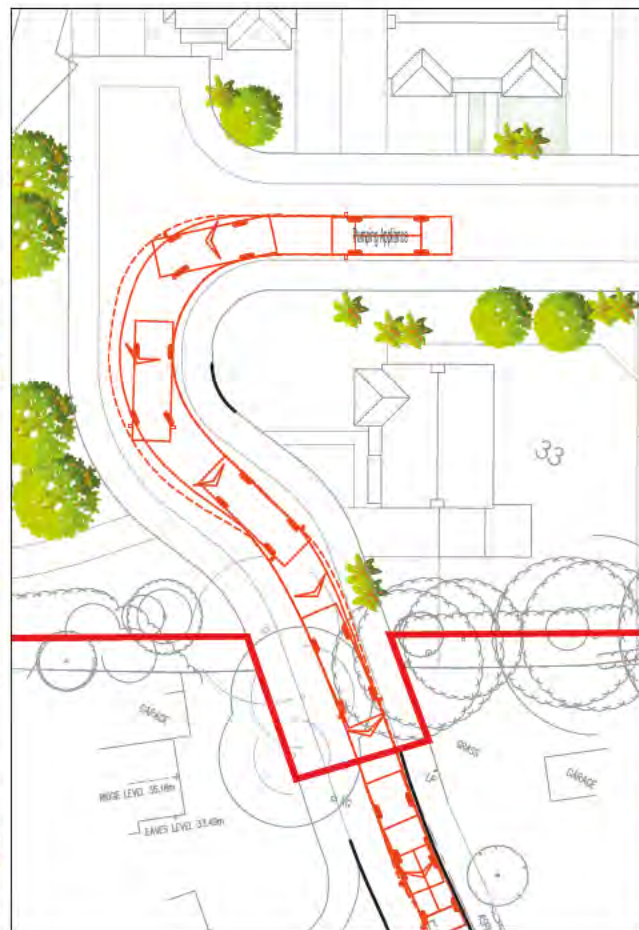
1. This drawing has been prepared in accordance with the scope of RPS's appointment with its client and is subject to the terms and conditions of that appointment. RPS accepts no liability for any use of this document other than by its client and only for the purposes for which it was prepared and provided.
2. If received electronically it is the recipients responsibility to print to correct scale. Only written dimensions should be used.
3. This drawing is to be read in conjunction with all relevant scheme drawings.



Pumping Appliance	7.900m
Overall Length	2.500m
Overall Width	3.300m
Overall Body Height	0.140m
Min Body Ground Clearance	2.500m
Track Width	4.00s
Lock to lock time	7.750m
Kerb to Kerb Turning Radius	

**Manual for Streets**

3.7m kerb to kerb minimum operating space;  
 Maximum distance from dwelling entrance to pumping appliance 45m;  
 Maximum vehicle reversing distance 20m.



B	Latest layout added (18-63-202a-proposed block plan-29-01-21)	AJ	SRD	29.1.21
A	Access to development realigned, carriageway reduced to 5m wide & footway increased to 2m wide	AJ	SRD	28.1.21
Rev	Description	By	CB	Date



20 Farringdon Street, London EC4A 4AB  
 T +44(0)20 3691 0500 E transport@rpsgroup.com

Client **Abbey Properties  
 Cambridgeshire Ltd**

Project **Land North of Elbourn Way**

Title **Emergency Fire Vehicle Review**

Status **INFORMATION** Drawn By **AJ** PM/Checked by **SRD**

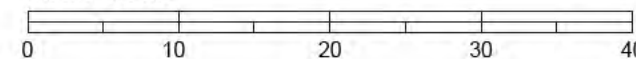
Project Number **JNY10744** Scale @ **A3** Date Created **08/01/21**

RPS Drawing/Figure Number **JNY10744-06** Rev **B**

[rpsgroup.com](http://rpsgroup.com)

Based on drawing 18-63-202a-proposed block plan-29-01-21 and JNY10744-01A

Scale 1:500

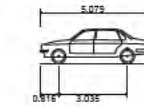




© 2019 RPS Group

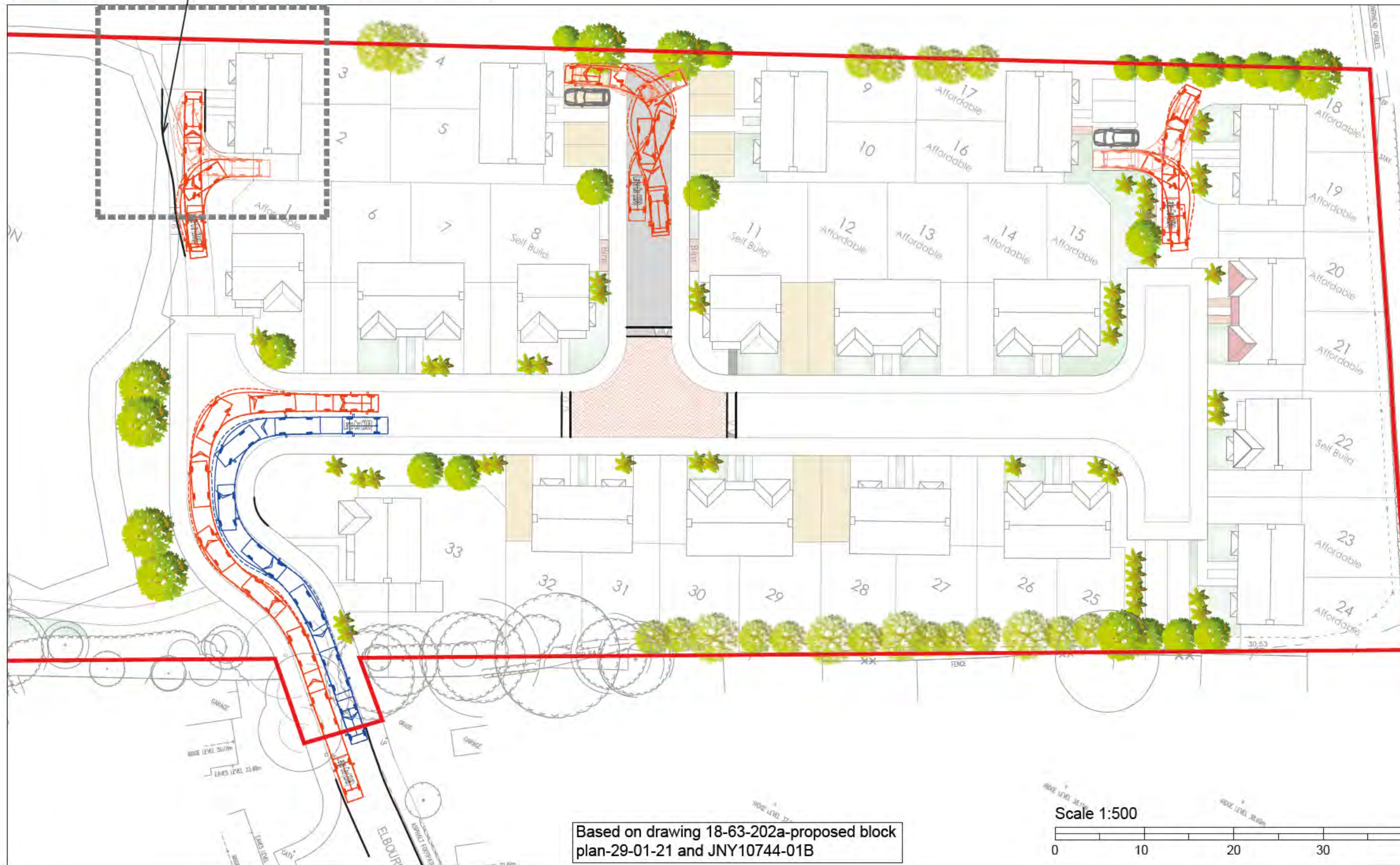
**NOTES**

1. This drawing has been prepared in accordance with the scope of RPS's appointment with its client and is subject to the terms and conditions of that appointment. RPS accepts no liability for any use of this document other than by its client and only for the purposes for which it was prepared and provided.
2. If received electronically it is the recipients responsibility to print to correct scale. Only written dimensions should be used.
3. This drawing is to be read in conjunction with all relevant scheme drawings.



Large Car (2006)	5.075m
Overall Length	1.872m
Overall Width	1.525m
Overall Body Height	0.310m
Min Body Ground Clearance	1.831m
Max Track Width	4.00s
Lock to lock time	5.900m
Kerb to Kerb Turning Radius	

Turning area required to access parking space



Based on drawing 18-63-202a-proposed block plan-29-01-21 and JNY10744-01B



B	Latest layout added (18-63-202a-proposed block plan-29-01-21)	AJ	SRD	29.1.21
A	Access to development realigned, carriageway reduced to 5m wide & footway increased to 2m wide	AJ	SRD	28.1.21
Rev	Description	By	CB	Date



20 Farringdon Street, London EC4A 4AB  
T +44(0)20 3691 0500 E transport@rpsgroup.com

Client **Abbey Properties  
Cambridgeshire Ltd**

Project **Land North of Elbourn Way**

Title **Large Car Review**

Status Drawn By PM/Checked by  
INFORMATION AJ SRD

Project Number Scale @ A3 Date Created  
JNY10744 1:500 08/01/21

RPS Drawing/Figure Number Rev  
JNY10744-07 B

[rpsgroup.com](http://rpsgroup.com)

## Appendix 6 – TRICS Report

Calculation Reference: AUDIT-515506-200914-0916

**TRIP RATE CALCULATION SELECTION PARAMETERS:**

Land Use : 03 - RESIDENTIAL  
 Category : A - HOUSES PRIVATELY OWNED

**MULTI-MODAL TOTAL PEOPLE**Selected regions and areas:

<b>02 SOUTH EAST</b>		
HC HAMPSHIRE		3 days
WS WEST SUSSEX		2 days
<b>04 EAST ANGLIA</b>		
NF NORFOLK		2 days
SF SUFFOLK		1 days
<b>08 NORTH WEST</b>		
CH CHESHIRE		2 days

*This section displays the number of survey days per TRICS® sub-region in the selected set*

**Primary Filtering selection:**

*This data displays the chosen trip rate parameter and its selected range. Only sites that fall within the parameter range are included in the trip rate calculation.*

Parameter: No of Dwellings  
 Actual Range: 24 to 79 (units: )  
 Range Selected by User: 6 to 150 (units: )

Parking Spaces Range: All Surveys Included

Parking Spaces per Dwelling Range: All Surveys Included

Bedrooms per Dwelling Range: All Surveys Included

Percentage of dwellings privately owned: All Surveys Included

Public Transport Provision:

Selection by: Include all surveys

Date Range: 01/01/12 to 19/11/19

*This data displays the range of survey dates selected. Only surveys that were conducted within this date range are included in the trip rate calculation.*

Selected survey days:

Tuesday	3 days
Wednesday	4 days
Thursday	3 days

*This data displays the number of selected surveys by day of the week.*

Selected survey types:

Manual count	10 days
Directional ATC Count	0 days

*This data displays the number of manual classified surveys and the number of unclassified ATC surveys, the total adding up to the overall number of surveys in the selected set. Manual surveys are undertaken using staff, whilst ATC surveys are undertaken using machines.*

Selected Locations:

Suburban Area (PPS6 Out of Centre)	4
Edge of Town	6

*This data displays the number of surveys per main location category within the selected set. The main location categories consist of Free Standing, Edge of Town, Suburban Area, Neighbourhood Centre, Edge of Town Centre, Town Centre and Not Known.*

Selected Location Sub Categories:

Residential Zone	10
------------------	----

*This data displays the number of surveys per location sub-category within the selected set. The location sub-categories consist of Commercial Zone, Industrial Zone, Development Zone, Residential Zone, Retail Zone, Built-Up Zone, Village, Out of Town, High Street and No Sub Category.*



**Secondary Filtering selection:**Use Class:

C3 10 days

*This data displays the number of surveys per Use Class classification within the selected set. The Use Classes Order 2005 has been used for this purpose, which can be found within the Library module of TRICS@.*

Population within 1 mile:

1,001 to 5,000	1 days
5,001 to 10,000	4 days
15,001 to 20,000	3 days
20,001 to 25,000	1 days
25,001 to 50,000	1 days

*This data displays the number of selected surveys within stated 1-mile radii of population.*

Population within 5 miles:

5,001 to 25,000	1 days
25,001 to 50,000	2 days
50,001 to 75,000	2 days
75,001 to 100,000	1 days
125,001 to 250,000	4 days

*This data displays the number of selected surveys within stated 5-mile radii of population.*

Car ownership within 5 miles:

1.1 to 1.5 10 days

*This data displays the number of selected surveys within stated ranges of average cars owned per residential dwelling, within a radius of 5-miles of selected survey sites.*

Travel Plan:

Yes 10 days

*This data displays the number of surveys within the selected set that were undertaken at sites with Travel Plans in place, and the number of surveys that were undertaken at sites without Travel Plans.*

PTAL Rating:

No PTAL Present 10 days

*This data displays the number of selected surveys with PTAL Ratings.*

LIST OF SITES relevant to selection parameters

<b>1</b>	<b>CH-03-A-10</b>	<b>SEMI-DETACHED &amp; TERRACED</b>	<b>CHESHIRE</b>
	MEADOW DRIVE		
	NORTHWICH		
	BARNTON		
	Edge of Town		
	Residential Zone		
	Total No of Dwellings:	40	
	Survey date: TUESDAY	04/06/19	Survey Type: MANUAL
<b>2</b>	<b>CH-03-A-11</b>	<b>TOWN HOUSES</b>	<b>CHESHIRE</b>
	LONDON ROAD		
	NORTHWICH		
	LEFTWICH		
	Suburban Area (PPS6 Out of Centre)		
	Residential Zone		
	Total No of Dwellings:	24	
	Survey date: THURSDAY	06/06/19	Survey Type: MANUAL
<b>3</b>	<b>HC-03-A-21</b>	<b>TERRACED &amp; SEMI-DETACHED</b>	<b>HAMPSHIRE</b>
	PRIESTLEY ROAD		
	BASINGSTOKE		
	HOUNDMILLS		
	Edge of Town		
	Residential Zone		
	Total No of Dwellings:	39	
	Survey date: TUESDAY	13/11/18	Survey Type: MANUAL
<b>4</b>	<b>HC-03-A-22</b>	<b>MIXED HOUSES</b>	<b>HAMPSHIRE</b>
	BOW LAKE GARDENS		
	NEAR EASTLEIGH		
	BISHOPSTOKE		
	Edge of Town		
	Residential Zone		
	Total No of Dwellings:	40	
	Survey date: WEDNESDAY	31/10/18	Survey Type: MANUAL
<b>5</b>	<b>HC-03-A-23</b>	<b>HOUSES &amp; FLATS</b>	<b>HAMPSHIRE</b>
	CANADA WAY		
	LIPHOOK		
	Suburban Area (PPS6 Out of Centre)		
	Residential Zone		
	Total No of Dwellings:	62	
	Survey date: TUESDAY	19/11/19	Survey Type: MANUAL
<b>6</b>	<b>NF-03-A-04</b>	<b>MIXED HOUSES</b>	<b>NORFOLK</b>
	NORTH WALSHAM ROAD		
	NORTH WALSHAM		
	Edge of Town		
	Residential Zone		
	Total No of Dwellings:	70	
	Survey date: WEDNESDAY	18/09/19	Survey Type: MANUAL
<b>7</b>	<b>NF-03-A-05</b>	<b>MIXED HOUSES</b>	<b>NORFOLK</b>
	HEATH DRIVE		
	HOLT		
	Edge of Town		
	Residential Zone		
	Total No of Dwellings:	40	
	Survey date: THURSDAY	19/09/19	Survey Type: MANUAL
<b>8</b>	<b>SF-03-A-07</b>	<b>MIXED HOUSES</b>	<b>SUFFOLK</b>
	FOXHALL ROAD		
	IPSWICH		
	Suburban Area (PPS6 Out of Centre)		
	Residential Zone		
	Total No of Dwellings:	73	
	Survey date: THURSDAY	09/05/19	Survey Type: MANUAL

LIST OF SITES relevant to selection parameters (Cont.)

<b>9</b>	<b>WS-03-A-05</b>	<b>TERRACED &amp; FLATS</b>	<b>WEST SUSSEX</b>
	UPPER SHOREHAM ROAD SHOREHAM BY SEA		
	Suburban Area (PPS6 Out of Centre) Residential Zone		
	Total No of Dwellings:	48	
	Survey date: WEDNESDAY	18/04/12	Survey Type: MANUAL
<b>10</b>	<b>WS-03-A-10</b>	<b>MIXED HOUSES</b>	<b>WEST SUSSEX</b>
	TODDINGTON LANE LITTLEHAMPTON WICK		
	Edge of Town Residential Zone		
	Total No of Dwellings:	79	
	Survey date: WEDNESDAY	07/11/18	Survey Type: MANUAL

*This section provides a list of all survey sites and days in the selected set. For each individual survey site, it displays a unique site reference code and site address, the selected trip rate calculation parameter and its value, the day of the week and date of each survey, and whether the survey was a manual classified count or an ATC count.*

TRIP RATE for Land Use 03 - RESIDENTIAL/A - HOUSES PRIVATELY OWNED

**MULTI-MODAL TOTAL PEOPLE**

Calculation factor: 1 DWELLS

BOLD print indicates peak (busiest) period

Time Range	ARRIVALS			DEPARTURES			TOTALS		
	No. Days	Ave. DWELLS	Trip Rate	No. Days	Ave. DWELLS	Trip Rate	No. Days	Ave. DWELLS	Trip Rate
00:00 - 01:00									
01:00 - 02:00									
02:00 - 03:00									
03:00 - 04:00									
04:00 - 05:00									
05:00 - 06:00									
06:00 - 07:00									
07:00 - 08:00	10	52	0.091	10	52	0.627	10	52	0.718
08:00 - 09:00	10	52	0.177	<b>10</b>	<b>52</b>	<b>0.705</b>	<b>10</b>	<b>52</b>	<b>0.882</b>
09:00 - 10:00	10	52	0.266	10	52	0.303	10	52	0.569
10:00 - 11:00	10	52	0.202	10	52	0.250	10	52	0.452
11:00 - 12:00	10	52	0.229	10	52	0.274	10	52	0.503
12:00 - 13:00	10	52	0.214	10	52	0.237	10	52	0.451
13:00 - 14:00	10	52	0.254	10	52	0.186	10	52	0.440
14:00 - 15:00	10	52	0.237	10	52	0.283	10	52	0.520
15:00 - 16:00	10	52	0.550	10	52	0.297	10	52	0.847
16:00 - 17:00	<b>10</b>	<b>52</b>	<b>0.559</b>	10	52	0.225	10	52	0.784
17:00 - 18:00	10	52	0.528	10	52	0.262	10	52	0.790
18:00 - 19:00	10	52	0.491	10	52	0.243	10	52	0.734
19:00 - 20:00									
20:00 - 21:00									
21:00 - 22:00									
22:00 - 23:00									
23:00 - 24:00									
Total Rates:			3.798			3.892			7.690

This section displays the trip rate results based on the selected set of surveys and the selected count type (shown just above the table). It is split by three main columns, representing arrivals trips, departures trips, and total trips (arrivals plus departures). Within each of these main columns are three sub-columns. These display the number of survey days where count data is included (per time period), the average value of the selected trip rate calculation parameter (per time period), and the trip rate result (per time period). Total trip rates (the sum of the column) are also displayed at the foot of the table.

To obtain a trip rate, the average (mean) trip rate parameter value (TRP) is first calculated for all selected survey days that have count data available for the stated time period. The average (mean) number of arrivals, departures or totals (whichever applies) is also calculated (COUNT) for all selected survey days that have count data available for the stated time period. Then, the average count is divided by the average trip rate parameter value, and multiplied by the stated calculation factor (shown just above the table and abbreviated here as FACT). So, the method is:  $COUNT/TRP * FACT$ . Trip rates are then rounded to 3 decimal places.

## Contact

RPS Consulting Services Ltd  
20 Farringdon Street  
London EC4A 4AB  
T: +44(0) 20 3691 0500  
[transport@rpsgroup.com](mailto:transport@rpsgroup.com)

# Planning, Design & Access Statement



**In respect of:**

**An Application for Outline Planning Permission with all matters reserved except for access to Elbourn Way for the proposed development of up to 33 residential units (including 13 affordable dwellings), relocation and re-orientation of an existing drainage lagoon, public open space provision, landscaping and associated works**

**At: Land to the north of 26 to 46 Elbourn Way, Bassingbourn**

**For and on behalf of: Abbey Properties Cambridgeshire Limited**

**Date: January 2021**

**Author: Andy Brand BSc (Hons) MA MRTPI**

## CONTENTS

Section N <sup>o</sup> .	Section Title
1	Introduction
2	Description of the Site & Surroundings
3	Relevant Planning History
4	Proposed Development
5	Planning Policy
6	Design & Access Statement
7	Planning Assessment
8	Conclusions

## APPENDICES

Appendix N <sup>o</sup> .	Appendix Title
One	Draft Section 106 Heads of Terms including Public Open Space Calculation
Two	Appeal Decision APP/W0530/W/16/3164657 dated 18 <sup>th</sup> April 2017
Three	Appeal Decision APP/X0360/W/19/3238048 dated 9 <sup>th</sup> April 2020
Four	Applicants Assessment of the Greater Cambridge Deliverable Housing Land Supply
Five	Appeal Decision APP/W0530/W/19/3220761 dated 21 <sup>st</sup> January 2020

## 1 INTRODUCTION

1.1 This Planning, Design & Access Statement is submitted in support of an application for and on behalf of Abbey Properties Cambridgeshire Limited for Outline Planning Permission for a residential development on land to the north of 26 to 46 Elbourn Way, Bassingbourn in the South Cambridgeshire District.

1.2 The Description of Development is as follows:

*An Application for Outline Planning Permission with all matters reserved except for access to Elbourn Way for the proposed development of up to 33 residential units (including 13 affordable dwellings), relocation and re-orientation of an existing drainage lagoon, public open space provision, landscaping and associated works*

1.3 The Application is submitted in Outline form and so with the exception of the plans showing the access from the site to Elbourn Way the plans are submitted for indicative purposes only.

1.4 The development includes provision for three of the up to 33 dwellings to be made available for self/custom-build plots.

1.5 The Application Site is supported by land which is within the ownership of the landowners and is situated to the west of the Application Site boundary comprising a field situated to the north of The Limes, Lime Close, Playles Yard and 29 (in part), 35, 37 and 41-43 High Street. That land, which is edged blue on the site location plan and measures 1.616 hectares, is to be used for the delivery of public open space (0.75 hectare) and ecological enhancements (0.86 hectare). Those measures can be secured through the use of planning conditions and/or a planning obligation.

### ***Scope of Statement***

1.6 Section 2.0 of this Planning Statement describes the site and surroundings; Section 3.0 sets out the planning history; Section 4.0 explains the proposed development; Section 5.0 reviews the relevant planning policy; Section 6.0 provides the Design & Access Statement; Section 7.0 the planning assessment of the proposed development and other planning considerations with the Conclusions are drawn in Section 8.0.

1.7 The Planning Application is accompanied by the following supporting documentation in addition Site to this report:

- Location Plan Drawing Number 18-63-201 produced by Partners in Planning and Architecture;
- Indicative Site Layout Drawing Number 18-63-202A produced by Partners in Planning and Architecture;
- Preliminary Ecology Appraisal Report produced by RPS;
- Ecology Survey Report produced by RPS;
- Biodiversity Net Gain Assessment produced by RPS;
- Flood Risk Assessment produced by Amazi;



- Archaeological Desk-Based Assessment produced by RPS;
- Built Heritage Statement produced by RPS;
- Geophysical Survey Report produced by Magnitude Surveys;
- Transport Statement and Framework Travel Plan produced by RPS;
- Arboricultural Impact Assessment produced by RPS;
- Landscape, Townscape and Visual Impact Assessment produced by RPS;
- Typical Tree and Shrub Palette produced by RPS;
- Landscape Strategy Drawing Number 100 produced by RPS;
- Energy Report produced by Abbey Properties Cambridgeshire Limited;
- Sustainability Statement produced by Abbey Properties Cambridgeshire Limited;
- Health Impact Assessment produced by Abbey Properties Cambridgeshire Limited
- Waste Design Guide Toolkit produced by Abbey Properties Cambridgeshire Limited; and
- Foul Sewage and Utilities Assessment produced by Abbey Properties Cambridgeshire Limited.

1.8 The above reports make reference where appropriate to the Application Site and the land to the west which is within the ownership of the landowners.

1.9 The Section 106 Draft Head of Terms forms **Appendix One** to this statement.

## **2 DESCRIPTION OF THE SITE & SURROUNDINGS**

- 2.1 The Application Site is located to the north of Elbourn Way in the settlement of Bassingbourn, South Cambridgeshire. Elbourn Way is a housing estate which was seemingly built in two stages. The housing estate to the immediate south of the Application Site was built in the late 1990's/early 2000's. Elbourn Way connects to The Causeway to the south. The Causeway/High Street is the main road through the village.
- 2.2 There are existing two-storey residential properties backing onto the Site at Elbourn Way. The existing properties back on to the site with typical domestic boundary treatments including 1.8 metre high close boarded fencing. Further east from the existing dwellings there is an area of public open space which includes an area of equipped play.
- 2.3 The Application Site extends to c.1.13ha and includes an existing drainage lagoon which was formed to serve the development at Elbourn Way. The lagoon was intended to be transferred to Anglian Water however this has not taken place and so, at present, the lagoon is unmanaged and not maintained.
- 2.4 Other features of note within the Application Site are the existing hedgerows/vegetation which surround the lagoon and parts of the Site. Other than the area of the drainage lagoon the Site is currently used for agricultural purposes.
- 2.5 As noted in Section 1 of this Statement the planning application site boundary relates solely to the land to the north of 26 to 46 Elbourn Way. However a field to the west of the Application Site is to be utilised for ecological enhancement and for open space. That land is within the Bassingbourn Conservation Area and furthermore is at risk of flooding according to the Environment Agency maps.
- 2.6 The Application Site is proposed to be accessed by vehicular traffic from a new access off Elbourn Way. This is to be located between 46 and 44 Elbourn Way where an existing field access is located.
- 2.7 The Site is accessible by public transport with bus stops located within a walking distance of c.480 metres. There is a week day bus service to Royston and the surrounding villages. The Site is also in close proximity to the village's Spar store.
- 2.8 The village of Bassingbourn provides a number of services including a Pre-School, a Primary School, Bassingbourn Village College, a GP surgery, library and church.
- 2.9 The Application Site is located within Flood Zone 1 according to the Environment Agency's maps.

### **3 RELEVANT PLANNING HISTORY**

- 3.1 A planning history search was conducted via the South Cambridgeshire online planning records and map search facility. The following are considered to be of relevance.

#### ***Relevant Planning Applications on the site***

- 3.2 The planning records confirm the only relevant planning history for the site is planning application S/0549/98/F which granted planning permission on 10<sup>th</sup> September 1998 for the *Construction of Foul and Surface Water Outfall and Balancing Lagoon*.
- 3.3 The applicant for this permission was Wimpey Homes Holdings Limited who were evidently the developer of the housing to the south of the Application Site. That Wimpey Homes development was granted full planning permission for 30 dwellings (S/0550/98/F) on 21<sup>st</sup> September 1998. The two planning permissions (S/0549/98/F and S/0550/98/F) are not linked through any planning conditions or obligations.
- 3.4 As noted in Section 1 of this Statement the lagoon has been formed within the Application Site albeit the ownership or maintenance of this has not been transferred to any public authority and hence the lagoon has not been maintained since its formation in 1999/2000.

#### ***Relevant Planning Applications in the Surrounding Area***

- 3.5 The planning records confirm the following relevant planning application (and appeal) is within the vicinity of the Application Site:
- 3.6 Planning Application S/1566/16/OL - 26 residential dwellings with associated access highway, parking and landscaping. This application was referred to as land to the west of the Cemetery, Land North of The Causeway, Bassingbourn. The development is now though completed and is known as Robinson Gardens.
- 3.7 The application was refused outline planning permission but subsequently allowed at Appeal (Planning Inspectorate reference: APP/W0530/W/16/3164657) on 18<sup>th</sup> April 2017. That Appeal decision is contained at **Appendix Two**.
- 3.8 This appeal was allowed on the basis of the Council being unable to identify a 5-year land supply of deliverable housing with the harm arising from the development upon the character and appearance of being localised and not sufficient to outweigh the benefits arising from the development.
- 3.9 It is accepted that the Council has adopted a new Local Plan since this Appeal Decision.

## 4 PROPOSED DEVELOPMENT

- 4.1 Outline Planning Permission is sought for the proposal development which would provide up to 33 new dwellings. As part of the development it is proposed to re-orientate the existing lagoon, provide 13 affordable dwellings, provide 3 self/custom-build plots and provide open space. Land within the ownership of the landowner to the west of the Application Site is proposed to be utilised for ecological enhancements and use as public open space. The Application Site is proposed to be accessed from a new junction off Elbourn Way between existing dwellings where a field gate is currently located.
- 4.2 As shown on the indicative layout plan (Partners In Planning and Architecture drawing 18-63-202A) the 33 units indicatively comprise:
- 13 x affordable dwellings shown provisionally as: 1 x 4-bed detached (plot 1); 6 x 3-bed semi-detached (plots 16-19, 23 and 24); and 6 x 2-bed semi-detached (plots 12-15, 20 and 21);
  - 3 x self-build plots shown provisionally as: 3 x 4-bed detached (plots 8, 11 and 22); and
  - 17 x market dwellings shown provisionally as: 10 x 2-bed semi-detached (plots 2-5, 9, 10, 27, 28, 31 and 32); 6 x 3-bed detached (plots 6, 7, 25, 26, 29 and 30); and 1 x 4-bed detached (plot 33).
- 4.3 All dwellings would indicatively be between two to two and a half storeys in height.
- 4.4 All dwellings are proposed to each be served by two parking spaces. Secure cycle parking would be provided on plot and these details would be secured through a Reserved Matters application should Outline Planning Permission be granted.
- 4.5 The total amount of public open space proposed is at least 0.75 ha. Indicatively this includes incidental land within the Application Site boundary and an area of space on land within the control of the landowner to the west of the Application Site. It is anticipated that a contribution towards the existing Elbourn Way area of public open space (to the south-east of the Application Site) to improve and/or extend the existing equipped play area will be sought and the Applicants are willing to consider such a request.
- 4.6 The precise orientation and size of the public open space would be dealt with as part of the Reserved Matters and planning condition discharges for the development should Outline Planning Permission be granted. This is noted within the draft Section 106 Heads of Terms (see **Appendix One**).
- 4.7 The indicative layout plan includes a pedestrian walkway to the south of the proposed lagoon which is proposed to link the proposed housing to the existing Public Right of Way 21/6 and to the land to the west.
- 4.8 As shown on the indicative Landscape Strategy plan (RPS Drawing 100) and within the Arboricultural Impact Assessment the proposal seeks to retain existing trees and hedging where possible and would be supplemented by new planting which is shown indicatively at this stage.

## 5 PLANNING POLICY

- 5.1 This section of the Planning Statement examines the national and local planning policy context in relation to the Application Site and the proposed development.
- 5.2 Section 38(6) of the 2004 Planning and Compulsory Purchase Act requires that planning applications are ‘determined in accordance with the development plan unless material considerations indicate otherwise’. In relation to this proposal the following documents comprise the adopted development plan:
- South Cambridgeshire Local Plan (adopted September 2018)
  - Cambridgeshire & Peterborough Minerals and Waste Plan (adopted July 2011)
- 5.3 In this instance the Minerals and Waste Plan does not contain any policies or allocations which relate to, or could be impacted by, the proposed development. That Plan is not therefore considered any further within this Statement.
- 5.4 Additionally the District Council has adopted a series of Supplementary Planning Documents (SPDs). Of relevance to this application are: Biodiversity (2009); Affordable Housing (2010); District Design Guide (2010); Health Impact Assessment (2011); Open space in New Developments (2009); Landscape in New Developments (2009); and Trees and Development Sites (2009). All of these SPDs pre-date the 2018 Local Plan.
- 5.5 In addition to these SPDs the Council has published a Recreation and Open Space Study (July 2013) which formed part of the evidence base for the now adopted 2018 Local Plan. This document is considered further at the end of this Section.
- 5.6 In January 2020 the Council undertook public consultation at a ‘Pre-Issues and Options’ type stage in relation to the Greater Cambridge Plan which will, in time, supersede the South Cambridgeshire Local Plan. A Local Development Scheme was published in July 2020 and this suggests that the Plan will be submitted for examination in either Autumn 2023 or Spring 2024.
- 5.7 The consultation on the Greater Cambridge Plan does state<sup>1</sup> in relation to housing that:
- The costs of buying or renting a home, and the shortage of homes available for those on low to middle incomes, are a real issue for many of those living and wanting to live in Greater Cambridge. If we do not plan for enough homes, this could worsen affordability, limit our local economy, damage social inclusion, and have implications for climate change as people travel further to access jobs. As we live longer, having suitable properties for us to downsize into without leaving our communities is an important issue, which would also free up family housing.*

---

<sup>1</sup> <https://www.gretercambridgeplanning.org/emerging-plans-and-guidance/greter-cambridge-local-plan/the-big-themes/homes/> viewed 23<sup>rd</sup> July 2020

- 5.8 Whilst we note that the consultation documents therefore appear to refer to the need to boost the supply of housing it is (at present) too early to give any meaningful weight to this document. It is not therefore considered further at this time.
- 5.9 In relation to neighbourhood planning whilst Bassingbourn-cum-Kneesworth was designated as a neighbourhood area in December 2017 no progress has seemingly been made towards producing any neighbourhood plan evidence base or draft policies. The most recent update which we have located is on the Group's Facebook page (from April 2020) which identified that information is being gathered. A link to a neighbourhood plan website address on the Facebook page does not work.

### **South Cambridgeshire Local Plan 2018**

- 5.10 South Cambridgeshire District Council adopted its Local Plan on 27<sup>th</sup> September 2018. The adopted Local Plan was examined against the 2012 version of the National Planning Policy Framework. We consider below the relevant policies.

#### **Spatial Strategy Policies**

- 5.11 Policy S/1 contains the vision for the District. It identifies that South Cambridgeshire will be the best place to live, work and study in the country.
- 5.12 Policy S/2 is entitled 'Objectives of the Local Plan': six key objectives are listed. These include: c. to provide land for housing in sustainable locations that meets local needs and aspirations, and gives choice about type, size, tenure and cost; and e. which seeks to ensure that all new development provides or has access to a range of services and facilities that support healthy lifestyles and well-being for everyone, including local open space and green infrastructure.
- 5.13 Policy S/3 confirms that there is to be a presumption in favour of sustainable development. Part 1 of the policy confirms that the Council will take a positive approach to new development and seek to secure development that improves the economic, social and environmental conditions. Part 2 goes on to confirm, inter alia, that where there are no policies relevant to the application or relevant policies are out of date then the Council will grant permission unless material considerations indicate otherwise.
- 5.14 Local Plan Policy S/5 identifies that 19,500 new homes (including affordable housing) will be required in order to meet the objectively assessed needs in the District over the plan period.
- 5.15 Policy S/6 sets out the development strategy to 2031. In relation to the Application Proposal part 4 of the policy states that development in the rural area(s) will be limited and housing will be focussed on Rural Centres and Minor Rural Centres.
- 5.16 Policy S/7: relates to Development Frameworks. It states that development and redevelopment of unallocated land and buildings within the framework will be permitted subject to detailed design, density, character and infrastructure considerations. Part 2 of the policy states that outside of those framework boundaries new development will be

restricted to allocations within Neighbourhood Plans and where it is essential for the development to be within the countryside.

- 5.17 Policy S/9 defines Bassingbourn as a Minor Rural Centre for planning policy purposes. Part 2 of the policy confirms that residential development and redevelopment up to an indicative maximum scheme of 30 dwellings will be permitted within the development framework.
- 5.18 Policy S/12 is a phasing, delivery and monitoring policy which sets out, amongst other things, how the Council considers that the supply of housing should be calculated. The policy does not include any tests against which to assess a proposal against and so it is not, as a matter of fact, possible to breach the policy. The Policy does confirm though that the Liverpool method for calculating housing need will be utilised together with a 20% buffer added.
- 5.19 Policy S/13 confirms that a revised Local Plan will be progressed, and this will commence before the end of 2019 with submission for examination taking place by the end of Summer 2022. We note from the Local Development Scheme referenced in paragraph 5.6 above that the date for submission is considerably behind the Summer 2022 date.

#### **Climate Change Policies**

- 5.20 Policy CC/1 states that a Sustainability Statement will need to be lodged with a planning application to demonstrate how the principles of climate change mitigation and adaptation have been embedded into the development.
- 5.21 Policy CC/3 requires that all new dwellings include measures to reduce carbon emissions by a minimum of 10%.
- 5.22 Policy CC/4 indicates that all new residential developments must achieve as a minimum water efficiency equivalent to 110 litres per person per day.
- 5.23 Policy CC/6 relates to construction methods and, amongst other things, requires that materials are carefully managed on site; constructors are considerate to neighbouring occupiers and a Construction Environmental Management Plan or similar document be submitted.
- 5.24 Policy CC/7 concerns water quality and requires that all development proposals demonstrate adequate water supply, sewerage and land drainage systems; the quality of the ground will not be harmed; and appropriate consideration is given to sources of pollution and appropriate sustainable drainage is incorporated. Part 2 of the policy requires that foul drainage be to a public sewer wherever possible.
- 5.25 Policy CC/8 relates to sustainable drainage systems. It requires that development proposals incorporate sustainable surface water drainage systems appropriate to the nature of the site. Six criteria require demonstration in this regard – these include managing surface water close to its source and the management and maintenance of the system.

- 5.26 Policy CC/9 refers to managing flood risk. Part 1 includes criteria e. which sets out the order which water discharging from the site is required to obey. Part 2 of the policy requires the submission of a site-specific flood risk assessment for proposals over 1 hectare in size.

#### **Delivering High Quality Places Policies**

- 5.27 Policy HQ/1: concerns Design Principles. It requires that all new developments be of, *inter alia*, high quality design; appropriate scale; preserve or enhance the local area, natural and historic assets; include variety and interest; be compatible with the locality; deliver a strong visual relationship between buildings; achieve a permeable development; be safe; ensure car parking is integrated; and include high quality landscaping and public spaces.

#### **Protecting and Enhancing the Natural and Historic Environment Policies**

- 5.28 Policy NH/2 is entitled 'Protecting and Enhancing Landscape Character'. It states that development will only be permitted where it respects and retains or enhances the local character and distinctiveness of the local landscape and of the individual National Character Area (NCA) in which it is located.
- 5.29 Policy NH/3 seeks to protect agricultural land. It states that development on Grade 1, 2 or 3a graded land will not be permitted unless it is allocated for development or the need for the development is sufficient to override the need to protect the value of the land.
- 5.30 Policy NH/4 relates to biodiversity. It comprises 7 parts which include the need for new development to aim to maintain, enhance, restore or add to biodiversity.
- 5.31 Part 3 of Policy NH/6 states that the Council will support proposals which deliver the strategic green infrastructure network and priorities set out in the Cambridgeshire Green Infrastructure Strategy. Paragraph 5.4.2 of that document relates to South Cambridgeshire; it states that: "A large part of the district's population will continue to live in the rural areas and there may be local opportunities to enhance Green Infrastructure around and between villages which will serve the village community and enhance the wider strategic Green Infrastructure network."
- 5.32 Policy NH/14 relates to heritage assets. Part 2 of this policy confirms that development proposals will be supported when they sustain and enhance the significance of heritage assets, including their settings, as appropriate to their significance and in accordance with the NPPF.

#### **Delivering High Quality Homes Policies**

- 5.33 Policy H/8 concerns housing density and states that within Minor Rural Centres an average net density of 30 dwellings per hectare will be achieved.
- 5.34 Policy H/9 relates to housing mix. It sets out a range for each size of accommodation by bedroom sizes with a 10% tolerance to take account of local circumstances. It also states that for developments of 20 or more dwellings that plots for sale to self and custom builders shall be made available.



- 5.35 Local Plan Policy H/10 concerns Affordable Housing: it requires that 40% of homes on sites of 11 or more units will be affordable. It requires a mix of tenures to be agreed with the Council and that the properties should be in small groups or clusters distributed through the site.
- 5.36 Policy H/12 establishes space standards for residential properties.

#### **Successful Communities Policy**

- 5.37 Policy SC/2 requires the submission of a Health Impact Assessment for developments of 20 dwellings or more.
- 5.38 Policy SC/7 sets out the play space required in order to serve a housing development based upon the space required per person. Part 4 of the policy states that on-site provision of open space will seek to be integrated into the development. It states that negotiation will take place on the types of space provided on site, taking account of the needs of the area, existing provision and any identified deficiencies in provision.

#### **Sustainable Transport and Infrastructure Policies**

- 5.39 Policy TI/2 is entitled 'Planning for Sustainable Travel'. It requires that new development should reduce the need to travel and promote sustainable travel appropriate to its location. Part 2 of the policy requires that new development has (or will have) sufficient integration and accessibility by walking, cycling, public and community transport. Part 5 of the policy requires a travel plan which includes measurable outputs albeit in respect of Outline Planning Applications it states that a framework travel plan is required.
- 5.40 Policy TI/3 establishes car and cycle parking provision for new developments. Figure 11 provides standards as follows: 2 car parking spaces per dwelling (1 space within the curtilage); and 1 cycle parking space per bedroom.
- 5.41 Policy TI/8 relates to infrastructure which is to be delivered as part of a new development. It requires, where relevant, ongoing maintenance and upkeep of the facilities.
- 5.42 Policy T/10 expects that broadband will be provided within new developments.

#### ***National Planning Policy***

- 5.43 The National Policy context for the Application Site consists of the National Planning Policy Framework (NPPF) published in 2019 and the National Planning Practice Guidance (PPG) which was originally published in 2014 and is updated from time-to-time.

#### ***National Planning Policy Framework***

- 5.44 The National Planning Policy Framework sets out the Government's planning policies for England and how these are expected to be applied.

- 5.45 The key principle of the NPPF is a presumption in favour of sustainable development, which is set out in paragraphs 10 and 11. This means either approving development proposals that accord with the development plan without delay, or where there are no relevant development plan policies, or the policies which are most important for determining the application are out-of-date unless the application of policies in the NPPF that protect areas or assets of particular importance provides a clear reason for refusing the development proposed, or, any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in this Framework taken as a whole. The latter is known as a tilted balance which weighs in favour of schemes where such circumstances exist.
- 5.46 Paragraph 8 of the NPPF highlights the three dimensions to sustainable development; an economic role, an environmental role and a social role. These are detailed as follows:
- a) an economic objective – to help build a strong, responsive and competitive economy, by ensuring that sufficient land of the right types is available in the right places and at the right time to support growth, innovation and improved productivity; and by identifying and coordinating the provision of infrastructure;
  - b) a social objective – to support strong, vibrant and healthy communities, by ensuring that a sufficient number and range of homes can be provided to meet the needs of present and future generations; and by fostering a well-designed and safe built environment, with accessible services and open spaces that reflect current and future needs and support communities’ health, social and cultural well-being; and
  - c) an environmental objective – to contribute to protecting and enhancing our natural, built and historic environment; including making effective use of land, helping to improve biodiversity, using natural resources prudently, minimising waste and pollution, and mitigating and adapting to climate change, including moving to a low carbon economy.
- 5.47 Paragraph 33 states that policies in local plans should be reviewed to assess whether they need updating at least once every five years, and should then be updated as necessary. Reviews should be completed no later than five years from the adoption date of a plan, and should take into account changing circumstances affecting the area, or any relevant changes in national policy. Relevant strategic policies will need updating at least once every five years if their applicable local housing need figure has changed significantly; and they are likely to require earlier review if local housing need is expected to change significantly in the near future.
- 5.48 Paragraph 56 confirms that planning obligations must only be sought where they meet the three tests contained within Regulation 122(2) of the Community Infrastructure Levy Regulations 2010.
- 5.49 Paragraph 59 states that:
- To support the Government’s objective of significantly boosting the supply of homes, it is important that a sufficient amount and variety of land can come forward where it is needed,*

*that the needs of groups with specific housing requirements are addressed and that land with permission is developed without unnecessary delay.*

5.50 Paragraphs 61 and 62 of the NPPF relate to affordable housing requirements. Paragraph 61 includes reference to delivering self-build housing.

5.51 Paragraph 67 requires that:

*Strategic policy-making authorities should have a clear understanding of the land available in their area through the preparation of a strategic housing land availability assessment. From this, planning policies should identify a sufficient supply and mix of sites, taking into account their availability, suitability and likely economic viability. Planning policies should identify a supply of:*

- a) specific, deliverable sites for years one to five of the plan period; and*
- b) specific, developable sites or broad locations for growth, for years 6-10 and, where possible, for years 11-15 of the plan.*

5.52 Paragraph 68 confirms that small and medium sized sites can make an important contribution to meeting housing requirements in an area.

5.53 Paragraph 73 requires that:

*Strategic policies should include a trajectory illustrating the expected rate of housing delivery over the plan period, and all plans should consider whether it is appropriate to set out the anticipated rate of development for specific sites. Local planning authorities should identify and update annually a supply of specific deliverable sites sufficient to provide a minimum of five years' worth of housing against their housing requirement set out in adopted strategic policies, or against their local housing need where the strategic policies are more than five years old. The supply of specific deliverable sites should in addition include a buffer (moved forward from later in the plan period) of:*

- a) 5% to ensure choice and competition in the market for land; or*
- b) 10% where the local planning authority wishes to demonstrate a five year supply of deliverable sites through an annual position statement or recently adopted plan<sup>38</sup>, to account for any fluctuations in the market during that year; or*
- c) 20% where there has been significant under delivery of housing over the previous three years, to improve the prospect of achieving the planned supply.*

5.54 Paragraph 75 states that LPAs should monitor progress in building out sites which have permission.

5.55 Paragraph 80 confirms that significant weight should be given to the need to support economic growth.

5.56 Paragraph 91 advises that planning policies and decisions should aim to achieve healthy, inclusive and safe places which, *inter alia*, promote social interaction; are safe and accessible; and enable and support healthy lifestyles, especially where this would address

identified local health and well-being needs. It lists for example the provision of safe and accessible green infrastructure and sports facilities.

- 5.57 Paragraph 92 goes on to advise that in order to support the facilities which the community needs planning policies and decisions should, *inter alia*, plan positively for community facilities (such as open space).
- 5.58 Paragraph 96 of the NPPF confirms that access to a network of high quality open spaces and opportunities for sport and physical activity is important for the health and well-being of communities and that planning policies should be based on robust and up-to-date assessments of the need for open space, sport and recreation facilities (including quantitative or qualitative deficits or surpluses) and opportunities for new provision.
- 5.59 In relation to transport and traffic matters paragraph 109 confirms that development should only be prevented or refused on highways grounds if there would be an unacceptable impact on highway safety, or the residual cumulative impacts on the road network would be severe.
- 5.60 Paragraph 110 goes on to advise that applications for development should, *inter alia*, give priority to pedestrian and cycle movements and create places that are safe, secure and attractive.
- 5.61 Paragraph 124 confirms that the:
- ... creation of high quality buildings and places is fundamental to what the planning and development process should achieve. Good design is a key aspect of sustainable development, creates better places in which to live and work and helps make development acceptable to communities. Being clear about design expectations, and how these will be tested, is essential for achieving this. So too is effective engagement between applicants, communities, local planning authorities and other interests throughout the process.*
- 5.62 Paragraph 127 of the NPPF goes on to reference six design criteria which planning decisions should seek to ensure are delivered as part of development. These include being visually attractive; establishing a strong sense of place; to sustain an appropriate mix of development (including green and other open space); and to create places that promote health and well-being.
- 5.63 Paragraphs 163 and 165 require the submission of a site specific flood risk assessment and details of sustainable drainage systems.
- 5.64 Paragraph 170 criteria a) identifies that planning policies and decisions should protect and enhance valued landscapes, sites of biodiversity or geological value and soils (in a manner commensurate with their statutory status or identified quality in the development plan) with criteria d) of the paragraph 170 requiring that impacts on and providing net gains for biodiversity, including by establishing coherent ecological networks that are more resilient to current and future pressures.

- 5.65 Paragraph 175 relates to biodiversity impacts and establishes principles for considering any impacts.
- 5.66 Paragraph 196 relates to the manner in which less than substantial impacts upon heritage assets is to be considered which requires a balancing exercise against the public benefits. Paragraph 199 relates to archaeological matters.

***National Planning Practice Guidance***

- 5.67 The National Planning Practice Guidance (PPG) was introduced in 2014 and provides additional support and guidance to complement the NPPF.
- 5.68 Of particular relevance is Paragraph: 004 Reference ID: 68-004-20190722 which explains how a LPA can seek to demonstrate a 5 year supply of deliverable housing which can be done in one of two ways. The first way is to seek to utilise the latest available evidence with the second way being through using a recently adopted plan or an annual position statement.
- 5.69 With regard to deliverability Paragraph: 007 Reference ID: 68-007-20190722 advises that robust, up to date evidence needs to be available to support planning decisions. Such evidence may include:
- *current planning status – for example, on larger scale sites with outline or hybrid permission how much progress has been made towards approving reserved matters, or whether these link to a planning performance agreement that sets out the timescale for approval of reserved matters applications and discharge of conditions;*
  - *firm progress being made towards the submission of an application – for example, a written agreement between the local planning authority and the site developer(s) which confirms the developers’ delivery intentions and anticipated start and build-out rates;*
  - *firm progress with site assessment work; or*
  - *clear relevant information about site viability, ownership constraints or infrastructure provision, such as successful participation in bids for large-scale infrastructure funding or other similar projects.*

***Non Development Plan South Cambridgeshire Planning Documents including Supplementary Planning Documents***

*South Cambridgeshire District Council Recreation and Open Space Study 2013*

- 5.70 This document formed part of the Council’s evidence base to the Examination of the 2011-31 Local Plan which was adopted in September 2018. The relevant section to Bassingbourn confirms that there is a deficit of Public Open Space as follows: Sport Provision: 1.63 hectares; Play Space: 1.25 hectares; Informal Open Space: 0.56 hectare; and Allotments: 0.68 hectare.
- 5.71 Whilst the figures date from 2011 the Applicants are not aware of any material increase in Public Open Space within the village. The shortfalls therefore remain.

Other SPDs: Biodiversity (2009); Affordable Housing (2010); District Design Guide (2010); Health Impact Assessment (2011); Open Space in New Developments (2009); Landscape in New Developments (2009); Public Art (2009); and Trees and Development Sites (2009).

- 5.72 All of these SPDs pre-date the 2018 Local Plan by some time and their relevance is therefore now questionable albeit some are used by the LPA to inform Section 106 negotiations. Where relevant references are made to the SPDs in Section 6 of this Statement and within supporting documents.

## **6 DESIGN & ACCESS STATEMENT**

- 6.1 This section of this Statement identifies the Design and Access considerations which have been assessed by the Applicant in devising the submitted scheme. It is again re-iterated here that the Application seeks Outline Planning Permission with only the means of access to Elbourn Way committed for formal determination. The detailed design and layout of the development would be considered under a separate Reserved Matters application should Outline Planning Permission be granted.
- 6.2 It should be noted that Section 7 of this Statement also refers to design matters with relevance to engaged planning policies and material considerations.
- 6.3 The design and access considerations are set out under sub-headings below having regard to Section 9 in Part 3 of the Town and Country Planning (Development Management Procedure) (England) Order 2015. Amendments to the design have been undertaken throughout the drafting of the application in response to site constraints. The Applicant is open to considering further revisions to the scheme in response to consultation responses from statutory consultees and the public.

### **Design Principles and the Concepts that have been applied to the Proposed Development**

- 6.4 The Council's Design Guide SPD has helped to establish the design principles and concepts which are set out below. Design related policies within the Local Plan and the NPPF have also been considered – see Section 7 below for more detail in this regard.
- 6.5 The design principles and concepts which have been applied to the proposal have sought, where possible, to follow those which are apparent in the vicinity of the site. The layout therefore proposes a layout which is structured mainly via the location of the existing access from Elbourn Way and the existing boundary landscaping which is intended (where possible) to be retained and re-enforced in order to mitigate the landscape effects of the overall site. This is considered to enhance the character of the area owing to the additional screening which would be provided. Towards the eastern and part-northern boundaries of the site new landscaping has been installed owing to those boundaries facing the open countryside.
- 6.6 There is an existing landscaping within the site which runs along the western, and parts of the northern and southern boundaries. Along the western boundary this landscaping faces the existing Public Right of Way 21/6. Where possible the existing landscaping is to be retained as part of the development. The re-orientation of the existing lagoon will though necessitate some removal of landscaping. This will be replaced though via new landscaping within the site and on the land within the control of the landowners to the west of the Application Site. The precise details of the site landscaping would be considered within a Reserved Matters application.
- 6.7 In order to accommodate appropriate surface water drainage arising from the development and that from the existing housing estate to the south which is already utilising the site for its drainage needs a lagoon has been included towards the western boundary. As set out within the Flood Risk Assessment the lagoon would have an area of 1,420m<sup>2</sup> with a side slope of 1:3 in order to accommodate water. Unlike the arrangement for the existing lagoon

the proposal would be managed and maintained. This has the potential to provide betterment to the residents of Elbourn Way.

- 6.8 The provision of footpaths within the site is also included in order to enhance pedestrian movement through the site. This includes a path to the southern end of the lagoon which would connect the houses to the Public Right of Way 21/6 which adjoins the western site boundary. This would also enable access to the area of public open space within the field to the west.
- 6.9 As demonstrated by the ecological assessments and survey results which have all been submitted as part of this application no ecological constraints persist such that these would unduly influence the design and layout of the proposed development.
- 6.10 The site's potential for archaeological remains has been considered and a geo-physical survey has been undertaken. The conclusions within the archaeological assessment is that, as with the Robinson Gardens site to the south-east, archaeological matters can be dealt with via planning conditions.

**Steps taken to appraise the Context of the Development and how the Design of the Development takes that context into account**

- 6.11 The main documents which have been considered in this regard are the Council's Local Plan together with the Design Guide and Landscape in New Developments SPDs.
- 6.12 As set out within the submitted Landscape, Townscape and Visual Impact Assessment (LTVIA) the Application Site is located within the East Anglian Chalk Landscape Character Area (LCA) according to the Natural England national classifications and Lowland Village Chalklands Landscape Character Area having regard to the Landscapes East assessment. Owing to the lack of any District level assessment the LTVIA identifies that the Site is partly within an townscape character area which could be defined as the 'Bassingbourn Modern Residential Townscape Character Area'.
- 6.13 It will be noted from Figure 3.2 of the LTVIA that the Robinson Gardens development (referred to at **Appendix Two**) is included within the Bassingbourn Modern Residential Townscape Character Area and this demonstrates how the existing settlement can be sensitively extended to accommodate housing needs.
- 6.14 The application is also accompanied by a Built Heritage Statement which considers the extent of any impact arising from the proposed development upon the character and appearance of the Conservation Area which is located to the west of the Application Site.
- 6.15 Other reports and assessments consider design considerations such as, within the Transport Statement, the how the indicative layout would provide an appropriate location in the context of vehicular movements and servicing. The Arboricultural Impact Assessment considers the impacts upon trees and the potential for replacement and new planting. The ecological reports and surveys consider the impacts from the development and the mitigation and net gain that can be delivered.



6.16 The design has undergone considerable revisions prior to the submission of this application and the Applicants consider that the design which is being put forward represents a well-balanced, high quality scheme. The documents also demonstrate a thorough understanding of the site constraints and the local area.

***The Policy adopted as to Access, and how Policies relating to Access in relevant Local Development Documents have been taken into account***

6.17 The Council's Local Plan includes Policy TI/2 which requires, amongst other things, that new development has (or will have) sufficient integration and accessibility by walking, cycling and public transport.

6.18 The proposal would take its vehicular access from Elbourn Way which itself takes is accessed from The Causeway. For the reasons that are set out within the Transport Assessment the access is considered to be appropriate and safe and it would successfully integrate into the local area. The proposed road layout seeks to reduce vehicle speeds by accommodating regular turns to prevent speed being accumulated by vehicles.

6.19 The site would be accessible via a range of access options. These are set out below:

- Public Transport: the nearest bus stop is located on The Causeway and is a c.480 metres walk to the south-east of the proposed site access. The bus stop provides access to the Number 15 and 127 bus services. It is anticipated that the existing bus services will be maintained in their current form (with future occupiers of the site making a short walk to use the services);
- Pedestrian: the site would be accessible on foot via new footpaths which would be located within the vehicular access to the south. Pedestrian movement would also be available via the estate roads and across the areas of Public Open Space;
- Cyclists: the site would be accessible by cycle. The road layout would be capable of accommodating appropriate measures to reduce speed and create a safe environment;
- Persons with Impaired Mobility: as set out above the environment of the development would be able to promote safe travel with reduction in the speed of vehicles passing through the site designed into the proposed layout. Roads and footpaths would be predominantly level and constructed of appropriate materials so as not to hinder movement around the site;
- Private motor vehicles: the intention of the proposed development is to remove the ability for vehicles to travel at speed through the development. The road would therefore have the ability to incorporate appropriate measures to reduce speed and therefore not hinder the safe movement of pedestrians through the site.

6.20 Further consideration of the above matters is included within the Transport Assessment which accompanies this application.

6.21 It is clear from the above that access considerations both within the site and off-site have been integrally designed in to the proposals.

***Consultation undertaken on issues relating to Access to the development and what account has been taken of the outcome of the consultation***

- 6.22 Consultations with Local Highway Authority has been undertaken in respect of the proposed access to Elbourn Way. As part of those discussions improvements to the public highway (Elbourn Way) to enable access to the site have been sought by the County Council. The County Council has requested (as shown on drawings JNY10744-03 B within Appendix 2 of the Transport Statement) the removal of an existing turning area outside 48 Elbourn Way. The Applicant considers that the proposal which has been put forward would create a safe access to the site; do not compromise highway safety elsewhere; and would be accessible to all.
- 6.23 Given that the development will need to provide level access in order to be accessible by a variety of means of transport and its future residents the access matters do not create any significant or unusual issues which require specific attention.
- 6.24 Any access concerns which may be raised will be addressed by the Applicant during the determination of this application.

**Design & Access Conclusions**

- 6.25 The development which is proposed by the Applicant provides a high quality and well thought out scheme which provides sufficient information to demonstrate that design and access considerations are capable of being acceptable such that Outline Planning Permission should be granted with sufficient control via planning conditions (including Reserved Matters) available to ensure that design and access matters are assessed at the appropriate stage should Outline Planning Permission be granted.

## **7 PLANNING ASSESSMENT**

- 7.1 This Section addresses the policy and site specific considerations raised by the proposed development and seeks to demonstrate how the application is policy compliant. A summary of the supporting documents to this Outline Planning Application is also provided below as part of this assessment.

### ***Design and Access Statement***

- 7.2 The Design and Access Statement (see Section 6 above) describes the proposed development and provides an indication as to how the development could appear given that the Application seeks Outline Planning Permission. The Design & Access Statement explains the design principles and concepts that have been applied to the development. This details the design approach which has considered both national and local planning policies alongside site specific policy considerations.
- 7.3 The Statement describes how the design of the scheme has evolved through reviewing constraints and opportunities which have arisen from site survey work, analysing evidence, policies and guidance.
- 7.4 The Design & Access Statement provides an appropriate amount of information and assessment to enable this application for Outline Planning Permission to be determined and demonstrates compliance with Local Plan Policies HQ/1, NH2 and TI/2, the NPPF (including paragraphs 91, 96 and 127) and the Council's Design Guide and Landscape in New Developments SPDs.

### ***Landscape, Townscape and Visual Impact Assessment***

- 7.5 The LTVIA (produced by RPS) identifies that the proposed residential scheme is located within a parcel of land which currently comprises arable farmland, rough grassland and an attenuation lagoon on the northern residential edge of Bassingbourn. New houses would be clustered to the north of existing properties on Elbourn Way whilst the western parcel of unused grassland within the conservation area of the village would become public open space and an area of ecological enhancement which could incorporate tree and scrub planting, ponds and species rich grassland.
- 7.6 The existing reed filled attenuation lagoon would be remodelled and the scrubby native planting around it would be removed to accommodate the development. Otherwise the majority of existing hedgerows and mature trees around the site perimeter and the single mature sycamore tree would be retained and supplemented by new planting to provide a comprehensive landscape framework for development and to reinforce the character of the conservation area, the corridor of the public footpath which connects the settlement to the rural landscape and the northern settlement edge. Walkers using public right of way 21/6 would be able to continue to walk from the High Street, through the village and into the farmland to the north. The new houses would extend residential development at the village and the perception of walkers during a journey from the townscape to the landscape.

- 7.7 At a detailed scale the site is considered to be predominantly within a Bassingbourn Modern Residential Townscape Character Area, defined locally by late 20th century, small housing estates, allotments and small parcels of unused grassland. At a wider district scale the site lies within the extensive East Anglian Chalk LCA defined by open rolling farmland and small, nucleated settlements. The variety of land uses of the rural urban fringe landscape and townscapes associated with Bassingbourn and their variable condition and quality provides some scope for change and enhancement of these character areas through development.
- 7.8 In terms of NPPF paragraph 170 no value, through landscape designation, has been placed on the land within the site or surrounding study area, either nationally or locally. The western parcel of land lies in the Bassingbourn Conservation Area however, this part of the site would be retained as open land with a public open space function and would provide opportunities for preservation and enhancement of the character of the village and the biodiversity. The eastern parcel of land, which would be redeveloped for housing, has a typical character and exhibits few special qualities of its own, resulting in a landscape/townscape of no more than local value within the context of the settlement. The urban edge location at Bassingbourn would be able to absorb limited areas of development in a similar manner to which the appeal at **Appendix Two** concluded.
- 7.9 The loss of openness through development would not significantly change the pattern and grain of the settlement or the urban fringe landscape. The residential district of Bassingbourn and the houses and church within the historic core would continue to have an influence over the townscape/landscape interface on the urban edge, providing an established context for the development of a further, small residential scheme. The medium scale direct effect on the medium sensitivity arable farmland element of the site area would lead to Moderate adverse effects during the day and the negligible magnitude of impact on the low sensitivity urban fringe element of the site would lead to Negligible adverse effects, neither of which would cause significant harm to the character of the landscape or townscape. The creation of an attractive amenity green space with enhanced biodiversity value in the western field would result in Negligible<sup>2</sup> beneficial effects on the wider Bassingbourn Modern Residential Townscape Character Area. The appropriate scale, massing and layout of the new houses and the use of materials, colours and textures that reference locally distinctive architecture, within a landscape structure provided by hedgerows and trees on the edge of a settlement would limit the effects on the wider East Anglian Chalk LCA to Minor<sup>2</sup> adverse in the day.
- 7.10 The Zone of Theoretical Visibility for the proposed scheme is relatively localised and well defined by surrounding vegetation and built development at Bassingbourn to the south, west and north. The assessment concludes that the greatest change in views would be experienced by walkers using the right of way which passes between the new houses and the open space within the site and the private views of neighbouring residents in properties at Elbourn Way. Due to the high sensitivity of receptors, the close proximity of viewing locations and the prominence of the new houses there would inevitably be a change in the character and composition of these views. The level of effect would initially be Major<sup>2</sup> adverse and significant, as defined within the methodology, which has been prepared with

---

<sup>2</sup> See the definitions within the LTVIA

reference to guidance within the 'Guidelines for Landscape and Visual Impact Assessment' (GLVIA) 3rd Edition. Visual effects at other viewpoints on the edge of Bassingbourn and the local agricultural landscape would not be significant and would range from Minor<sup>2</sup> to Negligible<sup>2</sup> adverse, depending on the presence of residential development within the village and hedgerows and trees within the adjoining landscape, within the intervening view. Mitigation measures would be incorporated into the scheme to provide new hedgerow and tree boundaries which would, in time, reinforce the hedgerow network and field pattern on the edge of the agricultural landscape, reducing effects by Year 10 to a level that is not significant in the long term. Tree and scrub planting, pond and meadow creation and an improved management regime or grass and wildflower seeding within the area of open space would also enhance the biodiversity of the site. Occupiers of residential properties and users of rights of way adjacent to the western parcel of land within the site would experience Negligible<sup>2</sup> to Minor<sup>2</sup> beneficial effects following the implementation of landscape improvements to the open space.

- 7.11 Overall, the Assessment concludes that the proposed scheme would not result in significant harm to visual amenity within the study area. As such no significant harm would result and as such the proposal would not conflict with Local Plan Policies S/2, NH/2, NH/6 or HQ/1 nor would it create harm such that it would not comply with the Council's District Design Guide or Landscape in New Developments SPDs.

#### ***Transport Assessment***

- 7.12 The Transport Assessment produced by RPS considers the highway and transport matters associated with the proposed development. The assessment details the likely vehicular traffic generation of the Site and considers the impact on the local transport network and key junctions. It also confirms that sufficient car and cycle parking can be accommodated within the development.
- 7.13 The assessment evaluates that the Site benefits from easy access to existing pedestrian routes and is in close proximity to a number of bus routes. Furthermore the assessment concludes the development would not have a severe residual impact on the operation of the local highway network or sustainable transport networks and is in accordance with the requirements of national and local planning policy.
- 7.14 The transport impacts arising from the development are therefore considered to be acceptable having regard to Local Plan Policies HQ/1, TI/2, TI/3 and TI/4 and the NPPF (including paragraphs 109 and 110).

#### ***Framework Travel Plan***

- 7.15 Local Plan Policy TI/2 requires the submission of a Framework Travel Plan for Outline Planning Applications. The Framework Travel Plan produced by RPS provides a package of measures designed to offer a choice of travel modes to residents of the proposed development and encourage travelling in a more sustainable way. This is through a series of objectives which include minimising travel by private car, raising awareness of alternative

travel options, the provision of a Travel Information Pack, vouchers for sustainable travel choices and communicating with residents.

- 7.16 The Framework Travel Plan establishes that the existing bus services, in addition with the connections to the existing pedestrian and cycle routes within and around Bassingbourn, provides a number of opportunities for encouraging sustainable travel in the local area.
- 7.17 The Framework Travel Plan provides sufficient information to secure compliance with Local Plan Policy TI/2.

### ***Energy Report***

- 7.18 An Energy Report has been produced which establishes how the site could achieve compliance with Building Regulations and Local Authority requirements. This follows best practice procedures of the Energy Hierarchy which includes: be lean (improving building performance); be clean (centralised heating and cooling systems); and be green (use of low or zero carbon technologies).
- 7.19 To maximise the energy efficiency of the development design principles could be incorporated and included in the building fabric elements and glazing specifications, with reduced air permeability, specification of efficient heating services and energy efficient lighting throughout the development. As a result there could be a 21% improvement on 2013 Building Regulations and 10.19% of the total energy demand of this development could be achieved by the incorporation of a low or zero carbon technology onsite.
- 7.20 The Energy Report provides an indication of how the development could secure compliance with Local Plan Policy CC/3. A condition could be utilised to ensure that any Reserved Matters application provides fixed details in this regard.

### ***Sustainability Statement***

- 7.21 The Sustainability Statement highlights how the principles of sustainable development have been incorporated into the design. The sustainability principles proposed cover aspects from the indicative design to construction and operation of the site to ensure the best practice procedures have been incorporated.
- 7.22 These include the provision of sustainable transport modes, enhancing the site's ecological value, reducing carbon emissions through the incorporation of high insulation standards and the reduction of water use on site. The proposed sustainability measures meet the relevant planning policy requirements at national and local levels. These have been considered at an early stage of the development process, which will enhance the effectiveness of the measures proposed.
- 7.23 The Sustainability Statement demonstrates how the proposal is compliant with Local Plan Policies S/3, CC/1, CC/3, CC/4 and CC/6.

### ***Preliminary Ecological Appraisal***

- 7.24 The Preliminary Ecological Appraisal (PEA) includes both a Phase 1 Habitat Survey and an Ecological Scoping Survey.
- 7.25 The PEA confirms that there are no statutory designated sites and only one non-statutory designated site within 2 km of the development site. This is Bassingbourn Barracks County Wildlife Site, located 1.67 km to the north. No impacts on this designated site are expected from the proposed development.
- 7.26 The PEA identifies that a survey of the existing lagoon found that it contains Great Crested Newts (GCNs). Reptile and bat surveys were also undertaken due to the conclusions of the PEA.
- 7.27 The PEA seeks to identify opportunities for ecological enhancements which could include the long-term management of the ecological mitigation area field to improve the condition of the meadow grassland and to provide scrub planting and ponds; the provision of log piles and rock mounds in open space areas; management of trees/scrub on the site boundaries to maintain habitat for invertebrates, nesting birds and foraging/commuting bats; the provision of bat and bird boxes on retained mature trees and on new buildings; the use of native species in landscaping schemes including flower, berry and fruit-bearing species, and native aquatic/ marginal species in the realigned lagoon.

### ***Ecology Survey Report***

- 7.28 Evidence of GCNs were recorded from the lagoon on site. A low population of grass snakes were recorded.
- 7.29 Bat surveys concluded that the site is considered to be of Local Importance for Common, Soprano and Nathusius' Pipistrelle and Leisler's bat and of at least Local importance for Barbastelle.
- 7.30 The report recommends mitigation where necessary and subject to that being implemented the proposal is capable of complying with Local Plan Policy NH/4 together with paragraph 175 of the NPPF.

### ***Biodiversity Net Gain Assessment***

- 7.31 Local Plan Policy NH/4 requires that opportunities should be taken to achieve positive gains and paragraph 170 d) of the NPPF provides a similar requirement.
- 7.32 RPS have undertaken a Net Gain Assessment which demonstrates how a 23.37% increase in biodiversity can be secured. This includes improvements to be undertaken on land to the west of the Application Site Station Road (the location of which is shown within the Net Gain Assessment) which forms land within the ownership of the landowners of the Application

Site. Subject to this being implemented the proposal complies fully with Local Plan Policy NH/4 and paragraph 170 d) of the NPPF. In fact it far exceeds both policy requirements.

***Archaeological Desk-Based Assessment & Geophysical Survey***

- 7.33 The Archaeological Desk-Based Assessment (produced by RPS) identifies and describes the below ground heritage assets that could potentially be affected by the development of the site. The Assessment refers to a Geophysical Survey of the site which was undertaken by Magnitude Surveys. The survey report has been submitted with this planning application.
- 7.34 The Assessment of historic records confirms that remains of a former Medieval house platforms and associated watercourses in the western field of the site and ploughed out ridge and furrow in the eastern field of the site are recorded as non-designated heritage assets. Sub-surface remains of the former house platforms and watercourses may remain extant on the western part of the site. Any remains of ridge and furrow in the eastern part of the site are not considered to be of archaeological interest.
- 7.35 The geophysical survey of the site was undertaken in November 2020. Former field boundaries and an infilled moat ditch were identified in the western field and a further linear anomaly, considered likely to relate to an unmapped former field boundary or ditch, were identified in the eastern field of the site. Based on the results of the geophysics, intrusive archaeological fieldwork undertaken on the adjacent site to the south-east (the existing Elbourn Way housing estate) and the archaeological data for the surrounding area, the site is considered to have an enhanced potential for – as yet undiscovered - Iron Age remains, a moderate/high potential for Saxon and Medieval potential particularly in the western field and a low/negligible potential for significant archaeological remains of all other periods, although the presence of Prehistoric/Roman artefacts cannot be precluded.
- 7.36 The proposed indicative site layout plan, submitted with the planning application, indicates public open space and ecological enhancement works in the western field, and residential development including re-orientating an existing drainage lagoon in the eastern field. Whilst the planning application boundary only relates to the eastern field the western field has been considered within this assessment also given the intended use of that field for open space and ecological use. The recent successful Appeal on Land to the West of the Cemetery, Land North of the Causeway, Bassingbourn (Appeal Ref. APP/W0530/W/16/3164657: see **Appendix Two**), located c.150m south-east of the site, confirmed the archaeological potential of the site could be secured by condition. On this basis, it is recommended that the archaeological potential of the current application site could similarly be secured through an appropriately worded condition.
- 7.37 Subject to appropriate planning conditions the development is capable of complying with Local Plan Policy NH/14 and the NPPF (including paragraph 199).



### ***Built Heritage Statement***

- 7.38 RPS have produced a Built Heritage Statement which considers the potential impacts from the development upon above ground heritage assets. Their Statement meets the requirements of the NPPF and Local Plan Policy NH/14 in that it provides sufficient information and assessment to identify the potential impacts arising from the development of the Site on the historic built environment.
- 7.39 The Statement identifies that the western part of the overall site is located within the Bassingbourn Conservation Area (designated 1973, extended 1993). That land does not form part of the planning application boundary though. The only other built heritage assets considered to be sensitive to the proposed development of the Site are the Parish Church of St Peter and St Paul (Grade I Listed Building) and the five Grade II Listed Buildings that comprise Manor Farm.
- 7.40 The Statement has established that no built heritage assets will be affected by the development of the Site. Whilst the western part of the Site positively contributes to the character and appearance of the Bassingbourn Conservation Area, the significance of the Grade I listed Parish Church of St Peter and St Paul and the Grade II Listed Buildings at Manor Farm, the retention of that part of the site as open space preserves its undeveloped character and appearance, and maintains its present contribution to these built heritage assets. The proposed development will therefore not cause harm to their respective significance.
- 7.41 The proposed housing within the Application Site will result in a visual change within a neutral element of the setting of the Conservation Area. However, as the nature of the proposed development will appear in-keeping with built form already experienced within this part of the Conservation Area's setting and by virtue of the separation of this part of the Site from the buildings within the historic core of the village, the proposal will not cause harm to the significance of Conservation Area through changes in its setting. The Application Site is not considered to form part of the settings of the Church or the Listed Buildings at Manor Farm; they will therefore not be harmed by the proposed housing within this part of the site.
- 7.42 The proposed development of the site is therefore in accordance with the statutory duties of the Planning (Listed Buildings & Conservation Areas) Act 1990 and conforms to the requirements of the NPPF and the Council's Local Plan Policy NH/14 with regard to build heritage.

### ***Arboricultural Impact Assessment***

- 7.43 The Arboricultural Impact Assessment has produced by RPS. This assessment evaluates the landscape and visual amenity value of existing trees, provides information on how to protect the trees, and sets out a Tree Protection and Removal Plan.
- 7.44 A number of low quality trees are indicatively proposed to be removed. The proposed tree removals are limited to low value trees whilst the majority of existing tree cover on Site will

be retained subject to suitable tree protection measures. Additional landscape planting is indicatively proposed as part of the development which will serve to broaden the species diversity and age range as well as mitigate the loss of low value trees.

- 7.45 Measures for Tree Protection include the establishment of a Construction Exclusion Zone through the erection of Tree Protection Fencing. This will minimise the potential for harm to occur to retained trees. Following the erection of the protective fencing an inspection will be arranged to confirm the fencing has been installed in accordance with the Tree Protection and Removal Plans.
- 7.46 The Arboricultural Impact Assessment confirms that the development is capable of complying with Local Plan Policies HQ/1 and NH/2. Detailed landscape matters will be dealt with as part of a Reserved Matters submission.

#### ***Flood Risk Assessment***

- 7.47 The Flood Risk Assessment produced by Amazi evaluates the potential for the Site to be impacted by flooding, outlines the potential impacts of the development on flooding both on site and in the vicinity, and proposes measures which could be incorporated into the development to mitigate the identified risks.
- 7.48 The Application Site is located entirely within Flood Zone 1 with the entire Site being at no notable risk of surface water flooding. The field to the west of the Application Site is partly within Flood Zones 2 and 3 but it is proposed to be utilised for ecological enhancement and open space which will not create any danger to the public.
- 7.49 The existing unmanaged or maintained drainage lagoon within the Application Site will be re-orientated as part of the development. The re-orientated lagoon will continue to accommodate surface water from the Elbourn Way development and will also accommodate surface water from the proposed development. The new lagoon will be managed and maintained such that it will provide a betterment compared to the existing situation.
- 7.50 The Flood Risk Assessment and drainage information provides sufficient information to conclude that the development will comply with Local Plan Policies CC/8 and CC/9 together with the NPPF (including paragraphs 163 to 165).

#### ***Waste Management Design Toolkit***

- 7.51 The RECAP Waste Management Design Toolkit has been assessed by Abbey Properties Cambridgeshire Limited. The proposal is capable of complying with the toolkit requirements. Precise details will be secured at the Reserved Matters stage should Outline Planning Permission be granted.

### ***Health Impact Assessment***

- 7.52 A Health Impact Assessment has been produced as required by Local Plan Policy SC/2 given that the proposal comprises more than 20 dwellings. The assessment evaluates the impact on aspects such as housing quality, accessibility, air quality, social cohesion and public services.
- 7.53 The assessment concludes the site performs well against the identified health impact considerations within the Council's Health Impact Assessment SPD and would deliver tangible benefits to the future residents as well as existing local residents and visitors.
- 7.54 The Health Impact Assessment is sufficient to confirm compliance with Local Plan Policy SC/2.

### ***Foul Sewerage and Utilities Assessment***

- 7.55 A Foul Sewerage and Utilities Assessment has been produced which provides an overview of both foul sewerage and utility services.
- 7.56 The assessment notes that there is no known impediment to service connections and that these are readily available in the local area. Broadband is also available.
- 7.57 The Flood Sewerage and Utilities Assessment therefore includes sufficient information to confirm compliance with Local Plan Policies CC/7 and T/10.

### **Planning Considerations**

#### ***Housing Land Supply***

- 7.58 The United Kingdom's economy and housebuilding sector has been substantially impacted by the Covid-19 pandemic. The impacts upon the delivery of housing are at present unknown but it seems inevitable that delivery rates will be adversely impacted. Planning Appeal decisions have already referred to such impacts – see paragraphs 109 and 110 of the Finchampstead decision at **Appendix Three**.
- 7.59 NPPF paragraph 59 requires Local Planning Authorities to significantly boost the supply of housing and paragraph 73 goes on to confirm that LPAs must identify and update annually 'a supply of specific deliverable sites sufficient to provide five years' worth of housing. The NPPF also requires an additional buffer of 5% to ensure choice and competition in the market for land. Where there has been a record of persistent under delivery of housing the buffer should increase to 20%. A 20% buffer has been applied within the Council's Local Plan Policy S/12 and this is also utilised in the Greater Cambridge Housing Trajectory and Five Year Housing Land Supply Report (the 'GCHT5YHLSR') (April 2020). We consider that this is the correct approach due to South Cambridgeshire historic persistent under delivery.

- 7.60 The Council's adopted Local Plan was examined against the 2012 NPPF and the current version of the NPPF takes a more nuanced approach to developing new housing in countryside locations in order to deliver the required boost to housing growth. The 2019 NPPF (paragraph 60) also confirms that housing targets within Local Plans should determine the minimum amount of new housing which is required whereas the 2012 NPPF (paragraph 47) required that Local Plans met the full need. In our experience plans which are examined against the 2019 NPPF require housing need figures to be a minimum amount which reflects the need to boost supply.
- 7.61 Local Plan Policy S/5 therefore addresses housing provision within the district and makes provision for 19,500 new homes in South Cambridgeshire during the period of 2011 to 2031. As noted above the figure is not expressed as a minimum amount. Local Plan Policy S/12 confirms that the housing trajectories for South Cambridgeshire and Cambridge City will be considered together. As per paragraph 6 of the GCHT5YHLSR the trajectory for Cambridge City Council is 14,000 dwellings over the same period (2011-2031).
- 7.62 Local Plan Policy S/12 advises that the 'Liverpool' methodology (and a 20% buffer) is appropriate given the context of the housing allocations. The GCHT5YHLSR suggests that together the Greater Cambridge land supply is 5.4 years.
- 7.63 We have undertaken our own analysis of the sites referenced within the GCHT5YLSR and consider that the supply is in fact below 5 years. See **Appendix Four** of this Statement for that analysis. The impacts of having a deliverable housing land supply below 5 years means that NPPF paragraph d) is engaged which means that the titled balance is also engaged.
- 7.64 The policies which are most important for determining the application are considered to be policies S/2, S/3, S/5, S/6, S/7, S/9 and S/13. These are all strategic planning policies within the Local Plan 2018 and in the event that the tilted balance is engaged then the policies would all be deemed to be 'out-of-date' as they are seeking to restrict housing development. In this context, and as explained above, it is also worth noting again here that the 2018 Local Plan was examined against the 2012 version of the NPPF.
- 7.65 In relation to paragraph 11 d) i) of the NPPF this is not engaged as the Application Site is not impacted by the designations with the list at footnote 6 of the NPPF. Paragraph 11 d) ii) is therefore engaged.
- 7.66 Additionally, even if the Council is able to demonstrate a 5 year housing land supply, we consider that the policy requirements should, to be consistent with the 2019 NPPF, set the minimum number of dwellings required to be delivered within the District. It has been widely acknowledged at all levels that there is a housing crisis in this country due too few houses being completed in relation to the growing population. Cambridgeshire is recognised as one of the least affordable places to buy a house in the country. An Appeal decision in January 2020 (see **Appendix Five**) concluded that the Council had 5.07 years' worth of housing supply.

- 7.67 Our analysis at **Appendix Four** includes consideration of a variety of housing need requirements within the District/Greater Cambridge. In all of the scenarios the Council is unable to demonstrate a 5 year land supply of deliverable housing when the Applicants supply figure is utilised.
- 7.68 As set out above, we consider that the proposed development is sustainable and would have minimal impact on Bassingbourn and its surrounding area. We therefore consider that even if it should be concluded that South Cambridgeshire District Council does have a 5 year housing land supply, proposed development should be permitted in accordance with the objectives of the NPPF to ‘boost significantly’ the supply of housing in the context of emerging policy and the Covid-19 impacts.

### ***Site Location***

- 7.69 The site is located on the northern side of Elbourn Way, Bassingbourn in South Cambridgeshire. According to the South Cambridgeshire Local Plan Proposals Map 2018 the site’s southern boundary borders the settlement boundary for Bassingbourn. Existing residential properties are located along these boundaries. The Site is therefore well located to deliver additional housing.
- 7.70 We consider that the location of the proposed development complies with the Strategic Vision of South Cambridgeshire’s Local Plan Policy S/2 Part c. as it would help to provide land for housing in sustainable locations that meets local needs and aspirations, and gives choice about type, size, tenure and cost.
- 7.71 We consider that the scale and location of the proposed development is in keeping with the character of Bassingbourn and it would provide a natural extension to the existing built form. Policy S/7 is not engaged as the site is not within a Development Framework but in any event the need to deliver housing requires such development to be permitted in locations outside of Development Frameworks. In the scenario whereby the titled balance is engaged then Policy S/7 would be deemed to be out of date.
- 7.72 The proposal similarly does not engage Part 2 of the Local Plan Policy S/9 as the Site is not within a Development Framework. The development marginally exceeds the indicative maximum scheme size of 30 dwellings within that policy although only by 10%. We consider in any event that 33 dwellings is an acceptable scale of development against such an indicative threshold of 30 dwellings.
- 7.73 The Site’s location is considered to be suitable in providing a substantial amount of new public open space which can help to provide additional green infrastructure to the local area. It will provide additional open space adjacent to the Public Right of Way which runs through the site. The proposal therefore complies with Local Plan Policy NH/6 in that regard.
- 7.74 Local Plan Policy NH/3 aims to minimise the loss of the best and most versatile agricultural land unless the land is allocated for development or sustainability considerations and the

need for the development are overriding. Although not all of the land is used for agricultural production the need for housing is considered to be overriding in this case.

- 7.75 Local Plan S/6 seeks to provide jobs and homes as far as possible in the following order of preference:
1. On the edge of Cambridge;
  2. At new settlements; and
  3. In the rural area at Rural Centres and Minor Rural Centres.
- 7.76 The Application Site is located on the edge of the Bassingbourn (a Minor Rural Centre) and is therefore considered to be a suitable location for housing. The proposal complies with Local Plan Policy S/6 in that regard in that it is a suitable location for new housing to be located.
- 7.77 Overall we consider the proposed location of the development complies with the relevant adopted planning policies where these can be given significant weight in the planning balance and as the tilted balance is now engaged any conflict with the most important planning policies for determining the Application (which all restrict the delivery of new housing) cannot be given sufficient weight to be determinative. The Proposal creates a genuine and deliverable opportunity to provide much needed additional residential development within the district in order to boost the supply of housing within a sustainable location.

### ***Ecology***

- 7.78 Local Plan Policy S/2 b seeks to ensure that new development should enhance the area, and protect and enhance biodiversity. The PEA recommends a number of mitigation measures and ecological enhancements which can be included as part of the design at the Reserved Matters stage.
- 7.79 Local Plan Policy NH/4 aims to conserve biodiversity and require new developments to maintain, enhance, restore or add to biodiversity. As detailed in the Biodiversity Net Gain Assessment, we consider the proposed ecological enhancement works will result in significant biodiversity gains (a net gain of 23.37%) for the development. The proposal will therefore surpass the requirement of this policy and this in itself adds weight in favour of the development taking place.
- 7.80 Overall we consider the proposed development is fully consistent with adopted planning policy NH/4 in terms of ecological considerations and will enhance the biodiversity of the area including via the use of the land to the west of the Application Site.

### ***Design***

- 7.81 Local Plan Policy HQ/1 requires all new developments to be of high quality design, with a clear vision as to the positive contribution the development will make. A series of criteria are listed against which compliance will be tested.

- 7.82 The Application proposals have has been indicatively designed along key areas of open space and outlook to create a sense of place. Consideration has been given to the views of proposed and existing residents in regards to the proposed green space and the relationships with existing neighbouring properties. The Design and Access Statement details how the design of the proposal has taken into consideration such constraints.
- 7.83 Local Plan Policy H/8 requires a net density of 30 dwellings per hectare in Minor Rural Centres such as Bassingbourn. The proposed development has a density of 29.2 dwellings per hectare. Whilst this is very slightly below the requirement of Policy H/8 this is due to the site constraints including nearby housing and the need for appropriate buffers. The difference of 0.8 dwelling per hectare is not sufficient to breach this policy.
- 7.84 Local Plan Policy H/9 states that for market homes in developments of 10 or more dwellings they should consist of at least 30% 1 or 2 bedroom homes; at least 30% 3 bedroom homes; and at least 30% 4 or more bedroom homes. 10% flexibility is then allowed for any type of housing. The layout of the development is indicative and policy compliance can be secured at the Reserved Matters stage.
- 7.85 We consider the proposed development is consistent with the design requirements of adopted planning policy. The proposal is compliant with Local Plan Policies HQ/1, HQ/2, H/8, H/9 and H/12 and we consider that it is well justified and would not have a material adverse impact on the surrounding area.

***Landscape, Townscape and Visual Impacts***

- 7.86 The Outline Planning Application is supported by a detailed LTVIA which follows industry standards in assessing the impacts which would arise from the development. Any housing development will clearly create impacts in this regard and this proposal is no different. However the extent of any impacts are limited by virtue of the character of the local area, existing landscaping and the scale of the development. Having regard to the established methodology which has been followed within the Assessment the extent of any impacts are at worst “moderate adverse” once the development has established. As such no significant harm would result and as such the proposal would not conflict with Local Plan Policies S/2, NH/2, NH/6 or HQ/1 nor would it create harm such that it would not comply with the Council’s District Design Guide or Landscape in New Developments SPDs. The development would also not harm landscape character having regard to the relevant character areas and types.
- 7.87 The development at Robinson Gardens provide a good example nearby as to how additional housing can be accommodated within the locality and this proposal would similarly not create any significant adverse impacts in landscape, townscape or visual impact terms.
- 7.88 The LTVIA considers the impacts upon the visual outlook of dwellings close to the site and concludes that whilst some impact s would arise again these would not be such that they would be unacceptable. A high standard of amenity would be provided for existing occupiers of dwellings nearby and also those within the proposed development.

### ***Landscaping***

- 7.89 Local Plan Policy HQ/1 Part 1 m. seeks to include high quality landscaping and public spaces that integrate the development with its surroundings. Indicative Landscape Strategy Plan 100 demonstrates that suitable high quality landscaping can be provided on the site and on the land to the west. A number of the existing trees and hedgerows will also be retained and protected as set out within the Arboricultural Impact Assessment.
- 7.90 Whilst landscaping would ultimately be a reserved matter we consider that the proposed development complies with adopted Local Plan Policies HQ/1 and NH/2 in this regard.

### ***Open Space***

- 7.91 Local Plan Policy SC/7 requires new developments to contribute towards Outdoor Play Space and Informal Open Space to meet the need generated by the development. It confirms that the minimum standards for outdoor play space and informal open space and allotments is 3.2 hectares per 1,000 people. As per **Appendix One** the proposal would provide at least 0.75ha of public open space which is above the requirement having regard to the Council's policies. The oversupply of public open space will enable the deficit which the village experiences (as set out within the South Cambridgeshire District Council Recreation and Open Space Study 2013) to be partially addressed. The Applicants are willing to consider financial contributions towards existing areas of public open space.
- 7.92 The proposal therefore complies with Local Plan Policies SC/7, S/2 and NH/6.

### ***Drainage***

- 7.93 Local Plan Policy CC/7 relates to Foul Drainage. The policy requires alternative facilities to be provided if the drainage to a public sewer is not feasible. The Foul Sewerage and Utilities Assessment confirms that connection to foul sewerage and utility services is not an obstacle to this development.
- 7.94 Local Plan Policies CC/8 and CC/9 relate to drainage and flood risk. The proposal is accompanied by a Flood Risk Assessment which provides an appropriate level of information and evidence to be able to conclude that such matters are acceptable. The re-orientation of the existing lagoon will provide the opportunity to ensure that the surface water drainage from Elbourn Way is managed and the facility maintained. This is a public benefit arising from the development.
- 7.95 The proposal complies with Local Plan Policies CC/7, CC/8 and CC/9.

### ***Transport***

- 7.96 NPPF paragraph 111 requires all development which generate significant amounts of movement to be supported by a Transport Statement or Assessment. In accordance with the



requirement, the proposed development is supported by Transport Assessment which considers the highway and transport matters associated with the proposed development.

- 7.97 Local Plan Policy S/2 e. seeks to ensure that all new development provides or has access to a range of services and facilities that support healthy lifestyles and well-being for everyone, including shops, schools, doctors, community buildings, cultural facilities, local open space, and green infrastructure.
- 7.98 Local Plan Policy TI/2 expects all developments to offer an appropriate choice of travel by public transport or other non-car travel modes.
- 7.99 Table 3.2 of the Transport Assessment demonstrates that the application site is accessible within a 20 minute walk to a range of key facilities including a nursery (15 mins), primary school (15 mins), secondary school (16 mins), doctor's surgery (10 mins) and convenience store (9 mins).
- 7.100 Furthermore the nearest bus stop is location on The Causeway c.480m south-east of the proposed site. The bus stop is served by services which operate 5 and 6 days a week respectively providing a regular service to Royston and nearby villages.
- 7.101 It is therefore considered that the site is a relatively sustainable location with access to local facilities and amenities and a good level of public transport provision. This provides opportunities for people to minimise the need to travel by private car. Overall the site is forecast to generate a potential 29 two way vehicle trips during the morning peak hour and 26 two-way vehicle trips during the evening peak hour. This will not result in severe implications on the local highway network.
- 7.102 We therefore consider the proposed development is consistent with adopted planning policies S/2 and TI/2 and would offer an appropriate choice of travel options by public transport and other non-car travel modes.

### ***Parking***

- 7.103 Table 2.1 of the Local Plan Development Control Policy TR/2 sets out that a parking requirement of 2 spaces per dwellings with 1 space allocated within the curtilage.
- 7.104 The indicative layout would provide 66 car parking spaces which equates c.2 spaces per dwelling with the majority of parking spaces located within the curtilage of each dwelling. The amount of parking is therefore acceptable but in any event the layout (which will include parking) would be considered under a Reserved Matters submission.
- 7.105 In relation to cycle parking, Table 2.1 of the Local Plan requires this to be provided at a ratio of 1 space per bedroom. Cycle parking for the residential dwellings would be provided on the plots or within safe and secure communal cycle storage areas within buildings. This would be considered as part of a Reserved Matters submission.

- 7.106 We therefore consider that the proposed development cycle and vehicle parking comply with the adopted policy TI/3.

### ***Section 106 Obligations***

- 7.107 S106 Obligations are set out in Draft Heads of Terms in **Appendix One** to this Statement. Local Plan Policies SC/6 (indoor community facilities); SC/7 (outdoor play space); and TI/8 (infrastructure) seek to ensure that all development makes appropriate provision of services and infrastructure to meet its needs.
- 7.108 As noted previously the development would provide a at least 0.75ha of public open space as part of the development. The precise location and orientation of the open space would be a reserved matter as part of the site layout and off-site ecology and open space works.
- 7.109 Local Plan Policy H/10 sets out a requirement that 40% of residential dwellings (of developments of 11 or more dwellings) should be affordable. The application will provide 13 affordable units out of the total 33 dwellings.
- 7.110 Local Plan Policy H/9 Part 2 f refers to supplying dwellings for sale to self and custom builders. As part of the proposal three plots were to be made available.
- 7.111 The Draft Heads of Terms identify how the proposal complies with the relevant planning policies.

### ***Other Considerations***

- 7.112 The proposal would provide development which utilises energy responsibly as required by Local Plan Policy CC/3. Broadband would be available to future occupiers as required by Policy T/10.

### ***General Benefits***

- 7.113 The proposed development will also provide a number of more general benefits to the local and wider communities through financial contributions via Government incentives including the New Homes Bonus and development receipts.
- 7.114 The proposed development will also create employment opportunities and additional training and skills development within the local economy during the construction process. NPPF paragraph 80 confirms that significant weight should be given to such benefits.

### ***Concluding Comments***

- 7.115 As set out in this Section and the supporting documents to the planning application, the proposal seeks to bring forward a residential development in a suitable and sustainable location within the settlement of Bassingbourn. The development is required as the Council cannot demonstrate a sufficient supply of deliverable housing such that the tilted balance under paragraph 11 d) of the NPPF is engaged. Any harm arising from the development is limited to technical policy breaches and harm which is applicable to any housing development. The harm which would arise from the proposal is not therefore be significant and demonstrable such that it would outweigh the benefits of the development taking place.
- 7.116 The development would deliver a number of tangible benefits which add further weight to the need to grant Outline Planning Permission. These can be summarised as follows:
- The delivery of market, affordable and self/custom build housing for which there is considered to be an identified need. We consider that these benefits should attract substantial weight within the planning balance;
  - A substantial delivery of public open space in an accessible location adjacent to an existing Public Right of Way which would enable enhanced and additional views into the Bassingbourn Conservation Area. The delivery of the open space would help to address an identified shortfall within the village. We consider that this benefit should attract substantial weight in the planning balance;
  - The delivery of ecological enhancements which would enhance the character and biodiversity interests of the village. We consider that this benefit should attract substantial weight in the planning balance;
  - The delivery of a revised drainage lagoon with appropriate management and maintenance which is not the case at present owing to the existing lagoon not being adopted by Anglian Water. We consider that this benefit should attract substantial weight in the planning balance; and
  - A series of benefits in respect of development receipts, New Homes Bonus and economic benefits. We consider the economic benefits should be given significant weight in the planning balance and the remaining benefits should be afforded moderate weight.
- 7.117 The Application engages the tilted balance under paragraph 11 d) of the NPPF and furthermore it complies with the relevant adopted planning policies (where these can be given full or significant weight) and it should be considered as an excellent opportunity to help meet the Council's housing needs and deliver a high quality development with a range of benefits.
- 7.118 Even in the event that the Council considers that it can demonstrate a 5 year supply of housing then the impacts arising from the development are not unacceptable in environmental terms. In such a scenario planning policy breaches would be technical (and limited to the fact that the site is not within the development framework). When considered against the need to boost the supply of housing and the more nuanced approach within the

2019 NPPF such impacts should be tolerated and we consider that Outline Planning Permission should still be granted. Granting permission would also safeguard the Council against housing delivery impacts arising from the Covid-19 pandemic.

- 7.119 The Sustainability Statement which has been submitted as part of the Outline Planning Application provides details in respect of the overall sustainability of the development. For the reasons which are set out within that document and this Statement the development is considered to create sustainable development which is consistent with Local Plan Policies S/1, S/2 and S/3 and also the NPPF.

## **8 CONCLUSIONS**

- 8.1 This Planning Statement has been prepared in support of an Outline Planning Application for the residential development of up to 33 dwellings in Bassingbourn, South Cambridgeshire.
- 8.2 The proposed development is for 13 affordable units, 3 self/custom-build plots and 17 private units. All proposed residential dwellings will have their own gardens and dedicated car parking spaces and between two to two and a half storeys in height.
- 8.3 The development would re-orientate the existing drainage lagoon within the site and would provide, on land to the west of the Application Site, an area for ecological enhancement and open space.
- 8.4 The Statement has considered all the relevant local and national planning policy. We consider the proposed development complies with all relevant planning policies (where this can be given full or significant weight) and so it should be considered to be a sustainable development opportunity.
- 8.5 The proposed development would make a significant contribution towards addressing the existing shortfall in housing which we have identified within the District. In doing it would provide additional benefits by creating a significant biodiversity net gain well above the level required under planning policy, deliver open space to help to address a local deficiency, deliver affordable housing and self/custom build plots and enable management and maintenance of the lagoon which would continue to accommodate surface water from the Elbourn Way development. Further economic benefits also arise. We have summarised these benefits in Section 7 of this Statement.
- 8.6 This Statement also provides a summary of the other supporting statements and identifies the planning issues arising from the proposed development with the conclusion that it should be considered to be an excellent and sustainable opportunity to meet the Council's housing need. We therefore consider that Outline Planning Permission should be granted.

## **Appendix One**

### **Draft Section 106 Heads of Terms including Public Open Space Calculation**

# Appendix One

## Planning Obligations - Draft Heads of Terms

**Proposal:** An Application for Outline Planning Permission with all matters reserved except for access to Elbourn Way for the proposed development of up to 33 residential units (including 13 affordable dwellings), relocation and re-orientation of an existing drainage lagoon, public open space provision, landscaping and associated works

**Site:** Land to the north of 26 to 46 Elbourn Way, Bassingbourn

**Applicant:** Abbey Properties Cambridgeshire Limited

The Applicants would be willing to enter into the obligations listed within the table below. The obligations will be reviewed following the receipt of the comments from the Local Planning Authority, the Parish Council, local residents and consultees. They are intended to provide a draft position based upon feedback received to date.

In arriving at these calculations it is confirmed that whilst the proposal seeks Outline Planning Permission for up to 33 dwellings.

South Cambridgeshire District Council Local Plan Policy TI/8 is a generic policy which is relevant to all obligations<sup>1</sup>: this states:

*1. Planning permission will only be granted for proposals that have made suitable arrangements for the improvement or provision of infrastructure necessary to make the scheme acceptable in planning terms. The nature, scale and phasing of any planning obligations and/or Community Infrastructure Levy (CIL) contributions sought will be related to the form of the development and its potential impact upon the surrounding area.*

*2. Contributions may also be required towards the future maintenance and upkeep of facilities either in the form of initial support or in perpetuity in accordance with Government guidance.*

The following planning obligations are proposed at this time.

Obligation	Planning Policy/Considerations	Proposed Obligation
Affordable Housing	1) South Cambridgeshire District Council (SCDC) Local Plan Policy H/10 – the provision of 40% of affordable housing will be sought as part of the overall housing provision	40% of the units ( <u>13 dwellings</u> ) to be affordable housing – split of tenure to be agreed.

<sup>1</sup> This policy is not listed in the obligations table but it is relevant to each obligation

	2) SCDC Affordable Housing SPD (2010)	
Public Open Space	<p>1) SCDC Local Plan Policy SC/7 - All housing developments will contribute towards Outdoor Playing Space (including children's play space and formal outdoor sports facilities), and Informal Open Space to meet the need generated by the development in accordance with the minimum standards within the policy</p> <p>2) SCDC Open Space in New Developments SPD (2009)</p> <p>3) Recreation and Open Space Study (2013) – demonstrates a deficit of public open space in Basingstourn</p>	<p>As noted below the Open Space in New Developments Supplementary Planning Document (SPD) includes a table which enables a calculation as to the amount of Public Open Space which is required. This calculation is undertaken below – it shows that 0.236ha is required.</p> <p>A total of <u>0.75 ha</u> is proposed on land to the west of the Application Site on land owned by the landowner. Further incidental open space is provided within the Application Site.</p> <p><b>An over provision of at least 0.514 ha of open space is therefore provided.</b></p> <p>A commitment to maintain responsibility of the land prior to adoption by a public body (to be offered in the first instance to the Parish Council). If the Parish do not wish to adopt the Open Space then it will be offered to the District Council. In the event that neither public body is willing to adopt the open space then it will fall to a management company (which will be funded by the development on a rolling annual basis) to maintain the open space.</p> <p>Appropriate off-site contributions to be negotiated if required</p>
Highway Infrastructure	1) Draft CCC Planning Obligations Strategy (2016)	Appropriate contributions to be negotiated if required
Residential Wheeled Bins	1) RECAP Waste Management Design Guide (2012)	Provision to be made per dwelling (understood to be currently <u>£73.50 per dwelling</u> and <u>£150 per flat</u> )
Self/Custom Build Dwellings	1) SCDC Local Plan Policy H/9	3 self/ custom build plots are proposed
Biodiversity Net Gain	1) SCDC Local Plan Policy NH/4	Net gain measures including off-site works to deliver benefits on land west of the Application Site on land within the ownership of the landowner
Monitoring of the obligations		Appropriate monitoring contributions to be discussed with SCDC and CCC.

**Public Open Space Assessment - Requirement and Calculation**

Paragraphs 2.6 and 3.3 of the Open Space in New Developments SPD 2009 states that where a Section 106 Agreement is signed for an outline consent and details of the house sizes is also unknown, a formula for calculating the open space / commuted sums will be included in the agreement, consistent with this Policy.



The table below paragraph 2.7 within the Open Space in New Developments SPD confirms that the development would create the following population:

Size and amount of dwellings (Bedrooms)	Paragraph 2.7 SPD multiplier	Population
16 x 2-bed	1.75	28
12 x 3-bed	2.42	29.04
5 x 4-bed	3.32	16.6
<b>TOTAL POPULATION GENERATED BY THE DEVELOPMENT</b>		<b>73.64</b>

Whilst the mix of dwelling types is unknown at this time we consider that the table above can be used to determine the likely appropriate amount of public open space.

Local Plan Policy SC/7 requires that 3.2 hectares per 1,000 people of outdoor play space, informal open space and allotments and community allotments should be provided.

In this case therefore 0.236ha of Public Open Space is required.

In the event that an alternative housing mix is proposed at Reserved Matters stage it is evident that there is sufficient open space to accommodate additional needs.

## **Appendix Two**

**Appeal Decision APP/W0530/W/16/3164657 dated 18th April 2017**

---

## Appeal Decision

Site visit made on 18 April 2017

**by David Troy BSc (Hons) MA MRTPI**

**an Inspector appointed by the Secretary of State for Communities and Local Government**

**Decision date: 9 June 2017**

---

**Appeal Ref: APP/W0530/W/16/3164657**

**To the west of the Cemetery, Land North of The Causeway, Bassingbourn Cambridgeshire**

- The appeal is made under section 78 of the Town and Country Planning Act 1990 against a refusal to grant outline planning permission.
  - The appeal is made by M Scott Properties Ltd and Parker Farms (Bassingbourn) Ltd against the decision of South Cambridgeshire District Council.
  - The application Ref S1566/16/0L, dated 10 June 2016, was refused by notice dated 2 November 2016.
  - The development proposed is for 26 residential dwellings with associated access highway, parking and landscaping.
- 

### Decision

1. The appeal is allowed and outline planning permission is granted for 26 residential dwellings with associated access highway, parking and landscaping to the west of the Cemetery, Land North of The Causeway, Bassingbourn Cambridgeshire in accordance with the terms of the application, Ref S1566/16/0L, dated 10 June 2016, subject to the conditions in the attached schedule.

### Application for costs

2. An application for costs was made by M Scott Properties Ltd and Parker Farms (Bassingbourn) Ltd against South Cambridgeshire District Council. This application is the subject of a separate Decision.

### Procedural matters

3. The application was made in outline with all matters other than access reserved for future consideration. I have determined the appeal on this basis, treating the submitted plans and details provided as illustrative, insofar as they relate to matters other than access.
  4. A signed and completed Planning Obligation Agreement (PO) and a S106 Unilateral Undertaking (UU) have been submitted by the appellants. These would secure contributions towards infrastructure provision and I return to this matter later.
-

## **Main Issues**

5. The main issues are:

- (i) the effect of the development on the character and appearance of the area;
- (ii) the impact of the proposal on local infrastructure and whether any adverse impacts can be effectively mitigated, and
- (iii) whether, taken as a whole, this is an appropriate location for housing with regard to local and national objectives for sustainable development.

## **Policy background**

6. The local development plan includes the South Cambridgeshire Core Strategy Development Plan Document 2007 (CS) and the South Cambridgeshire Local Development Framework Development Control Policies Development Plan Document 2007 (DCP). The CS policies relevant to the appeal are Policy ST/2: Housing provision and Policy ST/6: Group villages. The most relevant DCP policies include Policy DP/1: Sustainable development, Policy DP/2: Design of new development, Policy DP/3: Development criteria, Policy DP/4: Infrastructure and development and Policy DP/7: Development Frameworks.
7. The emerging South Cambridgeshire Local Plan (SCLP) examination is currently ongoing with outstanding and unresolved objections to it, including evidence of the under-assessment of housing need, so that its policies carry little weight at this stage. The National Planning Policy Framework (the Framework) sets out key government planning objectives. Other material considerations include a range of the Council's supplementary planning documents (SPD) controlling various aspects of development. I have also taken account of the Landscape Institute's Guidelines for Landscape and Visual Assessment (GLVA).

## **Reasons**

8. The Council's Development Strategy as set out in Policy ST/2 of the CS seeks to direct most housing development to the district's larger settlements and lesser amounts to the villages in the rural areas. Bassingbourn is identified as a Group village in Policy ST/6 of the CS, wherein residential development is restricted to schemes of up to 8 dwellings and, in exceptional circumstances, up to 15 dwellings on brownfield sites within the village framework.
9. The appeal site would be located outside the village framework of Bassingbourn, wherein Policy DP/7 of the DCP states only development for agriculture, horticulture, outdoor recreation and other uses that need to be located in the countryside will be permitted. Consequently, the proposal would conflict with CS Policies ST/2 and ST/6 and DCP Policy DP/7 that seek to restrict inappropriate housing development outside the village frameworks.
10. However, the Council acknowledges it cannot identify a five year supply of deliverable sites. Paragraph 49 of the Framework states that housing developments should be considered in the context of the presumption in favour of sustainable development. It goes on to state that relevant policies for the supply of housing cannot be considered up to date if the local planning authority cannot demonstrate such a five year supply. Consequently, the

housing supply CS Policies ST/2 and ST/6 and DCP Policy DP/7 cannot be considered up to date.

**Character and appearance of the area**

11. The appeal site comprises of an open field of about 1ha lying on the eastern edge of the village of Bassingbourn, north of The Causeway. Residential development is located to the west and south and an open field to the north. It lies in a gap between the existing two storey dwellings on Elbourn Way to the west and a cemetery to the east, including a two storey gatehouse and a Grade II listed linked chapel. These neighbouring uses have a visible presence along The Causeway that forms a main approach to Bassingbourn. An open field is located further to the east and then residential development on the western edge of the village of Kneesworth. The topography of the site is relatively flat and is enclosed by a mature hedgerow and trees on all four boundaries.
12. The proposal would entail the construction of 26 dwellings with associated access, parking and landscaping. The indicative details show two storey apartments and dwellings at lower density than the adjacent residential developments. The indicative layout shows the provision of longer gardens along the eastern edge of the development, with the retention of the existing hedgerow that would be enhanced by additional planting. I note that the proposal was supported by the Council's Landscape Design Officer (LDO) and that it was found generally acceptable by the Design Enabling Panel.
13. A core principle of the Framework is to take account of the different roles and character of different areas, recognising the intrinsic character and beauty of the countryside. Paragraph 109 of the Framework makes it clear that, among other things, valued landscapes and soils should be protected and enhanced. Based on the evidence before me, the site lies in an area which has no national or local designation and, while its open character is valued by local residents, I consider that it does not fall within the scope of Paragraph 109 of the Framework.
14. The site is classified as grade 2 in the Agricultural Land Classification, designated the best and most versatile agricultural land. Paragraph 112 of the Framework requires account to be taken of the economic and other benefits of such land and to seek the use of areas of poorer quality in preference. The proposal would clearly fail to protect an area of high value soil and the development of the site although limited in size, would result in the loss of about 1ha of best and most versatile agricultural land.
15. In visual terms, given the enclosed nature and the relatively level topography of the site and immediate surroundings, the appeal site provides a minimal contribution to the wider surrounding area and the proposal would have limited harm on the character of the wider landscape.
16. Nonetheless, on a more local level, given the scale of the development, it would represent a shift of the built up development beyond the edge of the village. The appeal site, together with the adjoining cemetery and fields to the north and south of The Causeway, provides a contribution to the visual gap, preventing coalescence between the villages of Bassingbourn and Kneesworth and adds to the open character and appearance of this part of the village. Whilst the separation both physically and visually between villages would not be lost entirely due to the constraints provided by the cemetery and the listed

building to the east, it would be undermined by the development through reducing the gap between the villages.

17. It is clear from the evidence provided and from my observations during my site visit that, given the screening provided by the surrounding built up development and the mature landscaping around the site and in the adjoining cemetery, the proposal would only be visible over short distances on the approach into the village along The Causeway. Whilst I recognise that the impacts of the development could be mitigated by restricting the height of the buildings through planning condition to match those in the area and in time by the retention and enhancement of the hedgerow along the frontage of the site, in my view, the proposal would harm the landscape character of the local area and exacerbate the coalescence between the villages.
18. Consequently, I consider that, whilst there would be limited harm to the wider landscape, the loss of this open field and its development for housing would have a localised harmful effect on the character and appearance of the area. That would conflict with DCP Policies DP/1, DP/2 and DP/3. These policies, amongst other things, seek to ensure that all new development is of a high quality design that preserves or enhances the local landscape character of the area and would not have an unacceptable adverse impact on village character, countryside and landscape character. In addition, it would not accord with the aims of the Framework that development should take account of the different roles and character of different areas, recognising the intrinsic character and beauty of the countryside (paragraph 17).

### **Local infrastructure**

#### *Planning obligations*

19. Paragraph 204 of the Framework and Regulation 122 of the Community Infrastructure Levy (CIL) Regulations require that planning obligations should only be sought, and weight attached to their provisions, where they are: necessary to make the development acceptable in planning terms; directly related to the development; and fairly and reasonably related in scale and kind to the development. The Council is satisfied that, with the planning obligations in place, the granting of permission would not give rise to an unacceptable adverse impact on local infrastructure, although the appellant challenge some of the specific requirements and contribution levels.
20. There is a signed and completed UU that has been provided by the appellants. The scheme would provide 40% affordable housing – 10 dwellings (7 affordable rent units and 3 intermediate units). The Council have provided evidence that South Cambridgeshire has a high level of housing need across the District (1,700 families on the waiting list) particularly for 1-2 bedroom affordable units and would make a significant contribution towards local affordable housing need. The agreement necessarily sets out the number, sizes, tenures, definitions (including that relating to Affordable Rent) and provision rate in accordance with DCP policy HG/3, the Affordable Housing SPD and the Framework.
21. DCP Policy SF/10 requires all residential development to provide or contribute to outdoor playing space and informal open space, in accordance with the standards in Policy SF/11 and the Open Space in New Developments SPD. The

indicative scheme would comprise of on-site informal open space and a Local Area for Play (LAP). A contribution of £40,000 would be made towards play equipment on the adjacent Bassingbourn recreation ground. However, there would be no indoor or outdoor sports provision on site. Since there is an identified deficiency in the village, the appellants undertake to contribute £26,000 towards upgrading and extending the sports pavilion on the adjacent recreation ground.

22. DCP Policy DP/4 requires all residential development to provide or contribute to provision of or improvement to indoor community facilities. However, there would be no indoor community facilities on site and as such an off-site community facilities contribution of £13,000 towards a new pavilion in Bassingbourn would meet that requirement. The Council's RECAP waste management SPD, in conjunction with Policy DP/4, requires developers to provide for household waste receptacles as part of the scheme. The agreed financial contribution, based on £73.50 per house and £150 per flat, would meet that requirement.
23. The signed and completed PO with Cambridgeshire County Council requires the appellants to make a contribution of £8,650 toward upgrading works to pedestrian facilities along the High Street in the village. This would be necessary to mitigate the impact of the development on the local traffic infrastructure.
24. I am satisfied that the proposed contributions are necessary, directly related, and fairly and reasonably related in scale and kind to the proposed development, in accordance with CIL Regulation 122 and 123. The contributions in the UU and PO and how they would be spent are supported by the relevant local plan policies, representations from the Council's S106 Officer, Cambridgeshire County Council as the Local Highway Authority, the Local Planning Authority appeal statement and the statements from the Council in response to the UU received from the appellants. I have therefore attached weight to them in reaching my decision.
25. There is also a requirement for £1000 towards the Council's monitoring and administration costs. However, all of the contributions, other than those relating to affordable housing, relate to one-off payments that would not require monitoring over an extended period. I do not consider that the cost of monitoring and administering the UU and the PO would give rise to additional costs over and above the Council's existing resources. I therefore consider that this is an unjustified requirement that would not be CIL compliant and I have therefore not taken it into account in reaching my decision.

#### *Other matters*

26. The appeal site is located adjacent to the Grade II Listed linked chapel building in the adjacent cemetery. Given the separation distance between the existing building and the appeal site and the indicative layout showing a landscape buffer along the eastern edge of the development, I consider that the appeal scheme would have a neutral material impact on the setting of the listed Chapel building. The setting would therefore be preserved.
27. I note the objections from Bassingbourn Parish Council and local residents including the petitions objecting to the proposal. These include the land not being allocated for development, prematurity, the cumulative impact of the

proposal on the services and facilities in conjunction with other developments planned in the village, the impact on the landscape and character of the area and the gap between the villages, highway, traffic, parking, the impact on biodiversity and the amenities of local residents, particularly during the construction period. However, I have addressed the matters relating the impacts on the character and appearance in the main issues above and the other matters did not form part of the Council's reasons for refusal. Based on the evidence before me, I am satisfied that these matters would not result in a level of harm which would justify dismissal of the appeal and can be dealt with by planning conditions where appropriate.

28. I have noted the other developments in the area and the MOD announcement relating to Bassingbourn Barracks drawn to my attention by the Council and local residents. However, the residential developments for 20 dwellings on land to rear of 131 Causeway, Kneesworth<sup>1</sup> and 30 dwellings on land east of Spring Lane, Bassingbourn<sup>2</sup> have different development and locational characteristics to the appeal scheme. Based on the information before me, it does not lead me to conclude that these other developments and matters raised, either individually or cumulatively, would be an over-riding issue warranting dismissal of the appeal.

### **Sustainable development**

29. The Council acknowledges it cannot identify a five year supply of deliverable sites. In this context, paragraph 49 of the Framework states that housing applications should be considered in the context of the presumption in favour of sustainable development (paragraph 14) bearing in mind the objective (paragraph 47) to boost significantly the supply of housing.
30. Paragraph 14 of the Framework sets out the presumption in favour of sustainable development. For decision making this means that where the development plan is absent, silent or relevant policies are out of date, planning permission will be granted unless any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in the Framework taken as a whole or specific policies in the Framework indicate that development should be restricted. Sustainable development is identified as having social, economic and environmental roles.
31. In terms of the adverse effects, while the development of this site would cause limited harm to the wider landscape, there would be greater localised harm to the character of the area and the gap between the villages, in conflict with development control policies. This carries significant weight. The loss of an area of best and most versatile agricultural land, seen in the context of its locally wide availability, carries moderate weight. Other potentially adverse effects would be overcome or satisfactorily mitigated by planning obligations and conditions.
32. Against that, the proposal would provide 26 new dwellings, of which 10 would be affordable. Given the severe shortfall in housing provision in the area and the chronic shortage of affordable homes, this is a significant social benefit carrying very substantial weight. The contributions towards play equipment and the sports pavilion on the adjacent recreation ground and the contribution

---

<sup>1</sup> S/1199/13/OL

<sup>2</sup> S/1745/16/OL



towards a new pavilion in Bassingbourn, while necessary to mitigate the impact of the additional population from the development, would also be available to all villagers. These contributions together with the provision of a LAP are social benefits of the scheme which carries moderate weight.

33. The site is of limited ecological value and the landscape planting would offer the opportunity for increased biodiversity in the area, a key Framework environmental objective carrying moderate weight. The commitment to higher energy efficiency and the application of renewable energy technology is a clear environmental benefit, representing a move towards a low carbon economy. The improvements to local footpaths including the provision of a pedestrian link from the site toward the recreation ground and pedestrian facilities along the High Street would improve conditions for all local residents and promote more sustainable means of travel. This is key objective of the Framework and is an environmental benefit that carries moderate weight.
34. The appeal site is within walking distance of the services available in the village, sufficient to meet some of the day to day needs of residents and the bus stops available along The Causeway provide access to a relatively good bus service by rural standards of every 2 hours to nearby larger settlements including Royston. This would enable future residents to reach the essential services and employment available in these larger settlements and help reduce car dependency. These are key objectives of the Framework and are social and environmental benefits that carry moderate weight.
35. The development of the new housing scheme would provide construction jobs and the additional population would provide long term support for local village services and facilities, promoting the development of local businesses and supporting a prosperous rural economy. This is another key objective of the Framework and is an economic benefit that carries moderate weight.

#### Planning Balance

36. In respect of the planning balance which the Framework requires, I give weight to the fact that, although the appeal site is outside of the defined village framework, as the Council cannot demonstrate a five year supply, the relevant housing supply CS Policies ST/2 and ST/6 and DCP Policy DP/7 cannot be considered up to date. With regard to paragraph 14 of the Framework, taking account of the range of social, environmental and economic benefits of the proposal I believe that, with the planning obligations and conditions in place, it would represent sustainable development. I consider that, while there would be some notable adverse impacts, these would not be sufficient to outweigh the benefits of the proposal.
37. Consequently, in my view, I conclude that the adverse impacts identified do not significantly and demonstrably outweigh the scheme's benefits and the proposal would represent a sustainable form of development when assessed against the policies of the Framework taken as a whole.

## Conditions

38. Having regard to the Framework and in particular paragraph 206, I have considered the conditions based on those suggested by the Council and the submissions received from the appellants. The conditions relating to the detailing of the reserved matters are necessary (1, 2) in the interests of amenity and the character and appearance of the area. The standard time limits for submission of the reserved matters and the commencement of development are reasonable and necessary (3, 4). A condition specifying the approved plans provide certainty (5).
39. Those conditions relating to the housing mix (6) and building height (7) are necessary in order to ensure an appropriate mix of housing and to limit the visual impact of the development. The proper protection of existing trees and hedges would ensure their survival (8). Details of surface water and foul drainage arrangements would prevent pollution of the water environment as would compliance with the submitted Flood Risk Assessment (9, 10, 11 & 12). The submission of measures to deal with any unexpected contamination found on the site would be clearly sensible, for the same reason (13).
40. Those conditions relating to biodiversity are necessary to ensure protection and enhancement of wildlife and habitats in order for compliance with the submitted Preliminary Ecological Appraisal report (14, 15 & 16). The provision of fire hydrants ensures an adequate supply of water for emergency use (17). There is some potential for archaeological remains so a scheme of investigation on the site would be required to ensure proper assessment and recording (18).
41. For the construction period, in order to mitigate the environmental impact of development works and to protect the amenities of local residents, the control of site working hours and submission of a Construction Environmental Management Plan and Traffic Management Plan would be necessary to establish the measures required (19, 20 & 21). Waste management plan and audit, for both the construction and operational stages of the development, would be necessary to minimise waste and to maximise opportunities for recycling and reuse (22). An artificial lighting scheme (23) is necessary to safeguard the amenities and quality of life of the nearby and future residents.
42. A range of highway improvements are necessary to limit highway impact and to encourage and support sustainable transport options including parking and cycle space (24), footway improvements (25), proposed accesses including the pedestrian link from the site toward the Bassingbourn recreation ground (26) and pedestrian visibility splays (27). A scheme on-site renewable energy generation is necessary in order to ensure an energy efficient and sustainable development (28).
43. I consider all the conditions to be reasonable and necessary to the development of the site. I have reworded some of them for consistency and have reordered them for clarity. Some of the particular requirements involve work to be done before development can start on site or before dwellings can be occupied. These measures are so fundamental to the acceptability of the proposal that it would be otherwise necessary to refuse planning permission.

## **Overall Conclusion**

44. I understand the wish of local residents to see the village grow incrementally and to retain the gap between the villages that contributes to the current landscape setting of the area. However, I have found the localised harmful effects on the character and appearance of the area, would not be sufficient to outweigh the benefits of the proposal. I conclude that this scheme would represent a sustainable form of development and in view of the clear government policy to boost the supply of housing, I consider that this proposal would make a positive contribution to the delivery of much-needed new homes where there is a severe shortfall in housing provision in the area.
45. For the reasons given above and having considered all other matters raised, I conclude that the appeal should be allowed.

*David Troy*

INSPECTOR

### **Schedule of Conditions**

- 1) Approval of the details of the layout of the site, the scale and appearance of buildings and landscaping (hereinafter called "the reserved matters") shall be obtained from the Local Planning Authority in writing before any development is commenced.
- 2) The Reserved Matters application(s) shall be accompanied by the following details (as appropriate);
  - (a) boundary treatments and means of enclosure;
  - (b) refuse storage facilities, and
  - (c) Local Area for Play including details relating to its size, functionality and location.

The development shall thereafter be implemented in accordance with the details approved and shall not be occupied until the above works are completed in accordance with the approved details.

- 3) Application for the approval of the reserved matters shall be made to the Local Planning Authority before the expiration of three years from the date of this decision.
- 4) The development hereby permitted shall begin no later than the expiration of two years from the date of approval of the last of the reserved matters to be approved.
- 5) The development hereby permitted shall be carried out in accordance with the following approved plans:
  - Land North of the Causeway, Site Location Plan;
- 6) Details of the mix of housing (including both market and affordable housing) shall be submitted with any reserved matters application for housing.
- 7) The height of the proposed development must not exceed two storeys in height.
- 8) Prior to the commencement of the development full details of the tree protection measures for all trees and hedges to be retained shall be submitted to and approved in writing by the Local Planning Authority. These measures shall be set out in a detailed Arboricultural Method Statement to include the specification of the location and type of protective fencing, the timings for the erection and removal of the protective fencing, the details of any hard surfacing and underground services proposed within the root protection areas, all to be in accordance with the British Standard for Trees in Relation to Construction 5380 2000, and the monitoring of tree protection measures during construction. All tree protective measures shall be carried out as set out in the approved Arboricultural Method Statement and shall remain in position until practical completion.
- 9) Unless otherwise approved in writing beforehand with the Local Planning Authority, the development shall only be carried out in accordance with the approved Flood Risk Assessment Ref: CCE/S621/FRA-03 prepared by Cannon Consulting Engineers.
- 10) No development shall take place until a surface water drainage scheme for the site, based on sustainable drainage principles and an assessment

of the hydrological and hydro geological context of the development, has been submitted to and approved in writing by the Local Planning Authority. The drainage strategy should demonstrate the surface water run-off generated up and to including the 1 in 100 annual probability critical storms will not exceed the run-off from the undeveloped site following the corresponding rainfall event. The following information must be provided in the drainage strategy:

(a) A clearly labelled drainage layout plan showing pipe networks and any attenuation ponds, soakaways and drainage storage tanks. This plan should show any pipe 'node numbers' that have been referred to in network calculations and it should also show invert and cover levels of manholes.

(b) Confirmation of the critical storm duration.

(c) Where infiltration forms part of the proposed stormwater system such as infiltration trenches and soakaways, soakage test results and test locations are to be submitted in accordance with BRE digest 365/CIRIA 156.

(d) Where on-site attenuation is achieved through attenuation tanks, calculations showing the volume of these sites is also required.

(e) Where an outfall discharge control device is to be used such as a hydrobrake or twin orifice, this should be shown on the plan with the rate of discharge stated.

(f) Calculations should demonstrate how the system operates during a 1 in 100 chance in any year critical duration storm event, including an allowance for climate change in line with the National Planning Policy Framework Technical Guidance. If overland flooding occurs in this event, a plan should also be submitted detailing the location of overland flow paths and the extent and depth of ponding.

The scheme shall subsequently be implemented in accordance with the approved details before the development is completed.

- 11) Details for the long term maintenance arrangements for any parts of the surface water drainage system which will not be adopted (including all SuDS features) to be submitted to and approved in writing by the Local Planning Authority prior to the first occupation of any of the dwellings hereby permitted. The submitted details should identify runoff sub-catchments, SuDS components, control structures, flow routes and outfalls. In addition, the plan must clarify the access that is required to each surface water management component for maintenance purposes. The maintenance plan shall be carried out in full thereafter.
- 12) Prior to the commencement of any development, a scheme for the provision and implementation of foul water drainage shall be submitted to and approved in writing by the Local Planning Authority. The scheme shall be constructed and completed in accordance with the approved

plans prior to the occupation of any part of the development or in accordance with the implementation programme agreed in writing with the Local Planning Authority.

13) No development shall take place, unless otherwise agreed in writing until:

(a) The application site has been subject to a detailed scheme for the investigation and recording of contamination and remediation objectives have been determined through a risk assessment and agreed in writing by the Local Planning Authority.

(b) Detailed proposals for the removal, containment or otherwise rendering harmless any contamination (the Remediation Method Statement) have been submitted to and approved in writing by the Local Planning Authority.

(c) The works specified in the Remediation Method Statement have been completed and a verification report submitted to and approved in writing by the Local Planning Authority, in accordance with the approved scheme.

(d) If, during the remediation works, any contamination is identified that has not been considered in the Remediation Method Statement, then remediation proposals for this material should be agreed in writing by the Local Planning Authority.

14) All works must proceed in strict accordance with the recommendations detailed in section 6.2 of the 'Preliminary Ecological Appraisal' report (Geosphere Environmental Ltd, June 2016). This shall include avoidance and mitigation measures for hedgerows, nesting birds, badgers and bats. If any amendments to the recommendations as set out in the reports are required, the revisions shall be submitted in writing to and agreed in writing with the Local Planning Authority before works commence.

15) No development shall commence until a scheme for ecological enhancement consistent with Section 6.3 of the 'Preliminary Ecological Appraisal (Geosphere Environmental Ltd, June 2016) including a location plan and specification for native planting, in-built features for nesting birds and roosting bats and connectivity for hedgehogs has been provided to and agreed in writing by the Local Planning Authority. The measures shall be implemented in accordance with the agreed scheme.

16) Any removal of trees, scrub or hedgerow shall not take place in the bird breeding season between 15 February and 15 July inclusive, unless a mitigation scheme for the protection of bird-nesting habitat has been previously submitted to and approved in writing by the Local Planning Authority. The scheme shall be implemented in accordance with the approved details.

17) No development shall take place until a scheme for the provision and location of fire hydrants to serve the development has been submitted to and approved in writing by the Local Planning Authority. The development shall not be occupied until the approved scheme has been implemented.

- 18) No development shall take place until the applicant, or their agents, or successors in title has secured the implementation of a programme of archaeological works in accordance with a written scheme of investigation which has been submitted to and approved in writing by the Local Planning Authority.
- 19) No construction site machinery or plant shall be operated, no noisy works audible at the site boundary shall be carried out and no construction related deliveries taken at or despatched from the site except between the hours of 0800-1800 Monday to Friday, 0800-1300 Saturday and not at any time on Sundays or Bank Holidays). No construction works or collection/deliveries shall take place on Sundays, Bank or Public Holidays unless otherwise agreed in writing by the Local Planning Authority.
- 20) Prior to the commencement of the development a Construction Environmental Management Plan (CEMP) shall be submitted to and approved by the local planning authority for that development, hereby permitted. The CEMP shall accord and give effect to the waste management principles set out in the adopted Cambridgeshire and Peterborough Minerals and Waste Core Strategy (2011) and Waste Hierarchy. The CEMP shall address the following aspects of construction:
  - i. A construction programme;
  - ii. Contractor's access arrangements for vehicles, plant and personnel including the location of construction traffic routes to, from and within the site, details of their signing, monitoring and enforcement measures, along with the location of parking for contractors and construction workers;
  - iii. Construction hours;
  - iv. Delivery times for construction purposes;
  - v. Soil Management Strategy including a method statement for the stripping of top soil for re-use; the raising of land levels (if required); and arrangements (including height and location of stockpiles) for temporary topsoil and subsoil storage to BS3883:2007;
  - vi. Noise monitoring method including location, duration, frequency and reporting of results to the Local Planning Authority in accordance with the provisions of BS 5228 (1997);
  - vii. A construction noise impact assessment and a report/method statement detailing predicted construction noise and vibration levels at noise sensitive premises, and consideration of mitigation measures to be undertaken to protect local residents from construction noise and/or vibration. Potential construction noise and vibration levels at the nearest noise sensitive locations shall be predicted in accordance with the provisions of BS 5228:2009+A1:2014: 'Code of practice for noise and vibration control on construction and open sites - Part 1: Noise and Part 2: Vibration.
  - viii. A programme of measures to minimise the spread of airborne dust

(including consideration of wheel washing and dust suppression provisions) from the site during the construction period or relevant phase of development.

- ix. Site lighting during construction;
- x. Drainage control measures including the use of settling tanks, oil interceptors and bunds;
- xi. Screening and hoarding details;
- xii. Access and protection arrangements around the site for pedestrians, cyclists and other road users;
- xiii. Procedures for interference with public highways (including rights of way), permanent and temporary realignment, diversions and road closures;
- xiv. External safety and information signing and notices;
- xv. Liaison, consultation and publicity arrangements including dedicated points of contact;
- xvi. Consideration of sensitive receptors;
- xvii. Prior notice of agreement of procedures for works outside approved limits;
- xviii. Complaints procedures, including complaints response procedures;
- xix. Location of Contractors compound and method of moving materials, plant and equipment around the site.

The CEMP shall be implemented in accordance with the agreed details.

- 21) No construction works shall commence on site until a Traffic Management Plan has been submitted to and approved in writing by the Local Planning Authority. The principal areas of concern that should be addressed are:

- i. Movements and control of muck away lorries (all loading and unloading should be undertaken off the adopted public highway);
- ii. Contractor parking should be within the curtilage of the site and not on street;
- iii. Movements and control of all deliveries (all loading and unloading should be undertaken off the adopted public highway);
- iv. Control of dust, mud and debris, in relation to the operation of the adopted public highway.

The scheme shall be carried out in accordance with the approved details.



- 22) Prior to the commencement of development a full Site Waste Management Plan and Waste Audit shall be submitted in writing and approved by the Local Planning Authority. These shall include details of:
- i. Construction waste infrastructure dealing with how inert waste arisings will be managed/recycled during the construction process;
  - ii. Anticipated nature and volumes of waste and measures to ensure the maximisation of the reuse of waste;
  - iii. Measures and protocols to ensure effective segregation of waste at source including waste sorting, storage, recovery and recycling facilities to ensure the maximisation of waste materials both for use within and outside the site;
  - iv. Any other steps to ensure the minimisation of waste during construction;
  - v. The location and timing of provision of facilities pursuant to criteria i), ii), iii) and iv) Proposed monitoring and timing of submission of monitoring reports;
  - vi. The proposed timing of submission of a Waste Management Closure Report to demonstrate the effective implementation, management and monitoring of construction;
  - vii. A RECAP Waste Management Guide toolkit, including a contribution assessment, shall be completed with supporting reference material.

Proposals for the management of municipal waste generated during the construction phase of the development, to include the design and provision of permanent facilities e.g. internal and external segregation and storage of recyclables, non-recyclables and compostable material; access to storage and collection points by users and waste collection vehicles is required.

The scheme shall be carried out in accordance with the approved details.

- 23) Prior to the commencement of the development an artificial lighting scheme, to include details of any external lighting of the site such as street lighting, floodlighting, security/ residential lighting and an assessment of impact on any sensitive residential premises on and off site, shall be submitted to and approved in writing by the Local Planning Authority. The approved lighting scheme shall be installed, maintained and operated in accordance with the approved details/measures.
- 24) The occupation of any particular dwelling hereby permitted, shall not commence until appropriate car parking, and covered and secure cycle parking to serve that unit has been provided within the site in accordance with a scheme to be submitted to and approved in writing by the Local Planning Authority. The car parking and cycle parking shall thereafter be implemented and maintained in accordance with the approved details.

- 25) No development shall take place until a scheme for the provision of widening of the footway along the frontage of the site along The Causeway, as indicated on drawing number S621-200 Rev C has first been submitted to and approved in writing by the Local Planning Authority. The works shall be completed in accordance with the approved details prior to occupation of the 10th dwelling on the site.
- 26) Prior to the commencement of the development, detailed plans showing the construction of the proposed accesses are to be submitted to and approved in writing by the Local Planning Authority including details of the pedestrian link to the north-western corner of the site toward the Basingbourn recreation ground. The proposed accesses are to be laid out in accordance with the approved drawings.
- 27) Prior to the commencement of the development, details of pedestrian visibility splays are to be submitted and approved in writing by the Local Planning Authority. The Pedestrian visibility splays are to be provided in accordance with drawings that have been submitted to and approved in writing by the Local Planning Authority. The splays shall thereafter be maintained free from any obstruction exceeding 0.6m above the level of the adjacent highway carriageway.
- 28) No development shall take place until a scheme for the provision of on-site renewable energy (including associated noise assessment and mitigation measures) to meet 10% of the projected energy requirements of the development has been submitted to and approved in writing by the Local Planning Authority. The development shall be implemented in accordance with the approved scheme.

## **Appendix Three**

**Appeal Decision APP/X0360/W/19/3238048 dated 9th April 2020**



## Appeal Decision

Inquiry held on 4-7 and 11-14 February 2020

Accompanied site visits made on 4, 13 February 2020

Unaccompanied site visit made on 14 February 2020

**by Christina Downes BSc DipTP MRTPI**

**an Inspector appointed by the Secretary of State for Communities and Local Government**

**Decision date: 9 April 2020**

---

**Appeal Ref: APP/X0360/W/19/3238048**

**Land north of Nine Mile Ride, Finchampstead, Berkshire**

- The appeal is made under section 78 of the Town and Country Planning Act 1990 against a refusal to grant planning permission.
  - The appeal is made by Welbeck Strategic Land II LLP against the decision of Wokingham Borough Council.
  - The application Ref 181685, dated 11 June 2019, was refused by notice dated 29 March 2019.
  - The development proposed is the erection of up to 118 dwellings and associated parking landscaping and open space (outline) and change of use of part of the land to form a suitable alternative natural greenspace (SANG), incorporating an outdoor education area (full)
- 

### DECISION

1. For the reasons given below, the appeal is dismissed.

### PROCEDURAL MATTERS

2. The appeal concerns a hybrid application. The residential development relates to the southern part of the site and was made in outline form with access to be considered at this stage. A further plan was submitted with the appeal to show the internal road layout in accordance with the provisions of the *Town and Country Planning (Development Management Procedure) (England) Order 2015*. The SANG relates to the northern section of the site and this part of the application was made in full.
3. At appeal stage the Appellant requested that the red line boundary be changed to omit the gypsy site on the southern part of the site and also a small area of land adjacent to the southern boundary. Minor revisions were also requested to the northern boundary of the SANG. As a consequence, the maximum number of dwellings would be 117. In addition, an uplift of affordable housing from 40% to 50% was proposed, along with the incorporation of 5% Self-Build and Custom-Build serviced plots into the scheme. The Council had no objections to these changes, and I am satisfied that they would not be prejudicial to any third-party interests. I have therefore determined the appeal on this basis.
4. During the inquiry the Appellant submitted a "proving layout". This sought to introduce a layout that provided a better relationship of houses to protected trees, especially on the south-western part of the site. The layout of houses

on this drawing is illustrative of how the site could be developed. Amended SANG Landscape Proposals and Indicative Masterplan drawings have been submitted that include the proving layout and the various boundary changes referred to in the preceding paragraph. For the avoidance of doubt, they are drawing numbers P16-1187\_20 Rev F and P16-1187\_01 Rev N respectively and I shall take them into account.

5. The proposal is supported by a Planning Obligation by Agreement (S106 Agreement) and a Planning Obligation by Unilateral Undertaking (UU). Due to the large number of signatories it was not possible to complete the Deeds before the close of the inquiry. I therefore allowed a short amount of extra time accordingly. However, due to the illness of one of the freehold owners, 3 of the land parcels could not be included. Both Deeds therefore include a covenant that development will not be commenced until a Confirmatory Deed with these owners has been entered into. I understand that the Council has no objection to this arrangement, and I am satisfied that it would ensure that the covenants would be enforceable.
6. During the inquiry the Appellant also put forward various measures to improve accessibility. These included the widening of the footway between the California Crossroads and Park Lane; the provision of shelters at the two nearest bus stops; and a new pedestrian crossing to Nine Mile Ride. The provisions are included in the UU and were discussed at the inquiry. The Council objected to them and the Appellant did not consider them necessary to make the scheme acceptable. The provisions are considered further below.
7. The application was refused for 10 reasons. 5 of these were not pursued by the Council at the inquiry. These concerned ecology and biodiversity; the Thames Basin Heaths Special Protection Area; archaeology; and the absence of a legal agreement relating to local employment skills and affordable housing.
8. Following the close of the inquiry I asked the main parties whether they wished to comment on any implications that the Coronavirus (Covid-19) pandemic may have in terms of their evidence on housing delivery. I have taken the responses into account accordingly. The Appellant also submitted a further recent appeal decision by the Secretary of State, which was also copied to the Council, relating to residential development at Long Melford Suffolk. I have had regard to its contents, but I am satisfied that it does not necessitate further comment by either party.

## **REASONS**

### **Planning policy context**

9. The development plan includes the *Wokingham Borough Core Strategy Development Plan Document* (the CS), adopted in 2010 and the *Managing Development Delivery Local Plan* (the MDD LP) adopted in 2014. Whilst the 2009 South East Plan has been revoked, policy NMR6 relating to the Thames Basin Heaths Special Protection Area was saved and is also relevant to this proposal. The Council is in the process of preparing a new Local Plan, but this is at a very early stage and has not yet been submitted for examination. It therefore has little weight at the present time.

10. There is no dispute that the appeal site is not within or adjacent to any designated settlement, including Finchampstead North. For policy purposes it is within the countryside.
11. At the inquiry there was a great deal of debate as to whether the most important policies for determining the application are out-of-date. Paragraph 11d) of the *National Planning Policy Framework* (the Framework) is precise in its language. Its reference to "application" rather than "appeal" means that it is those policies relating to the consideration of the whole scheme rather than those matters in dispute at the appeal that should be included. However, "most important" policies do not mean "all relevant" policies and it is a matter of judgement for the decision-maker to decide what these may be. Case law has determined that it is the basket of most important policies as a whole that is the relevant consideration.

*The most important policies*

12. There was no agreement between the main parties as to what constituted the most important policies in this case. Most of the policies in the reasons for refusal fall within this category although I consider that policy CP4 in the CS relating to infrastructure requirements and policy TB25 in the MDD LP relating to archaeology are relevant but not most important.
13. There is no dispute that the following policies should be considered most important:
  - CS: policies CP1, CP3, CP6, CP9, CP11
  - MDD LP: policies CC01, CC03, TB21, TB 23
  - South-East Plan: policy NRM6
14. There is dispute about the following policies:
  - CS: policies CP2, CP4, CP5, CP7, CP8, CP17, CP18
  - MDD LP: policies CC02, CC10, TB05, TB08, TB12, TB25
15. Although the following policies are relevant, I do not consider that they fall within the category of most important for the following reasons:
  - Policy CP2 has a number of social objectives that would be applicable to the development. However, the gypsy site is now outwith the application boundary.
  - Policy CP4 relates to infrastructure requirements, which would be addressed through the legal Deeds.
  - Policy CP18 is specific to the Arborfield Garrison Strategic Development Location (SDL), albeit that its future development would impact on the proposal particularly in respect of accessibility.
  - Policy CC10 relates to sustainable drainage, which could be addressed through a planning condition.
  - Policy TB12 requires an employment and skills plan. Although it was a reason for refusal it would be addressed through the S106 Agreement.

- Policy TB25 relates to archaeology but the appeal site is not in an area shown to be of high potential and the reason for refusal could be addressed through a planning condition.
16. Policy CP17 relates to housing delivery and sets out the CS housing requirement and how it will be addressed through the supply of sites from various sources. This is clearly relevant to a consideration of any housing proposal. However, I agree with the Inspector in a recent appeal decision relating to a residential scheme in Hurst<sup>1</sup> that it is not a development management policy that plays a significant role in determining planning applications. It is therefore not a most important policy in this case.
17. The most important policies to this application proposal are thus as follows:
- CS: policies CP1, CP3, CP5, CP6, CP7, CP8, CP9 and CP11
  - MDD LP: policies CC01, CC02, CC03, TB05, TB08, TB21, TB23
  - South East Plan: policy NRM6

*Whether the most important policies are out-of-date*

18. Whether development plan policies are considered out-of-date in terms of paragraph 11d) of the Framework will depend on their degree of consistency with its policies. There is no dispute that policies CP1, CP8, CC03, TB21, TB23, and NRM6 do not fall within this category. Policy TB08 is questioned by the Appellant but I am not satisfied that there is evidence that the open space standards on which it is based are other than relevant.
19. In the CS, policy CP3 has 10 general development control criteria against which proposals should be assessed. The provision setting out open space requirements is not based on a current assessment in accordance with paragraph 96 of the Framework. On the other hand, this is rectified by the more recent MDD LP policy TB08. The provision requiring no detrimental impact on important ecological and heritage features does not follow the wording or approach in paragraphs 175 and 194 of the Framework. However, this is a general policy and all but 2 provisions are agreed to be consistent with the Framework. I consider that it is important to take a sensible and proportionate approach and I conclude that policy CP3 is not out-of-date.
20. Policy CP5 includes a provision that residential proposals of at least 5 dwellings will provide 50% affordable housing where viable. Whilst this part of the policy does not apply to the appeal proposal due its size, it is not in accordance with paragraph 63 of the Framework and therefore is out-of-date.
21. Policy CP6 is a permissive criteria-based policy. It indicates that permission will be granted if road safety is enhanced, adverse effects on the network are mitigated and highway problems are not caused. It does not say that permission will necessarily be refused if these provisions are not met. I appreciate that the wording is different from paragraph 109 of the Framework but the way that it is worded does not make it inconsistent.
22. Policy CP7 relates to biodiversity and seems to me to generally follow the

---

<sup>1</sup> Appeal decision relating to the erection of 5 dwellings at Lodge Road, Hurst, dated 31 January 2020 (APP/X0360/W/18/3194044).

principles in paragraph 175 of the Framework relating to development management. Reference is also made to enhancement, but this is dealt with in accordance with paragraph 174 by policy TB23, which is also agreed by the main parties to be a most important policy and not out-of-date.

23. In the MDD LP, policy CC01 sets out the presumption in favour of sustainable development. Unsurprisingly it does not set out the wording changes introduced in the 2019 version of the Framework, perhaps most importantly referring to the consideration of relevant rather than most important policies. It is not therefore consistent with paragraph 11 of the Framework.
24. Policy TB05 relates to housing mix. It refers to the *Affordable Housing Supplementary Planning Document* within this context and not in relation to the trigger for affordable housing provision, which is dealt with in CS policy CP5 and referred to above. Policy TB05 is therefore not out-of-date.
25. For the reasons given above I do not consider that policy CP17 in the CS is a most important policy, but I do consider it to have relevance to the consideration of whether policies CP9 and CP11 in the CS and policy CC02 in the MDD LP are out-of-date. The housing requirement in policy CP17 was based on the now revoked South-East Plan and is clearly no longer fit for purpose. In any event, the Framework makes clear that as the strategic policies in the CS were adopted more than 5 years ago and have not been updated, local housing need should be calculated using the standard method set out in national planning guidance. There is no dispute that when applying the relevant 5% buffer the requirement is 844.4 dwellings per annum (dpa). This is significantly more than the 723 dpa in policy CP17.
26. The scale and location of housing and the associated development limits were established to accommodate this lower housing requirement. However, as the Hurst Inspector observed, policy CP17 does not cap housing numbers and includes flexibility to bring land forward in identifying future land supply. Housing land supply is considered later in the decision, but the evidence is clear that this depends on some sites that are outside the development limits. The delivery of a sufficient supply of homes is a fundamental objective of the Framework but cannot be achieved through adherence to policies CP9, CP11 and CC02, which are all dependent on the development limits. These policies are therefore out-of-date. In this respect I disagree with the Hurst Inspector, but I note that there was no dispute about housing land supply in that case and therefore the evidence on which his conclusions were based was materially different.

### *Conclusions*

27. From the above, I have found that 5 of the 16 most important policies are out of date. However, a consideration of whether the basket itself is out-of-date and therefore whether the appeal scheme complies with the development plan as a whole is a matter to which I will return in my final conclusions.

### **The effect of the proposed development on the character and appearance the area, the landscape and trees**

28. The appeal site comprises 17.6 hectares (ha) of land on the northern side of Nine Mile Ride, close to its junction with Park Lane. The residential element of



the proposal would occupy the southern part of the site, immediately adjacent to the existing built-up area. At this point there are detached residential properties along the main road frontage but also driveways leading to individual dwellings to the rear and more substantial private accesses serving small residential clusters at depth.

29. Policy CP11 in the CS seeks to restrict proposals outside development limits other than in limited circumstances. The nearest settlement to the appeal site is Finchampstead North and the appeal scheme does not fall within one of those provisions where development would be permitted under the terms of the policy. The policy purpose is to maintain the quality of the environment and protect the separate identity of settlements.

#### *Separation of settlements*

30. The appeal site is within the area between Finchampstead North and the Arborfield Garrison Strategic Development Location (SDL). On the Key Diagram to the CS there is a zigzag line and the key makes reference to policy CP19, which relates specifically to this SDL. It requires, amongst other things, measures to maintain separation from Finchampstead North. The wording clearly indicates that it is the development proposals for the SDL that must provide the appropriate measures. The map of development limits in the MDD shows the two developed areas but does not include any specific gap notation in between. Indeed, the Examining Inspector specifically addressed this matter and considered that additional policy protection over and above that in policy CP11 would be unsound.
31. Gaps are a spatial tool to prevent coalescence between built-up areas and have little to do with landscape character. None of the criteria in policy CP11 are specifically directed towards ensuring that the 2 settlements do not get closer together. To my mind it is a policy that is aimed towards countryside protection and, as the supporting text makes clear, seeks to protect the character and setting of settlements and direct development to them for reasons of accessibility. I do not therefore agree that any development within the space between the Arborfield Garrison SDL and Finchampstead North would be harmful to spatial separation as a matter of policy.
32. In any event, in this case the new houses would not extend further westwards than the Robinson Crusoe park homes or further north than existing development served by the western access. In such circumstances the appeal scheme would not have any adverse effect on the separate identity of the settlements.

#### *Effect on the landscape and trees*

33. The proposed housing area mainly comprises grassland and trees. It would be divided into two main sections that would be linked by a pathway for pedestrians and cyclists. The western part is about 1.5 ha in extent and the eastern part is about 3.7 ha. To the north of the latter is a large swathe of woodland with grassland on its eastern side and western edges, which is proposed to form the SANG. The north-eastern portion of this land comprises part of the Longmoor Bog Site of Special Scientific Interest (SSSI) and this adjoins a similarly designated area in the southern part of California Country Park.

34. The *Wokingham District Landscape Character Assessment* (2004) (WDLCA) places the appeal site within the Forested and Settled Sands landscape type, which covers the south-eastern corner of the Borough. In particular it is part of the Finchampstead Forested and Settled Sands landscape character area (LCA). This was originally part of the Royal Forest and its long straight roads follow the line of the historic rides that provided access to the royal hunting grounds. There is a strong linear pattern of mainly post-war detached housing within a woodland setting along with more recent estate infill.
35. The appeal site is representative of many of the key characteristics of the LCA. In particular, the influence of the adjacent built-up area is evident especially in the southern section of the site. The proposed access points link into the long, straight green corridor of Nine Mile Ride and woodland covers large parts of the site itself. The enclosure provided by the dense stands of trees creates a sense of remoteness and isolation. The SSSI is former heathland although it has been invaded with undergrowth and bracken.
36. The WDLCA records that this landscape is of high quality and generally good condition. The overall strategy is to conserve and actively manage the woodland, important wildlife habitats and recreational use. The LCA is considered to have moderate sensitivity to change overall. However, there are some aspects of higher sensitivity, including the influence of the long, straight historic rides, the forest, the ecological habitats and the perceptual qualities.
37. The proposed development would result in a substantial loss of trees. In total more than 1,000 protected trees would be removed. This would amount to about 8% of the total tree cover if the Appellant's assessment is correct<sup>2</sup>. On the face of it this would seem to be a significant loss of one of the key characteristic features of this LCA. However, a numerical assessment is insufficient in itself for several reasons.
38. I observed at my site visits that the quality of some parts of the woodland on the northern part of the site was in poor condition. Some areas were overcrowded with young saplings competing for space. There were also many fallen, windblown or damaged trees. I noted a sense of neglect and this has arisen from a lack of proper management. This is private woodland and there is no reason why judicious stewardship should not take place independently of the development proposals. However, there is no evidence that such an eventuality is likely to happen. In the circumstances, the removal of trees in the interests improving the structure, condition and resilience of the woodland would have qualitative benefits to the LCA. I consider that the tree loss that is proposed for management purposes should not be seen to impact negatively in landscape terms.
39. The proposal would also include restoration of the SSSI, which it currently in unfavourable condition. The heathland habitat has been seriously diminished by the encroachment of undergrowth, in particular bracken, following a wildfire in 2011. The proposal is to clear the area of the invasive species in order for heather and other heathland habitats to re-establish. It emerged

---

<sup>2</sup> The Appellant's assessment was that the site contains about 12,000 trees. This did not include the stand of pine trees within the SSSI. It was agreed that the ecological evidence indicated these would be removed. However, the assessment that they amount to 350 trees was not agreed by the Appellant.

during the inquiry that a relatively dense stand of pine trees on the northern part of the SSSI would be felled in order to undertake this work. In terms of the landscape effects, the harm resulting from the removal of the trees has to be balanced against the ecological benefits to the SSSI. Heathland is a characteristic of the LCA along with the rich wildlife habitats, lakes and bogs. Restoration of these areas is part of the overall strategy in the WDLCA. For this reason, I do not consider that the loss of the pine trees would result in overall landscape harm.

40. However, a significant amount of tree loss would be necessary to enable the housebuilding and also to create the eastern access. The proving layout shows how 117 dwellings could be accommodated on the site. Whilst this is illustrative, it indicates that wherever possible housing would occupy the open grassland areas that immediately adjoin the existing built-up area. However, the Appellant's Tree Survey indicates that there would be significant tree clearance. Although there could be tweaks here and there, it is very clear that the residential development could not be accommodated unless a large number of trees were felled. Whilst it is appreciated that the 117 dwellings is expressed in the application as a maximum, there is no evidential basis for assuming a lower number would be built if planning permission were granted.
41. It is appreciated that the Appellant's objective has been to focus on removing the lower quality trees. However, it is relevant that they are all protected by a Tree Preservation Order and there is no evidence that the areas in question would need to be cleared for purposes of woodland management. Indeed, I saw no such indication at my site visit. Some of the trees are assessed in the Tree Survey to be of relatively low value. Nevertheless, they form part of the woodland edge that make an important contribution within the landscape between existing housing and the wider countryside.
42. Furthermore, a significant number of individual trees and tree groups within the area to be cleared are shown in the Tree Survey to be category B2, which BS 5837:2012 *Trees in relation to design, demolition and construction – Recommendations* (BS 5837) indicates have moderate quality with a remaining life expectancy of at least 20 years and collective landscape value. Furthermore, there are also some individual trees classified as category A2, which BS 5837 indicates have higher quality with a life expectancy of over 40 years and landscape importance even though this may be as part of a group.
43. Whilst post-war development and modern estate housing is a characteristic element within the LCA this is typically of a linear nature along the rides. Modern infill between the rides is prevalent in Finchampstead North. However, in the vicinity of the appeal site development has been of an ad hoc nature with low density housing extending behind the frontage housing in an irregular and unplanned way. It seems to me that this creeping urbanisation is one of the key issues that the WDLCA is seeking to rectify.
44. I appreciate that the Appellant considers that this would be a unique development with pockets of housing within a treed setting. Whilst I do not doubt that it would be a high-quality scheme, in my opinion it would essentially be a suburban estate of considerably higher density than its surroundings. New tree planting is proposed along the streets, in amenity spaces and in gardens, but the size and species would be likely to be dictated

by their residential context and the limited availability of space. The built development would not, in my opinion, be reflective of the LCA of which it would form a part and the significant net loss of trees to accommodate it would lead to unacceptable landscape harm.

45. A sense of remoteness and solitude is evident, especially in the woodland on the northern parts of the site. Whilst this cannot be publicly experienced due to the private ownership of the land it nevertheless is reflective of one of the key characteristics of the LCA. Whilst this is said to be a landscape of good public accessibility its very provision through the proposed woodland walks and the like, would undoubtedly diminish the qualities of isolation that are attributable to this particular landscape.
46. BS 5837 indicates that care should be taken to avoid misplaced tree retention or attempts to retain too many or unsuitable trees. None of the protected trees would be in private garden areas and the proving layout demonstrates that it should be possible to avoid undue pressure from future occupiers to seek permission to fell or severely prune remaining trees. There would be some overhang of tree canopies on the parking bays shown on the southern side of the access road on the western section of the site. However, methods could be employed to avoid significant root disturbance. Some gardens would be overhung with tree canopies, but I am satisfied that there would be no excessive overshadowing. The Council highlighted instances where development in close proximity to protected trees had made requests to fell unavoidable. In this case I consider that the scale of tree removal would avoid a situation that could not be reasonably controlled.

#### *Effect on the Green Route*

47. Nine Mile Ride follows the route of one of the historic linear rides through the Royal Forest. This section has a typically green character being lined with trees and understorey planting, garden boundary hedges and soft verges. Frontage housing, which at this point is mainly on the northern side of the road, is set back behind generous sized front gardens. The frontage is punctuated by private driveways or narrow roads that serve the houses to the rear. Nine Mile Ride is shown as a Green Route in the MDD LP. This is defined as a road lined with trees and vegetation that makes a significant contribution to the character and environment of an area. Amongst other things, policy CC03 in the MDD LP requires proposals affecting such routes to protect and retain existing trees, hedges and landscape features.
48. The eastern access would be a 6 metre (m) wide roadway with a 2 m footway on the eastern side, a bell mouth and grass verges. The existing unmade driveway would therefore be replaced by a substantial engineered feature, which would lead into the site through a straight corridor some 12 m wide. A significant number of individual trees would be lost, including an English Oak and a Beech close to the road frontage. These are category B2 in the Tree Survey and of good quality with landscape value. The other trees to be felled along the new line of the road include English Oak, Sweet Chestnut and Silver Birch. Although these are category C and less visible, they do make a contribution to the green infrastructure that characterises the Green Route. It is appreciated that there would be a group of Scots Pine, Rhododendron and English Oak behind the felled trees. However, these would be in the garden of

the adjoining property and would not compensate for the significant loss of greenery described above.

49. Even though the new roadway would be flanked by new grass verges, I consider that it would be an incongruous urban element that would be very different in character to most other modest private roads and driveways. Whilst the corridor is not devoid of engineered features, including the existing hard surfaced frontage to Oak Tree Nursery, these are not typical of this stretch of Nine Mile Ride. Reference was made to the larger entrances to California Country Park and Nine Mile Ride Industry. However, these are a long established recreational and commercial facility respectively and neither is within the linear residential frontage.
50. At the inquiry proposals were put forward to enhance accessibility and they are discussed in the following section. However, of particular relevance to the Green Route is the potential widening of the footway to 2 m along the 2 kilometre stretch on the northern side of Nine Mile Ride between California Crossroads and Park Lane. There are mature trees close to the back edge of the footway and it is clear that the proposal would retain a narrower width in places so as to protect tree roots. Nevertheless, the work would remove the soft verges that currently exist between the edge of the footway and individual property boundaries in many places. Whilst these vary in quality, they do provide a soft and in places green edge to the footway. The footway widening would therefore be harmful to the character of the Green Route.

#### *Visual effects*

51. Public views into the site are relatively limited due to its location to the rear of established development and the intervening tree cover. It is doubtful whether pedestrians or drivers would see the new houses from viewpoints along Nine Mile Ride. The exception would be along the eastern access where I consider it likely that those walking along the footway would be aware of the houses at the southern end of the site. However, such a view would be at a distance and localised and the adverse effect would be of minor significance.
52. The trees would be retained along the side boundary of the western section of the site. When in leaf they are likely to provide an effective screen from viewpoints in Park Lane. In the winter months there would be greater visibility and the upper parts and roofs of the new houses would be seen. However, this would be at a distance and within the context of the Robinson Crusoe park homes and the lake in the foreground. Pedestrians using the footway, including those walking to Bohunt School or the new District Centre would be sensitive to the changes but overall, I consider the adverse impact would be of minor significance.
53. There is a pedestrian walkway within the southern part of California Country Park from where there are views into the site. At present these are restricted by the dense stand of pine trees at the northern end of the SSSI but as referred to above these are proposed to be removed as part of the ecological restoration work. Viewers within this area would be highly sensitive to change and would be able to see the northern edges of the development parcel on the eastern side of the site. Whilst there would be some remaining intervening trees and the view would be at a distance of some 300 m, it was agreed that the adverse impact would be of moderate-major significance. The landscape

proposals would include new tree planting within the open area of the SANG to the north of the houses. After 15 years when this becomes established the adverse impact would be likely to reduce to moderate.

*Overall conclusion*

54. Drawing together the above points, the proposed housing development would not adversely affect the separation of Arborfield Garrison SDL and Finchampstead North. Whilst the visual impact would be limited, the views of new housing development from California Country Park would result in an unwelcome intrusion to those enjoying that recreational facility. Just because something would not be widely seen does not necessarily mean that it would be acceptable. For the reasons given above, there would be an adverse effect on the character of the area, the Green Route and the landscape.
55. A large amount of woodland on the overall site would remain and in terms of the LCA as a whole the loss of trees to accommodate the housing would be relatively small. However, the trees in question are protected and have value as part of the woodland edge and also individually and in groups. Whilst housing is a key characteristic of the LCA, outside of Finchampstead North that is particularly attributable to the linear development along Nine Mile Ride. The housing to the rear is ad hoc in nature and relatively low in density. The appeal scheme would further push development northwards into the countryside and would introduce an estate of houses that would fail to integrate successfully with its surroundings. Indeed, such creeping urbanisation is a key issue that is referred to in the WDLCA.
56. There would be benefits, including woodland management, restoration of the SSSI to favourable status and public recreational access to the SANG. These matters will be further considered in the planning balance below. However, for the reasons I have given, I conclude that the proposed development would cause very substantial harm and would conflict with policies CP3, CP11 in the CS, policies CC02, CC03 and TB21 in the MDD LP and the Framework, in particular paragraph 170b.

**Whether the site is within an accessible location, which would allow new occupiers a real choice about how they travel**

57. The CS indicates that the Borough has one of the highest rates of car ownership in the country. The 2011 Census shows that only about 5% of households in the two wards local to the appeal site do not have access to a car. Policy CP1 in the CS includes a provision that development should demonstrate how it would reduce the need to travel, particularly by car. Policy CP3 includes general principles including that proposals should be accessible, safe, secure and adaptable. Policy CP6 requires development to be located where there are, or will be, available modal choices to minimise the distance people need to travel.
58. Section 9 of the Framework promotes sustainable transport and opportunities to promote walking, cycling and public transport. It also points out that sustainable travel solutions will vary between urban and rural areas, which should be taken into account. In this case the appeal site is within the countryside for planning policy purposes. However, it is not within an isolated

rural area and it is reasonable to bear this in mind when considering what opportunities are available to maximise sustainable travel solutions.

### *Walking*

59. There was much debate at the inquiry about how a reasonable walking distance could be determined. *Manual for Streets* indicates that walking offers the greatest potential to replace short car journeys, particularly those under 2 kilometres (km). Whilst not an upper limit, it indicates that walkable neighbourhoods are typically those where there are a range of facilities within a 10 minute (800 m) walk from home. Similar guidance is provided in the *Borough Design Guide* and *National Design Guide*. *The Institute of Highways & Transportation Guidelines for Providing Journeys on Foot* (the IHTC guidelines) suggest that an acceptable walking distance is 800 m with a preferred maximum of 1.2 km.
60. It should of course be borne in mind that these distances are advisory and there are many examples of housing developments that are further away from local facilities than 800 m. Furthermore, the IHTC guidelines make clear that what is acceptable will depend on a number of factors, including the mobility and fitness of the individual, the purpose of the journey and the convenience of alternative options. The nature, attractiveness and safety of the route are also relevant matters to be taken into account.
61. The Appellant's evidence indicated that apart from the bus stops, Oak Tree Nursery and the Nine Mile Ride Industry, all existing facilities would be between about 1.2-2.2 km from the centre of each section of the site. The nearest existing local shops and facilities are at California Crossroads, which is about 2 km away. The pedestrian journey would be along the north side of Nine Mile Ride where the footway varies between about 1.2-2 m in width. The section between the western access and California Country Park has relatively poor surveillance due to the set-back of the houses and sporadic street lighting. *Manual for Streets* indicates that for lightly used residential streets the footway should have a minimum unobstructed width of 2 m.
62. Nine Mile Ride is not lightly trafficked and the footway between the site and California Crossroads is not ideal for comfortable pedestrian movement. This would not be a walk that I would judge to be pleasurable to undertake, particularly at peak periods when the road is busy, during inclement weather or in the dark. Whilst some would travel on foot, I suspect that most people who have the choice would use the convenience of their car, especially as there is available parking outside the shops.
63. The evidence suggests that existing students do walk in a westerly direction along Nine Mile Ride to Bohunt School. This is on the Arborfield Garrison SDL and a crossing has been provided over Park Lane to make this a safer journey. There is no reason to suppose that children from the new development would also not walk the 1.5 km distance to the secondary school, notwithstanding the limitations of the footway along the Nine Mile Ride section. There are primary schools at Gorse Ride and Avery Corner, which are 1.9-2.1 km away respectively. Both involve walking eastwards and children would therefore encounter the same issues as people walking to the shops. I appreciate that the CS indicates that primary school children should have access to a school within safe walking or cycling distance of 3-4km of their

home. However, in my experience this is a challenging distance to expect young children to walk and, in any event, this takes no account of the shortcomings of the walking route described above.

64. The Appellant is willing to widen the footway between California Crossroads and Park Lane to 2km where possible. This would be implemented by a financial contribution in the UU, which has been costed accordingly. However, it is recognised that it would not be possible to achieve the desirable width along the whole route without an unacceptable loss of trees. It would therefore be necessary to maintain existing narrower sections in places where trees are close to the footway edge. Whilst no detailed survey has been undertaken the Appellant considered that this would affect about 160 m of the 2 km route. This improvement would be the best that could be done but for the reasons given above, it would result in harmful environmental effects to the Green Route. In any event, apart from school journeys to Bohunt School, I am not convinced that the walking environment would be sufficiently improved to encourage a significant increase in walking trips especially in the direction of California Crossroads. Other issues including the length of the journey, poor street lighting and absence of surveillance would still act as a deterrent.
65. New facilities are planned at Arborfield Garrison SDL. This includes a new District Centre, and the approved Development Brief indicates that this will contain an anchor foodstore as well as other shops, facilities and services. The walking route once within the site is presently unclear but it seems likely that the District Centre would be about 1.5 km from the site. The legal agreement attached to the outline planning permission for the northern section of the SDL requires that reserved matters for the District Centre should be approved and 25% of it completed by the occupation of 1,000 dwellings. To date some 287 dwellings have been delivered. For the reasons given below, I consider it unlikely that the trigger point will be met in the next 5 years. However, even if it is, that would only require part of the District Centre to be built. It is thus unclear when the shops and facilities would become available. In any event it seems to me that many would not choose to walk from the site, especially if it entailed carrying heavy shopping.
66. Other proposed facilities at the Arborfield Garrison SDL include an extension to the Hogwood Lane employment area, a new primary school and a Local Centre. Reserved matters approval has been given for the Local Centre, which would be about 1.3 km away from the site. The information suggests that it would include two small shops but there is no clarity as to when these facilities would be provided.

### *Cycling*

67. There are many facilities within a 5 km cycle distance of the appeal site. These include employment opportunities, schools, leisure facilities and shops. Crowthorne Station would also be accessible by cycle and it offers secure cycle parking facilities. However, the Council's Cycling Map indicates that the routes in question contain no dedicated cycling infrastructure, although parts of some journeys could be undertaken on what are termed "quiet routes". There is also a recently introduced route for cyclists between Finchampstead and Arborfield Garrison. Nevertheless, Nine Mile Ride and indeed much of the



local road network carries significant amounts of traffic. I observed on my journeys to and from the inquiry that at peak periods there is considerable congestion, especially along the roads that lead in and out of Wokingham. In the circumstances I consider that cycling would not be for the faint hearted, especially during peak periods.

### *Bus*

68. The site benefits from bus stops close to the western access. The Chartered Institute of Highways and Transportation document *Buses in Urban Developments* provides relatively recent guidance that 300 m is now normally considered to be an acceptable walking distance to bus stops. However, it advises that this will depend on the characteristics of the route, the fitness and mobility of the traveller and the purpose of the trip. In this case the bus stop would be less than 300 m for those living on the western section of the site and 400 m or more for those living on the eastern section. Although the walk would be relatively level and quiet, the distance from the larger eastern residential area is likely to deter some from walking to the bus stops.
69. The CS refers to a "good" public transport service as one at 30 minute intervals during peak times, hourly intervals during off-peak hours and a service on Sundays. The site would be served by Route 3, which runs between Wokingham and Reading and currently provides an hourly service but no buses on Sundays. There are also buses between Shinfield and The Forest School and Bohunt School to convey pupils on Mondays to Fridays during term times. As things stand this is not a "good" level of service that would encourage many people to use it in preference to the convenience of the private car.
70. Improvements to bus services are planned through the *Arborfield SDL Public Transport Strategy*. This will provide an enhanced 30 minute service between Reading and Wokingham and a new hourly service between Reading and Bracknell. The evidence suggests that the improved services will be phased and dependant on the accumulation of sufficient financial contributions as development proceeds. However, the Council emphasised many times during the inquiry that good infrastructure provision was the main strength of focusing development at the strategic locations. In such circumstances it is reasonable to suppose that public transport delivery will be expedient.
71. The appeal proposal includes a financial contribution towards bus improvements, which I was told would be sufficient to fund 5 return journeys between Reading and Wokingham on Sundays for about a year. In such circumstances the future improvements to bus travel is a matter to be taken into account when considering the matter of accessibility.
72. At the present time the nearest bus stops are denoted by pole signs close to the western access to the appeal site. On the south side there is no footway and the bus stop is on the grass verge. The appeal scheme proposes to install a hard-surfaced area leading up to the south side bus stop and bus shelters on both sides. The north side stop would be relocated nearer to the western access to take account of the alterations to the entrance to Oak Tree Nursery. It seems to me that the bus shelters would help encourage new residents to use the enhanced bus service by making their waiting time more comfortable, especially in inclement weather. A similar style of shelter is provided outside

California Country Park. This seems to me to blend satisfactorily into the green environment along Nine Mile Ride. Whilst the Council has raised a number of concerns including the impact on tree roots, available width of verge and interference with sight lines, I am satisfied that a scheme could be designed to adequately address these matters.

73. The Appellant has also proposed a new crossing to allow pedestrians to safely access the southern bus stop. At present there are no other facilities that would require people to cross Nine Mile Ride at this point, not least because there is no footway along this side of the road. Although the plan appended to the UU shows a signal-controlled crossing, this is indicative and the Appellant made clear that a zebra crossing, for example, would be a possible alternative. The implications for interrupting traffic flow have not been assessed and no formal consultation has been undertaken. However, the evidence indicates that a formal crossing would be unlikely to be justified. Even if the modal shifts anticipated in the Framework Travel Plan were to be achieved, the Appellant estimated that only about 6 new residents would use the crossing to reach the southern bus stop in the morning peak and 4 in the afternoon peak. The bus stops outside the entrance to California Country Park provide a dropped kerb and tactile paving rather than a formal crossing and to my mind this would be sufficient in this case.

#### *Train*

74. There are direct rail services to Reading and London, Waterloo from Wokingham railway station, which is about 6 km from the appeal site. Crowthorne Station is about 4.5 km away and there is also a service to Reading where trains also run to London, Waterloo. Whilst there are secure cycle parking facilities at both stations, for the reasons given above, the routes are not particularly attractive, especially during peak periods. The bus stops at Wokingham station but although it is a relatively short trip the route is congested at peak times. Car travel would suffer from the same issue but would be more flexible in terms of times of travel and connections and could take advantage of the parking facilities at the station.

#### *Travel Plan*

75. The appeal proposal includes a Framework Travel Plan and a planning condition could be imposed to require a full Travel Plan to be agreed prior to first occupation of the development. The anticipated modal share targets would be challenging with a drop of 14% in car travel relying on a significant rise in pedestrian, cycle and bus travel. For the reasons given I do not anticipate that walking or cycling would be particularly popular and therefore such optimism seems unrealistic. However, I appreciate that final targets would be determined when the site became operational and that measures to encourage occupiers to use sustainable modes could include travel packs and free bus passes, for example.
76. The Council operate a Borough-wide travel plan initiative called MyJourney. This aims for a more co-ordinated approach through a dedicated team of officers and provides an alternative to travel plans by individual developers. It has the advantage of being able to apply economies of scale in terms of monitoring, promotions and marketing for each individual site. A cost of £450 per dwelling is charged and this was originally calculated for the SDLs where

the scheme originated. MyJourney is optional and the Appellant is content to provide the requisite contribution as well as fund a Travel Plan. However, there would be considerable overlap between the 2 approaches and requiring both would not pass the test of necessity.

### Conclusions

77. The enhanced bus service that will be provided by the Arborfield Garrison SDL, the bus contribution from the appeal scheme, the proposed new bus shelters and the Travel Plan or MyJourney contribution would provide some opportunities for modal shift. However, for the reasons given I consider that this is a site where modal choice is and will remain relatively compromised. Those living on the development would therefore remain largely dependent on the convenience, flexibility and security of the private car for most of their journeys. The appeal scheme would thus conflict with policies CP1, CP3 and CP6 in the CS and with section 9 of the Framework.
78. A great deal of the Appellant's evidence was directed towards comparing the appeal site with others in terms of proximity to services and facilities. However, such an exercise needs to be treated with caution. Most of the sites referred to in the evidence are shown to be close to some facilities than the appeal site and further away from others. In most of the locations chosen it is to be expected that people will meet at least some of their needs through the use of a car. The important point is whether alternative choices are available for as many local journeys as possible.
79. In looking at different sites it is also important to compare like with like. Context is very important and in the grant of planning permission there are likely to be a number of considerations to balance. Also, accessibility is a relative term and depends on context rather than distance alone. For example, the quality of the walk, cycle route or bus journey will be an important factor and its convenience when compared with other modal alternatives. This means that in many cases the judgement will be site-specific. I have considered all of the examples that the Appellant has given but the comparison undertaken does not lead me to alter my conclusions on this issue.

### Five-year housing land supply

80. The housing requirement in policy C17 of the CS was based on the now revoked *South East Plan* and is clearly no longer fit for purpose. In any event, the Framework makes clear that as the strategic policies in the CS were adopted more than 5 years ago and have not been updated, local housing need should be calculated using the standard method set out in national planning guidance.
81. There is no dispute that the relevant 5-year period is 1 April 2019 to 31 March 2024. The local housing need based on the standard methodology is 4,022 dwellings. Over the previous 3 years the 2019 Housing Delivery Test shows 175% completions against requirement meaning that the test is passed and that a 5% buffer is applied. This gives an overall figure of 4,223 dwellings. In its latest *Five-Year Housing Land Statement* (July 2019) (HLSS) the Council indicates that its deliverable supply is 5,398 dwellings and that it can demonstrate a 6.39-year supply. The Appellant disputes this and believes that

it is only 4.75 years. This is generally on the basis that delivery rates are overly optimistic, although in some cases the deliverability of the site is questioned.

82. The 2019 Framework includes a much more rigorous approach to the issue of deliverability. It makes clear that the site must be available and in a suitable location for development to take place now and that there should be a realistic prospect that housing will come forward on the site within 5 years. There are 2 closed categories, but the main dispute in this case relates to the second one. These are mainly the large strategic sites with outline planning permission, and it is the Appellant's case that the Council is overly optimistic as to the quantum of housing that will be delivered over the 5 year period.
83. The evidence clearly indicates that historically the Council's record of delivery has not been very good. In the 13 years between 2006/7 and 2018/19 the CS requirement has only been met in 4 years. However, it is relevant that this has improved recently and in the last 3 years the requirement has been exceeded by a significant amount<sup>3</sup>. This supports the Council's point that a large amount of the supply relies on the SDLs. Housebuilding here has often depended on the early delivery of significant infrastructure and this has meant that it was slower to come forward in the early years. The Council contends that developers are now keen to build at pace and it was pointed out that there are some 2,000 homes currently under construction in the Borough.
84. Nonetheless, the evidence suggests that the Council has often been overly optimistic with its forecasting and that performance has consistently lagged behind prediction. Even in the latest HLSS it is shown that only 35% of the predicted number of residential units were actually built. It is not unreasonable to surmise that in order to successfully function in a very competitive industry housebuilders may be tempted to talk-up delivery. In addition, it is understandable that they would wish to present a favourable picture to investors, shareholders and indeed the Council. However, the market can only absorb a certain amount of new housing and developers are unlikely to build houses if they think they will be standing empty for a long period of time. This is clearly an issue that is very dependent on the buoyancy of the local housing market but also the number of outlets competing for the same slice of the market. Those developers who offer a range of housing products or focus on a particular niche are likely to be able to sustain a higher output.
85. On the other hand, the Council has recently been putting more rigorous processes in place to ensure improved accuracy with assessing future delivery rates on individual sites. There is a specialist team of officers that now deals with SDL delivery with a dedicated officer for each one. Regular contact is maintained between the relevant developers and landowners and the information received is carefully scrutinised using empirical evidence, knowledge of the developer and specific site information. I was also told that the Council is adopting a more cautious approach to build-out rates, including moving sites further on in the trajectory or else removing some altogether if delivery seems to be in doubt.

---

<sup>3</sup> 2016/17, 2017/18 and 2018/19.

86. The onus is on the Council to justify its forecast delivery for sites with outline planning permission. I acknowledge that in a number of recent appeals the housing land supply was not challenged. However, this may have been for a variety of reasons and not just because the appellants accepted that the supply was robust. Whatever the reason, the Appellant has challenged the supply in this case with detailed evidence. Whilst reference has been made to appeal decisions where housing supply was examined, any assessment will be a snapshot in time and depend on the evidence that has been presented. In the circumstances, I have reached my own conclusions on the evidence that I have been given.
87. Since the inquiry the world has been afflicted with the Coronavirus pandemic and this is likely to result in economic repercussions at least in the short term. Bearing all of this in mind I now turn to the disputed sites and my conclusions regarding their delivery.

### *The Strategic Development Locations*

#### Arborfield Garrison SDL

88. In this SDL the delivery of homes has undoubtedly been much slower to get off the ground than anticipated. However, the development relies on the early provision of infrastructure and this is now well underway with the Nine Mile Ride Extension (north) completed and opened in 2017. Outline planning permission has been granted for 3,500 dwellings and the District Centre. A number of developers are involved, and reserved matters approval has been given on some of the parcels.
89. On the Hogwood Farm part of the SDL, the trajectory indicates that 240 dwellings will be delivered. There is reserved matters approval for 178 and the dispute is with the remaining 62 dwellings. The developer, Legal and General, has just obtained reserved matters approval for the southern extension to Nine Mile Ride and it is understandable that it is keen to deliver the rest of the houses. The Council's information is that a reserved matters application will be made in 2020 and I was told that this developer uses a modular system of housebuilding, which should allow faster delivery. The range of different housing products being proposed would also support the build out rates anticipated. Delivery would not be until the end of the 5-year period (2023/24) and from the evidence I am satisfied that the trajectory is robust.
90. On the northern part of the SDL there is reserved matters approval for all but 652 dwellings and of these 308 are included in the 5-year supply. There is a recent full planning permission for 70 dwellings leaving a disputed 238 dwellings. There are several developers operating on this site and the Council indicated that it has reduced their anticipated supply and so the 308 dwellings in the trajectory was cautious. However, there are no reserved matters applications and the evidence from Savills the marketing agent shows no developer interest in 14 of the 15 parcels. The one where there is a developer involved indicates that 44 dwellings are anticipated. However, Savills cautioned the forecasting as being subject to market conditions and not definite or fixed. There is insufficient evidence to be confident that any of these units will be delivered and the trajectory should be reduced by 238 dwellings.

91. The Appellant considers that the anticipated rate of delivery from Crest Regeneration, who are building out several parcels, is too high. Overall the trajectory shows 357 dwellings over the 5 year period, which averages at 71 dwellings per annum (dpa). This is considerably higher than the 50 dpa that the Council has adopted in its assumptions for larger sites with 2 or more developers. The Appellant considers that 107 of the dwellings should therefore be removed from the supply. However, the 50 dpa is an average rate across the Borough and I note that in 2018/19 Crest Nicholson delivered 63 dwellings from one parcel. Having considered all of the evidence, including the better communication initiated with individual developers and the different products on offer, I do not consider that the rate of delivery here is necessarily unrealistic.
92. The Appellant is also critical of the delivery rate from those parcels with reserved matters approval. This involves 1,059 dwellings and would result in an average delivery of 212 dpa. Whilst this is much faster than has happened in the past, housebuilding only commenced in 2016 and the expectation is that it will ramp up as a result of the completion of infrastructure. There are a number of different developers offering a range of housing products, including affordable housing and private rented accommodation. In the circumstances, there is insufficient evidence to justify the reduction in build-out rates suggested by the Appellant.
93. A condition on the outline planning permission for the northern part of the SDL only permits 1,000 dwellings to be delivered until 25% of the commercial floorspace in the District Centre has been completed. Progress is being made but there is no reserved matters application and the Development Brief does not give specific timescales. It is very difficult to be confident about when the District Centre will go ahead, especially with the present fluctuating retail market. The Council indicates that it could vary the condition. However, on the assumption that it was considered necessary when imposed it is far from certain that such steps would be acceptable. At present the northern part of the site is anticipated to deliver 1,119 dwellings in the 5 year period and only 713 remain to be built before the condition would be breached. Taking account of my conclusions in paragraph 90 above, this would leave 406 dwellings where delivery in the 5 year period is subject to doubt.
94. Drawing together all of the above points, 406 dwellings should be removed from the trajectory.

#### *South of the M4 Motorway SDL*

95. This SDL is one of the longer established strategic sites where delivery started in 2012/13. However, it was not until 2017/18 that it reached (and exceeded) the 250 dpa anticipated. This continued the following year and a total of 1,280 homes is forecast over the 5 year period. The Council's own evidence of delivery on 2 parcels<sup>4</sup>, where there were 5 housebuilders involved, was about 39 dpa. The number of active parcels is set to decrease from 10 to 4 by 2021/2022.
96. The land west of Shinfield is being delivered by 3 developers. Linden Homes

---

<sup>4</sup> Land south of Croft Road (completed in 2018/19) and Land West of Shinfield (Phase 1) (275 of the 517 completed 2018/19).

have specifically indicated that it will be slowing delivery rates. Each parcel is indicated to deliver 75 dpa in the first 3 years of the trajectory but to significantly increase delivery on phase 2 in the last 2 years once phase 1 is completed. Although both sites are adjacent, the assumption that construction teams will be moved across to ramp up delivery on the phase 2 site does not seem to be based on evidence. In such circumstances I consider that the rates should remain consistent and that 73 dwellings should be removed from the trajectory.

97. Taylor Wimpey are active on 3 parcels and the trajectory shows a total of 346 dwellings being delivered over the 5 years. This indicates a rate of just short of 70 dwellings a year. The evidence on past rates for this developer on the south of Croft Road parcel show a delivery rate nearer the 50 dpa referred to in the HLSS. Overall, I consider that this is more realistic and that 96 dwellings should be removed from the trajectory.
98. I note that the Appellant considers that overall past delivery rates should be applied to this SDL going forward. Whilst as noted above Linden Homes have indicated a slowdown that does not necessarily apply to other housebuilders. It is not considered robust to adopt this approach, particularly when the evidence indicates that delivery has significantly improved since 2017/18.
99. Drawing together all of the above points, 169 dwellings should be removed from the trajectory.

#### *North Wokingham SDL*

100. This SDL has made slow progress and consistently failed to deliver in accordance with the trajectory until 2018/19. However, the evidence shows that matters are improving and that in 2019, 438 of the 827 dwellings anticipated over the 5 year period were under construction. The Council indicates that there is a likelihood that the 252 dwellings shown in the trajectory for 2019/20 will be delivered. There is evidence that delivery on the SDL is improving and that the increase shown in 2018/19 is likely not to have been due to a "spike" caused by pent up demand.
101. The trajectory shows that the number of outlets will decrease, but 3 developers remain active over the whole 5 year period. The Appellant's contention that a generic build-out rate of 100 dpa should be applied is based on historic rates and the evidence seems to me to be demonstrating that this SDL is now delivering, albeit after a slow start. In the circumstances I consider that no changes should be made to the trajectory.

#### *Other sites*

102. At Auto Trader House, Danehill it is understood that there was prior approval for 26 flats in March 2019 and this can be taken into account as part of the forward supply. On the other hand, there is no evidence that a development of 76 dwellings was being contemplated and indeed the Council refused permission for the scheme. Although this larger development was granted permission on appeal in June 2019 this was well after the base date of 31 March. In the circumstances the trajectory should be reduced by 50 dwellings.
103. At Stanbury House, Spencers Wood outline planning permission for 57 dwellings was granted on appeal in September 2018. It is appreciated that

part of the developer's case was that the site would assist the 5 year supply. However, from the evidence there has been no reserved matters application. The Council indicated it had sought an update from the developer but had received no response. Indeed, an application has now been submitted for 120 units on a larger site. The developer's intentions are thus far from clear. Even though delivery is shown to be in the last 2 years of the trajectory, the evidence does not show that housing completions will begin within the 5 year period. In the circumstances the trajectory should be reduced by 57 dwellings.

104. At Sonning Golf Club an outline planning permission was granted for 13 dwellings in July 2018. Apart from a reserved matters application relating solely to the access, no further approvals have been granted. Whilst this is a greenfield site, there are a number of pre-commencement conditions relating to such matters as contamination and archaeology that have not been discharged. It is understood that a pre-application meeting has been held with the housebuilder, Alfred Homes, but there is insufficient evidence that delivery will take place in the 5 year period. In the circumstances the trajectory should be reduced by 13 dwellings.
105. Outline planning permission was granted for 20 dwellings at Trowes Lane, Wokingham in February 2018. It is understood that a conditions application was approved in August 2018 but since then no further progress has been made. Cove Construction Ltd is the developer and the Council has indicated that the site is flagged on its website as "coming soon". However, the developer has not responded to the Council's enquiries and no reserved matters application has been forthcoming. Although this is a small site and has been placed in the final year of the trajectory, there is insufficient evidence that delivery will take place in the 5 year period. In the circumstances the trajectory should be reduced by 20 dwellings.

#### *Windfalls*

106. The small sites windfall allowance is not disputed. However, the Appellant contended that a large sites windfall allowance of 32 dpa from year 3 is not justified. The evidence of windfalls of 10 or more completions on previously developed land between 1999 and 2019 indicates an average of 44 dpa although there is considerable annual variation. The Council therefore consider that its rate is very conservative.
107. However, prior approvals would fall into the category of windfalls but there is no evidence that those identified specifically would all deliver in years 1 and 2. Similarly, there is no evidence that windfall sites with planning permission at the base date would deliver as quickly as the Council contends. In such circumstances I consider it likely that there is the potential for significant double counting. In the absence of any better evidence, the 96 dwellings comprising the large windfall allowance should be removed from the trajectory.

#### *Conclusions*

108. Drawing the above points together, I conclude that in my estimation 811 dwellings should be removed from the trajectory. This means that the Council can demonstrate a 5.43 year supply of deliverable sites.



109. The Covid-19 pandemic is likely to have implications for the housebuilding industry as with other sectors of the economy. The evidence indicates that a number of developers are temporarily closing their construction sites to protect employee and customer welfare. For those remaining open, the lockdown will impact on the availability of support services. Customer confidence is also likely to be reduced with a consequent effect on the buying and selling of property.
110. The Appellant has concluded that the effects would be felt for a 3 to 6 month period, which does not seem unreasonable. On that basis the conclusion is that a further 168 dwellings should be removed from the trajectory to take these factors into account. Whilst it is contended that this is an optimistic assessment, it is equally possible that a bounce back will occur once the crisis ends. Indeed, it is reasonable to surmise that housebuilders and their suppliers will be keen to rectify losses if it is possible to do so.
111. At this stage the economic effects of Covid-19 cannot be known. However, even if all of the impacts suggested by the Appellant are accepted, the Council would still be able to demonstrate about 5.2 years supply of deliverable sites.

### **Other matters**

#### *Affordable housing*

112. Policy CP5 in the CS establishes a minimum requirement for 40% affordable housing on sites such as this, subject to viability. The *Berkshire Strategic Housing Market Assessment 2013-2036* (2016) identifies a need for 441 dpa. In the 6 years since 2013, 1,317 affordable dwellings have been delivered or an average of 220 per annum. This means that a backlog will accumulate year on year. If this were to be addressed over the next 5 years, delivery would have to amount to over 700 affordable dpa. This is not far off the total annual housing requirement, which demonstrates the scale of the issue and that the need is acute.
113. Wokingham is an expensive area in which to live and incomes are not keeping pace with price rises. The average house price to average income ratio now stands at 12:1. The evidence shows that there were 1,860 households on the Council's Housing Register on 1 April 2019 and that this had risen by 247 from the preceding year. In December 2019, 1,502 households were on the Help to Buy South Register, with 40 specifying a preference for a shared ownership dwelling in Finchampstead.
114. The proposed development would provide 50% affordable housing, which would amount to 59 units and be above that required by policy CP5 in the CS. The S106 Agreement indicates that the mix would be 66% social rented units and 34% shared ownership units with a mix of flats, bungalows and houses. Taking account of all of the above factors the affordable housing provision would clearly be an important benefit.

#### *Self-build and Custom-build housing*

115. Under the *Self Build and Custom Housebuilding Act* (2015) local authorities have a legal duty to keep a Register of those who wish to acquire serviced plots. The *Housing and Planning Act* (2016) requires local authorities to grant sufficient permissions to meet the demand on their Register on a rolling

programme of 3 years by the end of each base period. Paragraph 61 of the Framework indicates that the housing needs of different groups in the community should be assessed and reflected in planning policies. This includes people who wish to commission or build their own homes. As this is a relatively new provision, neither the CS nor the MDD LP include policies that relate to this issue. However, the emerging Local Plan does address this type of home provision and will be considered in due course by an Examining Inspector.

116. The evidence shows that in the first Base Period ending on 30 October 2019 there was an overprovision of permissions relative to demand. For Base Period 2 ending on 30 October 2020 the Appellant and Council disagree about the residual requirement is 83 or 62 dwellings. The Council referred to a community-led project of 21 dwellings on its own land, although no planning permissions appear to have been granted to date. The Appellant contends that the Council will fail to comply with its statutory duty within the current base period, on the basis of past provision rates and lack of available sites. That remains to be seen.
117. There is clearly a substantial demand for this type of development. The Council's own Register shows that about 35% of those in Base Periods 1 and 2 had a preference for a serviced plot in Finchampstead. The appeal proposal would help meet this demand through the 6 serviced plots that it proposes to include.

#### *The SANG*

118. The SANG is intended to provide mitigation against likely significant adverse effects on the Thames Basin Heaths Special Protection Area. Such impacts would include recreational pressure from the new population and the harm that would arise to the integrity of the interest features of this protected site.
119. It is clear that the size and quality of the SANG would exceed the above requirements. I have already referred to the management of the woodland and this would be secured through a Management Plan in the S106 Agreement. Within this area there would be woodland walks for the public to enjoy. Overall, the SANG would provide a significant recreational resource, not only for the occupiers of the new development but also for existing residents. Even though no parking area would be provided many would be able to walk or cycle from the surrounding area. There would be grassland areas with water features and areas that could be used for informal exercise. The S106 Agreement includes provisions for the future management of the SANG, including funding.

#### *Highway safety and congestion*

120. There is no dispute that the local road network, including Nine Mile Ride, is busy especially during peak periods. The indications are that this will get worse once the Arborfield Garrison SDL is built out. Local residents were particularly concerned about traffic impacts and pedestrian safety.
121. At present Nine Mile Ride is operating below a theoretical capacity of about 1,500 vehicles. However, once the Arborfield Garrison SDL comes on-stream it is anticipated that this will change, and that capacity will be exceeded in

peak periods depending on daily variations. This will also impact on California Crossroads where congestion occurs at busy periods around the 2 mini-roundabouts. The Appellant's Transport Assessment includes agreed trip rates and trip assignments. This shows 67 trips generated in the morning peak and 65 trips in the afternoon peak, which would be spread between the 2 access points. The evidence shows that the additional traffic that would be added from the appeal scheme would amount to less than one vehicle a minute and be insignificant when daily variations are taken into account.

122. I note the concern about the safety of the eastern access, which would be opposite a residential entrance on the south side of Nine Mile Ride. However, a Stage 1 Road Safety Audit has been undertaken at this access point and no safety issues were identified. Such arrangements are not uncommon and there is no evidence that this stretch of road is particularly dangerous or has a high accident rate.
123. Paragraph 109 of the Framework indicates that development should only be prevented or delayed if there would be an unacceptable impact on highway grounds or the residual cumulative impacts on the road network would be severe. The Council as Highway Authority has raised no objection to the appeal scheme on this basis. This is a matter of importance because it is the statutory authority responsible for highway safety on the local road network. Bearing all of these points in mind, I am satisfied that there would not be an unacceptable highway impact or that the cumulative effects would be severe.

### **Planning balance and overall conclusions**

124. The appeal site is within a countryside location and outside the development limits for Finchampstead North and the Arborfield Garrison SDL. There would be harm to the character of the area, the Green Route and the landscape. In addition, notwithstanding improvements to the bus service, the opportunities for modal choice would remain limited and it is likely that most journeys would be undertaken by car. These harmful impacts are matters of very substantial weight and importance in the planning balance.
125. I have identified the most important policies for determining this application. Of these the proposed development would conflict with policies CP1, CP3, CP6, CP9 and CP11 in the CS and policies CC02, CC03 and TB21 in the MDD LP. Inevitably there are some with which the proposal would comply, policies CP5 in the CS and TB05 in the MDD LP relating to affordable housing and housing mix being obvious examples. Nevertheless, in my judgement the appeal scheme would conflict with the development plan when taken as a whole.
126. Paragraph 11 of the Framework establishes the presumption in favour of sustainable development. The "tilted balance" may be engaged in 2 circumstances. In relation to housing provision, I have concluded that the Council can demonstrate a 5 year supply of deliverable housing sites to meet its local housing need. In relation to the most important policies I have found that a few are out of date but not the majority. Overall, I consider that the basket of most important policies is not out-of-date in this case. For these reasons the "tilted balance" would not be engaged. Taking account also of my conclusion in paragraph 125 above, the presumption in favour of sustainable

development would not apply. I can also conclude that the proposal would conflict with policy CC01 in the MDD LP.

127. I have concluded that a few of the most important policies are not consistent with the Framework and therefore it is necessary to consider the weight to be attributed to the conflict. As the presumption in favour of sustainable development in policy CC01 is worded significantly differently to the Framework I consider that the conflict with it should be attributed limited weight. Policies CP9 and CP11 in the CS and policy CC02 in the MDD LP rely on the development limits that have been breached in several of the component parts of the 5 year housing land supply. On the other hand, the Council has been able to demonstrate sufficient deliverable sites without the need to include the Appellant's land. In such circumstances I attribute significant weight to the conflict with these policies.
128. The appeal proposal would include a number of social, environmental and economic benefits. Policy CP17 does not cap housing provision but the Council is providing sufficient deliverable sites to meet its local housing need plus a buffer designed to provide choice and competition in the market. Whilst it is not delivering housing wholly in a plan-led way, the appeal site would not be a plan-led proposal either. In the circumstances I give limited weight to the provision of market housing as a benefit in this case.
129. There is an acute need for affordable housing and this would be provided above the level required under policy CP5. The inclusion of 6 Self-Build and Custom-Build serviced plots would be a benefit that would clearly meet a local demand. In the circumstances I give substantial weight to these benefits.
130. The SANG would be a recreational resource for those living on the development and also residents within the local area. The SSSI would be restored to favourable condition and its biodiversity would be enhanced. I give significant weight to these benefits. An open area is proposed as an education area for Oak Tree Nursery. Whilst I have no doubt that this would enhance the facilities of the nursery, I am not convinced that the condition to secure it would be necessary in order for the appeal development to go ahead. In the circumstances I give this very limited weight as a benefit of the proposal.
131. The proposal would have a range of economic benefits. It would, for example, provide new jobs during the construction period and thereafter. There would be a contribution to economic growth and the generation of household expenditure would help support the local economy and provide local jobs. I attribute limited weight to these benefits.
132. Overall, I consider that the package of benefits should be given substantial weight in the planning balance. However, as I have identified above, there would also be very substantial harm. In my overall judgement the positive factors are insufficient to outweigh the negative ones, and do not indicate that the decision should be made otherwise than in accordance with the development plan.
133. In this case it is unnecessary for me to undertake an Appropriate Assessment as I am dismissing the appeal. However, if I had done so and a positive outcome had ensued it would not have affected the planning balance or my overall conclusions. I have considered all other matters raised but have found

nothing to change my conclusion that this would not be a sustainable form of development and that the appeal should not succeed.

*Christina Downes*

INSPECTOR

## APPEARANCES

### FOR THE LOCAL PLANNING AUTHORITY:

Mr Sasha White	Of Queen's Counsel
Ms Anjoli Foster	Of Counsel, both instructed by Ms E-J Brewerton, Solicitor to the Council
<i>They called:</i>	
Mr M Croucher BA(Hons) MSc	Principal Planning Officer at Wokingham Borough Council
Mr G Adam BA DipEcon MA FCIHT MILT	Principal Development Control Engineer at Wokingham Borough Council
Mr I Church BA(Hons) MA MRTPI	Team Leader at Wokingham Borough Council
Mr W Gardner BSc(Hons) MSc(Merit) CMLI	Landscape Architect at EDP
*Ms E-J Brewerton	Solicitor to the Council

### FOR THE APPELLANT:

Mr Christopher Young	Of Queen's Counsel
Mr Oliver Lawrence	Of Counsel, both instructed by Mr A Meader, the Pegasus Group
<i>They called:</i>	
Mr D Ford MSc	Associate Director of Transport Planning Associates
Ms A Tamblyn MA(Oxon) MSc CEnv MCIEEM FRGS	Managing Director of The Ecology Partnership
Mr A Meader BSc(Hons) DipTP MRTPI	Senior Director (Planning) of the Pegasus Group
Mr J Atkin BSc(Hons) DipLM CMLI	Director (Landscape) of the Pegasus Group
Dr R Curtis BSc(Hons) PgDip PhD MArborA	Associate Director of Aspect Arboriculture Limited
Mr J Stacey BA(Hons) DipTP MRTPI	Director of Tetlow King Planning
Mr A Moger BA(Hons) MA MRTPI	Associate Director of Tetlow King Planning
Mr M Good BSc(Hons) MA MSc MRTPI	Director (Planning) of the Pegasus Group
*Mr B Naish	Solicitor with Osborne Clarke LLP
<i>*Took part in the Planning Obligations and/or the planning conditions sessions only</i>	

### INTERESTED PERSONS:

Mr G Veich	Parish Councillor of Finchampstead Parish Council
Mr M Sheehan BEng MSc DIC	Local resident
Mr R Lewis	Local resident
Mr G Anderson	Local resident
Mrs J Joyce	Local resident

## DOCUMENTS SUBMITTED AT THE INQUIRY

- 1 Appeal decision: *Land at Lodge Road, Hurst* (APP/X0360/W/3194044), submitted by Mr White
- 2 Oral statement delivered to the inquiry by Mr Sheehan and appended extract from TA 79/99
- 3 Clarification on the Council's position on benefits, submitted by Mr White
- 4 Extract from Assessment of Walked Routes to School, submitted by Mr Young
- 5 Summary of S106 planning obligations, submitted by Mr Young
- 6 Appeal decisions: *Land east and west of Parsonage Road, Takeley* (APP/C1570/W/19/3234530 and APP/C1570/W/19/3234532), submitted by Mr Young
- 7 Appeal decision: *Land off Meadow Lane/ Chessington Crescent, Trentham, Stoke-on-Trent* (APP/M3455/W/18/3204828), submitted by Mr Young
- 8 Plan showing application site, land at Wheatsheaf Close, Sindlesham, submitted by Mr Young
- 9 Statement of Common Ground on sustainability of location matters
- 10 Note on the *My Journey* initiative, submitted by Mr White
- 11 Consultation response from Thames Water on sewage disposal
- 12 Mr Gardner's position statement on landscape and trees, submitted by Mr White
- 13 Note on foul and surface water drainage strategies, submitted by Mr Young
- 14 *Suffolk Coastal District Council v Hopkins Homes Ltd and Another; Richborough Estates Partnership LLP and Another v Cheshire East Borough Council* [2017] UKSC 37, submitted by Mr Young
- 15 Note on the likely use of the proposed pedestrian crossing and its possible impact on traffic flow, submitted by Mr Young
- 16 Note concerning the Education Space S106 planning obligations, submitted by Mr Young
- 17 Confirmation of instruction date of Mr Moger, submitted by Mr Young
- 18 Woodland Management Plan, submitted by Mr Young
- 19 Refusal notice of the appeal application, submitted by Mr Young
- 20 Landscape and visual addendum by Mr Atkin, submitted by Mr Young
- 21 Note by Mr Adam on the proposed bus and pavement improvements, submitted by Mr White
- 22 Extract from the Panel Report into the RSS for South-East England, submitted by Mr Young
- 23 Arborfield Green District Centre development brief, submitted by Mr Young
- 24 Response to Mr Adam's note at Document 21, submitted by Mr Young
- 25 Draft list of conditions and Council's suggested wording for the construction method statement condition, submitted by Mr White
- 26 Progress on the Arborfield Green District and Local Centres, submitted by Mr White

- 27 Appellant's note regarding the delivery of Arborfield Garrison, submitted by Mr Young
- 28 Explanation of the SANG contingency sum and SAMM tariff guidance, submitted by Mr White
- 29 Arboricultural note relating to the proposed footway widening along Nine Mile Ride, submitted by Mr Young
- 30 Consents for work to protected trees at Barkham and Wokingham, submitted by Mr White

#### DOCUMENTS RECEIVED FOLLOWING THE CLOSE OF THE INQUIRY

- 31 \*Written representation from Ms J Joyce (14/2/20)
- 32 \*Written representation from Ms C Broad (14/2/20)
- 33 \*\*Decision Notice, Minute (point 83) and Committee Report relating to the Nine Mile Ride extension, submitted by the Appellant.
- 34 \*\*\*Note and appeal decision: *Land to the south of Cutbush Lane, Shinfield* dated 10/3/20 (APP/X0360/W/19/3238203), submitted by the Appellant
- 35 Response of the Council to Document 34
- 36 Executed Planning Obligation by Unilateral Undertaking (dated 11 March 2020)
- 37 Executed Planning Obligation by Agreement (dated 12 March 2020)
- 38 Appellant's response to Inspector's question about the impact of COVID-19 on housebuilding
- 39 Council's response to Inspector's question about the impact of COVID-19 on housebuilding
- 40 Secretary of State appeal decision dated 1 April 2020: *Land off Station Road, Long Melford, Suffolk* (APP/D3505/W/18/3214377), submitted by the Appellant

\*I agreed to receive representations from these 2 local residents during the inquiry and they were circulated to the main parties subsequently.

\*\*I agreed to accept these documents after the close of the inquiry as they are factual matters, which the Appellant considered material. The Council confirmed it had no objection.

\*\*\*I agreed to accept this decision after the close of the inquiry on the grounds that it is a relevant material consideration. The Council was given the opportunity to respond.

#### PLANS

- A/1-A/9 Application plans on which the Council made its decision (A/1-A/9)
- B Internal roads plan
- C Revised indicative masterplan (P16-1187\_01 Rev:N)
- D Revised landscape proposals plan (P16-1187\_20 Rev:F)
- E Facilities plan
- F Plan showing the built-up area in the vicinity of the appeal site
- G/1-G/6 Plan showing potential footway widening along Nine Mile Ride
- H Plan of potential bus stop improvements on Nine Mile Ride
- I Proving layout (illustrative)



## **Appendix Four**

### **Applicants Assessment of the Greater Cambridge Deliverable Housing Land Supply**

Appendix 4 Part 1 Applicants' Greater Cambridge Housing Land Supply Table

Greater Cambridge Trajectory and Five Year Housing Land Supply (April 2020)	Site Name or Address	Local Plan/SPD Position	Status Planning Application	Total Number of Dwellings Allocated or Permitted	Dwellings Built (2011-2020) as at 31/3/20	Greater Cambridge Trajectory					NPPF Deliverable definition a) or b)	Applicants' Amendment to Supply	Reason for Amendment to Supply	Planning Permission Expiry Date (where relevant)	
						2020/21	2021/22	2022/23	2023/24	2024/25					Five Year Supply 2020-25
C3 (Allocations on Cambridge Fringe (in Cambridge))	NIAB Main (Darwin Green)	20/R43 (1,696)	07/0003/OUT (up to 1,593); 15/1670/REM (114); 16/0208/REM (173); 19/1056/REM (pending 330)	1593	115	180	200	200	200	200	980	a (287) b for remainder	-200	200 p a high given sales rates at Response 11b. No RM consents for housing from 2021/22 and major outstanding issues on 19/1056/REM. Extension of time agreed to July 2020 but no further progress. Push back by 1 year: reduce by 200.	
C3 (Allocations on Cambridge Fringe (in Cambridge))	Cambridge East - Land North of Cherry Hinton Road	East AAP, Policy 13/R47 (780)	18/0481/OUT (pending, maximum 1,200)	780	0	0	0	60	132	132	324	b	-66	Approved at May Committee subject to S106. Agents trajectory based upon OPP being approved by April 2020: at present 6 months behind and no draft S106 on website. Given delay reduce delivery in 2024/25 by at half (66) and keep under review.	
C3 (Allocations on Cambridge Fringe (in Cambridge))	Land north of Worts' Causeway	27/GB1 (200)	20/01972/OUT (pending up to 200)	200	0	0	0	60	80	60	200	b	-60	Melbourn Inspector said insufficient evidence. Some objections to application. Agent figures suggested OPP by mid-2020 but amendments lodged in October 2020. Push back by a year and keep under review.	
C3 (Allocations on Cambridge Fringe (in Cambridge))	Land south of Worts' Causeway	27/GB2 (230)	19/1168/OUT (pending up to 230)	230	0	0	50	50	50	50	200	b	-50	Objections in relation to biodiversity. Developer assumed June Planning Committee. Extension of time agreed until 2/10/20. Push back by a year	
C4 (Unallocated and Windfall Allowance)	Cambridge Carpets, 213 Mill Road		17/1527/FUL (14)	14	0	0	0	14	0	0	14	a	0	Tenants due to vacate in Sept. 17/1527/NMA2 approved to seek to vary the contamination conditions to allow for demolition to take place. May still struggle to implement the PP. Keep under review.	19/12/2020
C4 (Unallocated and Windfall Allowance)	141 Ditton Walk		15/1020/FUL (14)	14	0	5	9	0	0	0	14	a	0	This Land intend to commence May 2020. Drainage conditions applications pending. Keep under review.	28/11/2020
C4 (Unallocated and Windfall Allowance)	Chartwell House, 620-622 Newmarket Road		19/0767/B1C3 (change of use, 11)	11	0	0	0	0	11	0	11	a	-11	Tenant in situ to 2021 but not clear when - response 61 says complete in 10 months so may or may not work given PA completion required by July 2022. Application for additional flats refused (19/1283) and agent confirmed development would not commence until that was approved. Revised application (20/01862) subject of non-determination appeal. Remove 11 units.	Completion by 28/7/22
SC2 (Cambridge Urban Area (in South Cambs))	Orchard Park L2	SS/1	S/1294/16/FL, 20/03802/FUL (pending) - 75	63	0	0	0	63	0	0	63	a	-63	Response 9 confirms 63 unit scheme unviable. Timetable ambitious and no idea whether revised scheme for 75 will be acceptable. No build out rates.	
SC2 (Cambridge Urban Area (in South Cambs))	Orchard Park Com4	SS/1	S/2975/14/OL (42); S/2948/16/VC; S/4191/19/FL (80). S/4243/19/FL - 138 student rooms (equivalent to 55 for 5 YLS as per Committee Report) - approved at Oct 2020 Committee but still pending decision	42	0	0	0	0	0	0	0	a	80	80 now deliverable in theory albeit may reduce to 55 if student scheme permitted and implemented.	
SC3 (Allocations in Cambridge Fringe (in South Cambs))	Cambridge East (north of Newmarket Road)	East AAP SS/3 (approx 420)	S/2682/13/OL (up to 1,300); S/1096/19/REM (239 on Phase 1a). 20/02569/REM (308 units - lodged October 2020 and approved at Committee in November albeit no decision yet)	1300	0	110	160	225	210	190	895	a for 239 b for remainder	-190	REM not lodged as anticipated - supply relies upon further REM consents for 2023 onwards. PPA lapsed. Over and Melbourn decisions said deliverable. Push back 1 year.	Deadline for REM submissions is 12 years from 30/11/16.
SC3 (Allocations in Cambridge Fringe (in South Cambs))	Cambridge East (north of Cherry Hinton Road)	East AAP SS/3 (approx 420)	S/1231/18/OL (pending max 1,200)	420	0	0	0	35	68	68	171	b	-34	Approved at May Committee subject to S106. Agents trajectory based upon OPP being approved by April 2020: at present 6 months behind and no draft S106 on website. EoT agreed to 30/7/20. Given delay reduce delivery in 2024/25 by half (34).	
SC4 (Allocations at New Settlements)	Northstowe Phase 2 2a	AAP	S/2011/14/OL (up to 3,500), S/0390/12 (masterplan); S/3499/19/REM (406)	406	0	20	95	170	95	26	406	a	0	Review start on site as anticipated for May 2020. Phase I relates to 43 units + 45 older persons units.	Likely to have slipped
SC4 (Allocations at New Settlements)	Northstowe Phase 2 remainder	AAP	S/2011/14/OL (up to 3,500), S/0390/12 (masterplan)	3094	0	0	0	0	129	146	275	b	-275	Response 24a not sufficient	REM to be submitted within 15 years from 9/1/17
SC4 (Allocations at New Settlements)	Waterbeach New Town	SS/6 (8-9,000)	S/0559/17/OL (up to 6,500); S/2075/18/OL (pending up to 4,500)	9000	0	0	150	250	250	250	900	b	-125	Conditions remain to be determined albeit 8, 10, 13, 19 and 23 approved. Access being formed on site. REM for infrastructure (20/01649/REM) approved 21/8/20. Reduce 24/25 by half.	First submission within 2 years (remainder within 25 years) from 27/9/19.
SC4 (Allocations at New Settlements)	Bourn Airfield New Village	SS/7 (approx 3,500)	S/3440/18/OL (pending approx 3,500)	3500	0	0	0	35	75	120	230	b	-120	HE holding objection to 29/4/20 which quotes CCC LHA work ongoing. S106 apparently progressing but no evidence. Amendments lodged in June and October 2020. Push back by 1 year.	
SC6 (Unallocated Sites and Windfall Allowance (South Cambs))	18 Boxworth End, Swavesey		S/0875/15/OL (30); S/2900/18/REM (30)	30	0	0	30	0	0	0	30	a	0	Typical build-out rate assumed as no response from developer. Permission expires Dec 2020. Archaeology condition outstanding.	
SC6 (Unallocated Sites and Windfall Allowance (South Cambs))	Land off Haden Way, Willingham		S/2456/15/OL (up to 64); S/4441/18/REM (pending, 61)	61	0	0	30	31	0	0	61	b	0	Landscape and LHA objections to amendments. OPP has expired so if RM refused permission will lapse. No response from developer/landowner. Typical assumption used. Move back by 1 year.	OPP REM submission expired 9/1/20
SC6 (Unallocated Sites and Windfall Allowance (South Cambs))	Hallmark Hotel, Bar Hill		S/0851/16/FL (40)	40	0	5	30	5	0	0	40	a	-40	NMA pending (lodged 25/2/20) and pre-commencement conditions not approved. S106 modification application and further NMA undetermined. No application for C4 which is pre-commencement. PP expired 5/6/20. No clear evidence that the development has commenced.	05/06/2020
SC6 (Unallocated Sites and Windfall Allowance (South Cambs))	Land off Rampton Road, Cottenham		S/2413/17/OL (demolition of 1, up to 200 new); S/4116/18/VC; S/2549/19/REM (demolition of 1, up to 200 new); S/2679/19/REM (demolition of 1, up to 220 new)	199	0	4	50	50	50	45	199	a	-45	REM applications approved in Feb 2020. Response 75 refers to JR. Push back by 1 year.	
SC6 (Unallocated Sites and Windfall Allowance (South Cambs))	Land at Teversham Road, Fulbourn		S/0202/17/OL (up to 110); S/3290/19/REM (pending, 110)	110	0	0	50	50	10	0	110	b	0	Amendments made on 2/4/20: no responses other than PC and Cllr objections. Keep under review.	OPP REM submission date passed
SC6 (Unallocated Sites and Windfall Allowance (South Cambs))	Land off Bartlow Road, Castle Camps		S/0415/17/OL (up to 10); S/4299/17/REM (10)	10	0	10	0	0	0	0	10	a	-10	Permission to expire 18/4/20 with C9 (archaeology) and C14 (tree protection) not discharged. C9 submitted in Sept 2020. No response from landowner. Remove.	18/04/2020
SC6 (Unallocated Sites and Windfall Allowance (South Cambs))	Rear of 79 High Street, Meldreth		S/1124/17/OL (18); S/0067/20/REM (pending 18)	18	0	0	9	9	0	0	18	b	0	No REM consent yet: no objections though. Keep under review.	OPP REM submission date passed
SC6 (Unallocated Sites and Windfall Allowance (South Cambs))	Land at Meldreth Road, Shepreth		S/3052/16/FL (25)	25	0	25	0	0	0	0	25	a	0	Permission to expire 29/8/20. Pre-commencement conditions: C3, C10 and C11 lodged but require aments; C18, C19 and C27 not lodged yet. Keep under review.	29/08/2020
SC6 (Unallocated Sites and Windfall Allowance (South Cambs))	Land north east of Rampton Road, Cottenham		S/2876/16/OL (154); S/4207/19/REM (refused 154)	154	0	0	0	50	50	46	146	b	-46	Over Inspector found insufficient evidence. Scheme amended to 147. October Planning Committee recommended for approval but refused. Response 100 assumed planning approval in April then Summer start. No progress on conditions. Push back by 1 year.	OPP REM submission deadline is 9/5/20 - REM under consideration though
<b>Greater Cambridge Asserted Supply</b>												<b>11,356</b>			
<b>Total Amendment to Supply of Greater Cambridge Figure</b>												<b>1,255</b>			
<b>Applicants' Supply Figure</b>												<b>10,101</b>			

C = Cambridge City Council; SC = South Cambridgeshire District Council

Appendix 4 Part 2 - Housing Land Supply Figures

Methodology	New homes required to demonstrate a 5 year supply	Council's Supply Figure	Council's Supply (Years)	Excess Dwellings	Applicants' Supply Figure	Applicants' Supply (Years)	Excess Dwellings
Local Plan 2018 (Liverpool)	10460	11356	5.43	896	10101	4.83	-359
Sedgefield	10950		5.19	406		4.61	-849
Current National Standard Methodology	10458		5.43	898		4.83	-357
Local Plan Review Lower Option	10490		5.41	866		4.81	-389
Local Plan Review Middle Option	12000		4.73	-644		4.21	-1899
Local Plan Review Higher Option	16140		3.52	-4784		3.13	-6039

## **Appendix Five**

**Appeal Decision APP/W0530/W/19/3220761 dated 21st January  
2020**



---

## Appeal Decision

Hearing Held on 29 November 2019

Site visit made on 29 November 2019

**by Zoe Raygen Dip URP MRTPI**

**an Inspector appointed by the Secretary of State**

**Decision date: 21<sup>st</sup> January 2020**

---

**Appeal Ref: APP/W0530/W/19/3220761**

**Land to the rear of Nos 30 and 32 New Road, Over CB24 5PJ**

- The appeal is made under section 78 of the Town and Country Planning Act 1990 against a refusal to grant planning permission.
  - The appeal is made by Abbey Properties Cambridge Limited, Dennis and Rita Rolfe against the decision of South Cambridgeshire District Council.
  - The application Ref S/1279/18/FL, dated 29 March 2018, was refused by notice dated 19 July 2018.
  - The development proposed is the demolition of Nos. 30 and 32 New Road, Over, and redevelopment of land at and to the rear of these properties for 44 residential units, public open space provision, landscaping, means of access and associated works.
- 

### Decision

1. The appeal is dismissed.

### Preliminary matters

2. One of the Council's reasons for refusal states that insufficient information was submitted within the application to demonstrate that surface water from the proposed development could be sufficiently mitigated. However, it is confirmed in the Statement of Common Ground (SOCG) that the additional information supplied by the appellant, after the Council had made its decision on the planning application, sufficiently demonstrates that surface water from the proposal would be appropriately mitigated. The Lead Local Flood Authority (LLFA) withdrew its objection and the Council is no longer pursuing this reason for refusal. Having viewed the evidence, I see no reason to disagree.
3. Also, within the SOCG it is confirmed that the proposal for 65 dwellings on the adjoining site is no longer being pursued. The reference to cumulative impact of proposals within the Council's reason for refusal No 1 is therefore no longer relevant. I have determined the appeal on that basis.
4. A S106 Legal Agreement (S106) was submitted at the Hearing. This includes the provision of affordable housing, four custom build plots, public art, a community orchard, swale and pond area and public open space. It also secures financial contributions towards various forms of open space together with maintenance, indoor community space, footpaths, education, household waste receptacles, health and wellbeing and the Council's monitoring fees
5. At the Hearing both parties drew my attention to appeal Ref APP/W0530/W/18/3209856 (the Melbourn decision) which, at that time, was

under consideration. Subsequent to the hearing the decision was issued, and I sought both parties' comments on that decision. I have taken any relevant comments into consideration in my assessment of the appeal.

## **Main Issues**

6. The main issues are:

- whether or not the Council is able to demonstrate a five year housing land supply;
- the effect of the proposal on the character and appearance of the area; and
- whether or not the proposal would provide an appropriate site for development having regard to local and national planning policies that seek to manage the location of new development.

## **Reasons**

### ***Five year housing land supply***

7. The Inspectors that examined both the Cambridge Local Plan 2018 and the South Cambridgeshire Local Plan (the Local Plan) decided that the five year supply should be calculated on the basis of a joint housing trajectory for Greater Cambridge reflecting the joint development strategy across the two Local Plans, using a 20% buffer and the Liverpool methodology.
8. The Councils published their latest update in the form of the Greater Cambridge Housing Trajectory and Five Year Housing Land Supply on 1 November 2019 (FYHLS). This document concludes that the Greater Cambridge five year housing supply figure is 5.3 years and that for South Cambridgeshire is 5.4 years.
9. The appellants' statement of case indicated that the Council was expected to adopt the Standard Methodology as outlined in paragraph 60 of the National Planning Policy Framework (the Framework) for the purposes of its Local Plan review, which it is required to undertake as a result of Policy S/13 of the Local Plan. If utilised, the Standard Methodology would result in a significantly higher housing requirement than currently adopted. The appellants go on to state that a higher requirement figure is also supported by the Cambridgeshire and Peterborough Independent Economic Review Final Report 2018 and the Council's draft Housing Strategy for 2019-2023.
10. Nevertheless, paragraph 4d) of the Housing SOCG confirms that it is agreed that the housing requirement for the five year period for Greater Cambridge, based on the Liverpool methodology and a 20% buffer, is 10,353 dwellings. It was also confirmed at the hearing that there is no dispute between the parties regarding the requirement figure.
11. I acknowledge that Policy S/13 of the Local Plan states that the Council will undertake an early review of the Local Plan to commence before the end of 2019, including within the review an updated assessment of housing need. However, this has not yet commenced and the strategic policies that set out the Council's housing requirement figure for the plan period as a whole are less than five years old. I have therefore assessed the housing supply against the agreed requirement.

12. There is, however, a dispute in relation to the Council's calculation of standardised lead-in times and the supply figures associated with a number of the Council's sites relied on in the joint five year housing land supply. As a result, the appellant is of the view that Greater Cambridge can only demonstrate a five year housing supply figure of 4.47 years and South Cambridgeshire 4.14 years.

#### *Lead-in times*

13. The Planning Policy Guidance (PPG) states that information on suitability, availability, achievability and constraints can be used to assess the timescale within which each site is capable of development. This may include indicative lead-in times and build-out rates for the development of different scales of sites<sup>1</sup>.
14. For sites of 10 dwellings or more the Councils have collated data for 55 sites regarding the lead-in times from validation of a planning application through to the first housing completions being recorded on the site. However, five of the sites have been excluded due to the lead-in time being abnormally long for various reasons. For example, due to the need to adopt Site Specific Policies or because first phases of development within a scheme were for non-residential uses. As a result, lead-in times for these five sites are between 8-10 years. In contrast, the majority range from 1.6 to about 6 years.
15. There are six Cambridge strategic sites. The Councils have not calculated an average as they consider that three of the sites included of those six comprise too small a sample to result in a meaningful figure. The appellant notes that the average of the three would be 5.33 years and that if the excluded three are included the average would rise to 7.33 years. With regards to South Cambridgeshire Non-Strategic sites if the excluded sites are included then the lead-in time would increase from the Council's assumed typical figure of 3.5 years to 4 years. This would reduce housing delivery at a number of sites.
16. However, it seems to me that the sites were excluded for appropriate reasons, that are not typically experienced within housing developments. As a result, they have significantly larger lead-in times than the rest of the sites included in the sample. Consequently, if they were to be included then they would, in my view, artificially skew the results. This is particularly so given that the Council also explained that, if it is considered that circumstances at a specific site may lead to delay, then a bespoke lead-in time would be used and not the typical one. This seems to me to be a reasonable approach.
17. The Framework sets out the definition of deliverable. For sites with outline planning permission there should be clear evidence that housing completions will begin on site within 5 years. This approach to deliverability came before publication of the FYHLS at the beginning of November 2019. Although not an Annual Position Statement, the Councils have sought to apply the requirements of one as set out in the PPG, including engaging with landowners, developers and agents as well as wider public consultation.
18. There are a number of sites within South Cambridgeshire that have outline planning permission and therefore fall within part (b) of the definition of deliverable. On some there have been pre-application discussions on the sites.

---

<sup>1</sup> Paragraph: 022 Reference ID: 3-022-20190722

Although the Council states that applications for reserved matters are to be submitted shortly, there is nothing in writing such as an agreement between the Council and the developers confirming delivery intentions or anticipated start and build-out rates. Within the FYHLS, the Council has sought to apply typical lead-in times and build-out rates based on historical data. However, this only gives a general indication of potential delivery times, rather than providing certainty, and does not negate the need to meet the requirements of the Framework and the PPG in demonstrating that there is clear evidence that those sites either allocated in the Local Plan or in receipt of outline planning permission would come forward in five years. Therefore, I have to conclude that there is no clear evidence to suggest that housing completions will begin on site within five years at 1b Over Road (26 dwellings), south of 279 St Neots Road (112 dwellings), land north east of Rampton Road (154 dwellings), Horseheath Road (42 dwellings), south of Thompsons Meadow (16 dwellings), and rear of 79 High Street, Meldreth (18 dwellings). In addition, the site at land south of Babarham Road (25 dwellings), although an allocation, does not have outline planning permission and there is no clear evidence of when one might be submitted. As a result, I consider that the supply should be reduced by 393 dwellings.

#### *Orchard Park*

19. There are two separate sites for consideration at Orchard Park. The first, L2, has full planning permission for 63 dwellings. The Framework states that all sites with detailed planning permission should be considered deliverable until permission expires, unless there is clear evidence that homes will not be delivered within five years. One of the examples that the Framework gives, is if the scheme is no longer viable.
20. The appellant relies on an email from the developer's agent<sup>2</sup> which states that due to viability issues, the scheme is being varied. Whilst an application to vary the conditions was withdrawn in June 2019, it did not include any information to suggest that the scheme was not viable and only related to the removal of basement parking areas. In the absence of any substantive evidence to demonstrate that the scheme is not viable, then I am satisfied that the site falls within the definition of deliverable within the Framework.
21. The other site, Com 4, is allocated within the Local Plan and has outline planning permission for 42 dwellings. The Council has suggested that the developer intends to submit an appeal against two recent refusals of planning permission and resubmit applications to address the reasons for refusal. However, there is nothing in writing from the developer as to the intentions for the site. The Council has used its typical assumptions from a reserved matters application being submitted to the first dwellings being constructed. As the proposal is for apartments, then the Council has assumed that the housing completions would all be in one year and would be completed in 2022-2023. There is, though, nothing of the evidence suggested by the PPG, such as a written agreement between the local planning authority and the site developer confirming developer's delivery intentions and anticipated start and build-out rates. Therefore, I am of the view that there is no clear evidence that housing completions will begin on site within five years. Consequently, I consider that the supply should be reduced by 42 dwellings.

---

<sup>2</sup> Email from Carter Jonas dated 21 March 2019



*Land north of Cherry Hinton & Land north of Newmarket Road*

22. These sites were considered within the Melbourn decision. The Inspector concluded that there was clear evidence that delivery would take place on the site as expected by the Council at that time.
23. Little has changed since that decision. The site north of Cherry Hinton straddles the Cambridge City/South Cambridgeshire boundary and is allocated within the Local Plan for 1,200 dwellings. The Council is currently considering an application for outline planning permission. Although there is an outstanding objection from the Environment Agency, this is not on a matter of principle but relates to known contamination below the site and its associated risk to ground water. The Council seems confident that the issue can be resolved, and the application will be reported to Committee in early 2020. The agent advised in March 2019 that a reserved matters application would be submitted by October 2021, with completion of the first dwellings expected by March 2023. Although, not updated in November, those figures align with those used by the Council in its trajectory.
24. The site north of Newmarket Road is allocated in the Local Plan for 1,300 dwellings and outline planning permission was granted in November 2016. Reserved matters consent has been granted for 239 dwellings and pre application discussions are taking place regarding the second parcel of land within phase 1. Homes England funding is available to accelerate the delivery of housing on the site. The S106 agreement includes a requirement for 50 dwellings to be completed to slab level by November 2020.
25. Infrastructure works are underway on site and the agent anticipates housing completions starting in 2020. The build-out rates provided by the agent are lower than the Council's typical assumption of 250 dwellings per year for strategic sites, which have not been disputed by the appellant.
26. While the build-out rates across the two sites would exceed 250 dwellings per year in two of the years within the five year supply, the Council is satisfied that the distance between the two sites and their location on different radial routes into Cambridge, means that both sites would be capable of achieving these numbers. I have seen no substantive evidence to dispute this.
27. While the trajectory has not been updated since March 2019, given the progress that has been made, and that infrastructure work has commenced on site, I concur with the Inspector on the Melbourn decision that there is clear evidence that housing completions will take place on site as expected by the Council.

*Northstowe*

28. This site is being delivered in two phases. Within phase 1, all parcels have full planning permission except for parcels H9 and H13. The Council is currently considering a reserved matters application for parcel H9. Although there are objections to the application, the Council is confident that they are not insurmountable and, in any case, the assumed 80 dwellings from this permission are not envisaged to come forward until year three, thereby giving time to address the objections. This seems a reasonable approach.
29. The Council stated that discussions between the case officer and the developer suggested that a reserved matters application would come forward for parcel H13, aided by pre-application discussions.

30. The appellant suggests a reduction of 17 dwellings for phase 1. However, phase 1 is well under construction. While there remain two parcels without reserved matters consent, both are in the ownership of housebuilders already constructing houses on the site. Therefore, I am satisfied that the above demonstrates clear evidence that housing completions will occur as envisaged by the Council and there is no justification for an arbitrary reduction of 17 dwellings.
31. A reserved matters application for 406 dwellings submitted to the Council in October 2019 for phase 2 of the development is currently the subject of consultation. In addition, a full planning application for a temporary marketing suite has also been submitted. The Council relies on 125 dwellings being delivered within the five year period. Construction within the first phase would be modular housing, with a completed house capable of being delivered on site within 12 days. Although there is no written agreement between the Council and the developer, the submission of the reserved matters application, and associated details, in my view provides clear evidence in accordance with the Framework and the PPG that housing completions will begin on site within five years. The lead in times and delivery rates assumed by the Council as set out in the FYHLS seem reasonable and therefore I am satisfied that 125 houses could be delivered.

#### *Waterbeach*

32. This site was considered by the Inspector in the Melbourn decision, who concluded that based on the evidence before him amounted to clear evidence that delivery will take place on the site as expected by the Council's figures. According to the appellants there is different evidence before me.
33. The western part of the site has outline planning permission for up to 6,500 units. There has been no reserved matters application submitted to date, and there has been some slippage in the anticipated timetable for approval of the outline permission. However, I heard that there has been considerable work and progress made towards the submission of an application. This includes the submission of applications to discharge conditions regarding the site-wide construction environmental management strategy and site-wide explosive ordnance mitigation and safety management plan, archaeology and land investigation and remediation. Furthermore, a package of highways and transport measures have been agreed with Cambridgeshire County Council. While I am aware that there are detailed development management requirements for this site, given the considerable progress made to date, I am satisfied that there is clear evidence that housing completions will begin on site within five years.
34. The agent response on behalf of the developer anticipated a timescale for delivery that would mean the first housing completions would be by June 2021 through the provision of infrastructure to allow three housebuilders to each deliver 50 houses through 2020/21. By the end of the five year period, some 650 houses would be delivered. The Council sees no problem with this trajectory.
35. The appellants point to a similar development model at Alconbury Weald which received outline planning permission in 2014 but only 48 dwellings were delivered by 2016/17. This was considerably below the anticipated build out figures. On that basis it is suggested that 150 at Waterbeach by 2020/21 may be ambitious. Therefore, the delivery figures should be pushed back by one year and reduced to 400.

36. However, the Council refers to similar development at Northstowe, which has achieved in excess of 150 dwellings per year. I am not aware of the similarities between the sites and if they are sufficient to draw meaningful comparisons between the build-out rates. That said in the absence of any substantive evidence suggesting they would not be achieved on this site, and given the progress made to date, then I am satisfied that the number of dwellings envisaged within the five years is reasonable.

#### *Bourn Airfield*

37. The site is allocated within the Local Plan and an outline planning application for about 3,500 dwellings submitted in September 2018 is awaiting determination. However, as explained at the Hearing, Policy within the Local Plan requires that the planning application can only be determined after the adoption of Supplementary Planning Guidance (SPG). This has been prepared alongside the consideration of the planning application, as well as a draft S106 agreement. The SPG was adopted in October 2019 and the Council advised that the application is likely to be considered by the Planning Committee in spring 2020, although this is not certain, particularly given the holding objection to the application by Highways England (HE). HE did not object in principle to the allocation in the Local Plan, and the Council is confident that following ongoing discussions amended plans are expected that would address the concerns of HE and bring the proposals in line with the SPG.

38. According to the Council, a planning performance agreement is in place for the administration and determination of planning applications for the site. There is though, no detail before me as to exact timescales for the submission of any reserved matters applications. However, the S106 agreement is being negotiated in tandem with consideration of the planning application and I was advised that, in similar circumstances, the S106 was delivered within four months of the resolution to grant planning permission at the Waterbeach site. The developer anticipates that the first housing completions would be in 2022.

39. On that basis, I am of the view that considerable progress has been made on the determination of the application and moving the site forward. The above therefore demonstrates clear evidence that housing completions will take place within five years.

40. Given the current position, the appellant considers that the delivery figures should be pushed back by two years leading to a reduction in 250 dwellings. However, based on the amount of work undertaken to date, I consider the Council's delivery figures to be reasonable estimates and indeed below the 250 per annum typical housing delivery, given the sites proximity to Cambourne West. Therefore, there is no need to reduce the supply on this site.

#### *Cambourne West*

41. The site has outline planning permission for up to 2,350 dwellings. The first reserved matters application for strategic engineering (highways and drainage) was approved by the Council in November 2019. In addition, over 20 conditions on the outline permission have been discharged, including such matters as archaeology, phasing, design code and tree protection.

42. Bi-weekly meetings and regular dialogue is held between representatives of the Council, Highway Authority and the developer team, who have also been

presenting their scheme to the Town Council. Furthermore, it was confirmed at the Hearing that the land has been sold to a developer<sup>3</sup>.

43. It seems to me therefore, that there is real progress towards the submission of the landscaping reserved matters submission as well as a details submission for phase 1, providing clear evidence that housing completions will begin on site within five years. The Council has taken a conservative approach to delivery on the site and I see no reason to disagree.

*Green End Industrial Estate*

44. This site is allocated in the Local Plan and has outline planning permission for 85 dwellings. A reserved matters application was submitted mid November 2019 (S/4085/19/RM) by Morris Homes, following pre-application discussion with the Council. It is currently the subject of consultation.
45. The Council has used its typical assumptions to suggest that 35 houses would be delivered in 2021/22 and 50 in 2022/23, which also allows one year if there were to be any slippage. Although in the early stages, I am satisfied that this is sufficiently clear evidence to demonstrate that housing completions would be started on site within five years.

*Fulbourn and Ida Darwin Hospitals*

46. The site is allocated within the Local Plan and has outline planning permission for up to 203 dwellings granted in November 2019. A housebuilder has been appointed and a pre-application inquiry application was submitted to the Council in November 2019. While these matters are not in the public domain, there are legitimate reasons for that with it being an election purdah period at the time of the Hearing, with the Council also confirming that all pre-enquiries are treated as confidential.
47. Buildings have been demolished on site, with the only one remaining to be demolished in January 2020. The agent anticipated that the first housing completions would be at the end of 2020. This seems ambitious, given that there is no reserved matters application submitted yet. While it is possible that some housing might begin to be delivered at this site within 5 years, it has not been demonstrated that there a realistic prospect or clear evidence for 110 units as included by the Council in its trajectory. At best, the appellant states that 60 units should be included by pushing back development by one year. I have also assumed that 60 units could be delivered, which means a reduction of 50 dwellings from the Council's supply.

*Land off Rampton Road*

48. The site has outline planning permission for up to 200 dwellings. The housebuilder is Redrow Homes who submitted duplicate reserved matters applications for 199 dwellings in July 2019. Amended plans have been submitted to overcome concerns raised by statutory consultees regarding drainage and highways and are currently subject to consultation. Although the LLFA maintains an objection, it also indicates that the objection can be overcome.

---

<sup>3</sup> Hearing Document No 8

49. On that basis, given the progress on the reserved matters application, there is clear evidence that houses will be completed on the site within five years. The Council assumes that the first completions would be in 2020/21, based on advice from the developer. This seems realistic and I am satisfied that the Council's assumed figure of 139 can be considered as deliverable.

*Land rear of 130 Middlewatch*

50. The site has outline planning permission for up to 70 dwellings. A reserved matters application was submitted in May 2019 for 69 dwellings. This was followed by amended plans in November 2019 to address concerns raised by the Council's landscape officer and the Highway Authority and are currently the subject of consultation. The Council is of the view that the matters are not in principle concerns and are capable of being overcome.

51. The appellant considers that the site should be pushed back two years in the trajectory. However, given the recent progress made, I see no justification for that approach and am satisfied that 69 dwellings could be provided as suggested by the Council. In any case its adopted timescale allows for one year slippage.

*Land at Teversham Road*

52. The site has outline planning permission for 110 dwellings and the Council is currently considering a reserved matters application for 110 dwellings. There is a technical objection to the application from the LLFA. However, this is on the basis that it requires the developer to demonstrate how the drainage path through the site would be managed and is not envisaged to be a barrier to development.

53. The Council has assumed a more conservative approach than the developer in terms of delivery to allow time for the reserved matters application to be determined. The timescale has therefore been pushed back so that the first completions are envisaged in 2021/22. I have seen nothing to suggest that the concerns of the LLFA cannot be overcome and the reserved matters subsequently approved. I am satisfied therefore that there is clear evidence that housing completions will be begun on site within five years.

*Land off Grafton Drive*

54. The site has outline planning permission for up to 58 dwellings. Following pre-application discussion, the Council is considering a reserved matters application which it anticipates being determined in early 2020. The appellant suggests pushing back the site by one year with a consequent reduction of 30 dwellings.

55. The landowners advise that development would start on site in mid/late 2020 with the first housing completions in mid/late 2021. However, the Council has taken a more conservative view to take account of the sale of the land and allow for consideration of the reserved matters application. This seems to me to be a reasonable approach and I consider there to be clear evidence that 58 dwellings could be achieved within five years.

*Papworth West Central – land south of Church Lane and Catholic Church site*

56. The land south of Church Lane has reserved matters approval for 53 dwellings and full planning permission for 8 live-work units. A start has been made on site and the developer anticipates that the first dwellings will be completed by April

2020. Some applications for the discharge of conditions have been agreed by the Council and others are currently being considered. The trajectory envisaged by the Council allows a two year delay to the delivery.

57. The Catholic Church site has full planning permission for four dwellings. The agent suggests that the development would be complete by 2020. No applications have been received to discharge the conditions in relation to this site and the permission expires in June 2020.
58. Nevertheless, both sites fall within definition (a) of deliverable within the Framework and should be considered deliverable until permission expires. I have seen no substantive evidence to suggest that either site would not come forward within five years.

#### *Conclusion on housing land supply*

59. In light of the forgoing, I consider that the supply figure should be reduced by a total of 485 dwellings. Based on the agreed requirement, this would mean the Council could demonstrate a 5.05 year housing land supply and Greater Cambridge 5.07 years.
60. Although no evidence was presented to me at the Hearing, and noting the subsequent comments of the Council, even if I were to take into account the 140 dwellings that the Inspector at the Melbourn Road appeal considered were not certain to be delivered at land north of Worts Causeway, then the Councils would still maintain a five year housing land supply. While its inclusion would mean the Council would only be able to demonstrate a 4.95 year housing land supply, Greater Cambridge would still maintain a 5 year housing land supply. Therefore, as that is the agreed appropriate geography for assessing the five year housing land supply in this case, as set out in policy S/12 of the Local Plan, I conclude that overall, the Councils can be considered as being able to demonstrate a suitable supply of housing.

#### ***Character and appearance***

61. The appeal site lies on the edge of the village of Over. There are houses to the north, east and south of the appeal site. To the north the houses are separated from the appeal site by The Doles Green Lane (DGL) and a row of trees, so that the housing is relatively unobtrusive when viewed from the appeal site. To the west is a recreation ground and the village/community hall. Housing to the south extends in a linear fashion along New Road before giving way to open countryside.
62. The appeal site comprises open green pasture land, bounded mostly by hedgerows and trees. It shares a boundary with the recreation ground and the open countryside and therefore, contributes positively to the area extending the countryside into the village creating a semi-rural character and appearance.
63. The proposal would result in the demolition of two bungalows fronting New Road to provide access to the 44 dwellings proposed to the rear. As a result, a large amount of the open green area would be lost and replaced with built form. This would be contrary to one of the priorities of the Over Village Design Guide Supplementary Planning Document Consultation Draft 2019 (SPD), which seeks to maintain the green 'fingers' which connect the village interior to the surrounding landscape, particularly the fields between the recreation ground, Station Road and New Road, where the appeal site is located.

64. The SPD also seeks to ensure that development outside the village envelope within the surrounding fields and pastures, provides significant new public amenity spaces and accessible wild spaces connecting with an expanded green network. The proposal would achieve this by the provision of a large area of public green space in the northern part of the appeal site, together with linkages through to the DGL and the recreation ground.
65. While the proposal would erode the semi-rural nature of this area, public views of the site are minimal, given the existing hedgerow and housing along both Station Road and New Road. There would be occasional glimpses between the existing houses on New Road, and the proposed access road, would open up views into the site. Nevertheless, planting around the entrance, together with the proposed staggered layout should ensure that views into the site from New Road would retain a semi-rural character.
66. The proposed houses would have a modern design but would be viewed against the back drop of existing housing on at least two sides. Furthermore, although some of the houses would be two and a half and three storeys in height, the number of such properties would be minimal. It was pointed out by interested parties that they would be located on already high ground. However, they would be located towards the centre of the site and, given their low number, I am satisfied that they would not be unacceptably unobtrusive when surrounded by the other development.
67. Therefore, in as much as the proposal would lead to development encroaching into the open countryside, reducing the green nature of the area to some extent, it would be harmful to the character and appearance of the area contrary to Policy HQ1a of the Local Plan which requires that development preserves or enhances the character of the local urban and rural area and responds to its context in the wider landscape. However, that harm would be limited by the provision of a considerable amount of green space, the retention of existing trees and hedgerows and the relative enclosure of the site meaning public views would be restricted.

### **Location**

68. Policy S/7 of the Local Plan states that outside defined development frameworks, only allocations within Neighbourhood Plans that have come into force and development for agriculture, horticulture, forestry, outdoor recreation and other uses which need to be located in the countryside or where supported by other policies in this plan will be permitted.
69. It is agreed within the main SOCG that the appeal site is outside the development framework for Over and therefore the proposal for housing would be in conflict with the requirements of Policy S/7. I agree.
70. Policy S/6 of the Local Plan sets out a hierarchical approach to the provision of jobs and homes, which are directed in descending order of preference to the edge of Cambridge, new settlements and, in the rural area, at Rural Centres and Minor Rural Centres. Among other things, that hierarchy is based on sustainable location and proximity to other development that that would encourage use by other means of transport than the private car. The policy goes on to state that rural settlement policies provide for windfall development for different categories of village, consistent with the level of local service provision and quality of public transport access to Cambridge or a market town.

71. In August 2018, the Inspectors' Report regarding the Local Plan examined the settlement hierarchy set out in the plan and found it to be justified and effective. The fundamental aim of the sequential approach set out in policy S/6 is to encourage a more sustainable pattern of living, by allowing only limited development to meet local needs within villages in the district, with most of that limited development focussed into the larger, more sustainable villages. Over is not identified as such.
72. Policy S/10 of the Local Plan designates Over as a Group Village and states that residential development and redevelopment up to an indicative maximum scheme size of 8 dwellings will be permitted within the development framework. In addition, development may exceptionally consist of up to about 15 dwellings where this would make the best use of a single brownfield site.
73. Putting to one side for the moment the fact that the appeal site lies outwith the development framework for Over, the scale of development would be considerably larger than that envisaged by the Policy as being acceptable within the settlement given the services and facilities available in the Group Village. In accordance with the settlement hierarchy the quantum of development proposed should be directed to the larger Rural Centres where there are more facilities and services, as well as better public transport links. I am also mindful in this regard that the underlying aim of Policy S/7 is to ensure that the countryside is protected from gradual encroachment on the edges of villages and to help guard against incremental growth in unsustainable locations.
74. In coming to a view on this issue, I have had regard to the findings of the Inspector dealing with an appeal elsewhere in Over (the Mill Road appeal)<sup>4</sup> who concluded that whilst the village is generally well served by social and community facilities, there is only one small convenience store. As such, he considered that residents would have to travel outside the village to shop for anything other than very basic everyday items, with reliance on the private car for the normal weekly food shop being a strong likelihood. Whilst the main employment opportunities would be outside Over, he found that they could be accessed via the Cambridge Guided Bus (CGB) which offered a convenient alternative to the car. In addition, he found that the secondary school at Swavesey could be accessed by cycle or school bus as an alternative to the car. Overall therefore, he concluded that there was only limited harm arising from access to facilities, due to the limited access to shops.
75. In terms of shops and services, little has changed since that time and I have seen no substantive evidence to lead me to reach a different conclusion from that of my colleague. However, the proposal before me would encroach into the open countryside and in this context, there would be some, albeit limited harm to the character and appearance of the area contrary to Policy HQ1a. More importantly, and notwithstanding the accessibility of a number of services and facilities for future residents, the development would materially undermine the spatial strategy underpinning the development plan due to the location of the development adjacent to a lower order settlement and the quantum of housing proposed, bringing the development into conflict with Policies S/6 and S/7 of the Local Plan.
76. I have found that the Councils are able to demonstrate a five year housing land supply at the present time, in contrast to the position facing my colleague,

---

<sup>4</sup> APP/W0530/W/16/3148949



where the parties were in agreement that there was no demonstration of the required supply. At the present time therefore, the Policies are up to date and I give conflict with them full weight. To develop the appeal site as proposed would be at odds with, and would undermine public confidence in, the plan led system. I am mindful in this regard, that the Framework recognises that the planning system should be genuinely plan led. In my view therefore, this would not be an appropriate site for development having regard to local planning policies that seek to manage the location of new development.

## **Conclusion**

77. I have found conflict with a number of Local Plan policies, including the development strategy envisaged for the District, which brings the proposal into conflict with the development plan as a whole. The policies cited above are the most important for determining the application and I find them to be effective and not out of date.
78. The provision of new housing, including affordable housing would be a benefit. As would the provision of four plots for custom build dwellings and open space in excess of the policy requirement. Furthermore, the proposal would offer economic benefits through construction jobs and the contribution of future residents to the local economy.
79. However, those benefits, even when taken together, would not be sufficient in my view to outweigh the conflict with the development plan and the harm that I have identified. There are no persuasive material considerations in this case to indicate that the proposal should be determined other than in accordance with the development plan.
80. For the reasons set out above, and having regard to all other matters raised, I conclude on balance that the appeal should be dismissed.

*Zoe Raygen*

INSPECTOR

## **APPEARANCES**

### FOR THE APPELLANT:

Reuben Taylor QC	Instructed by Mark Buxton Director RPS
Mark Buxton MRTPI	Director RPS
Andy Brand MRTPI	Director RPS
David Mead MRTPI	Director Partners in Planning and Architecture
Jake Tubb	Assistant Planner RPS

### FOR THE LOCAL PLANNING AUTHORITY:

Douglas Edwards QC	Instructed by Stephen Reid Legal Officer, South Cambridgeshire District Council
Alexander Greaves	Counsel

Andrew Burgess	Adams Hendry for South Cambridgeshire District Council
Jenny Nuttycombe	Senior Planning Officer, South Cambridgeshire District Council
Rebecca Ward	Principal Planning Officer, South Cambridgeshire District Council
James Fisher	S106 Officer, South Cambridgeshire District Council
Stephen Reid	Legal Officer, South Cambridgeshire District Council

**INTERESTED PARTIES**

Geoff Twiss	Vice-Chairman of Over Parish Council
Janet Oswell	Local Resident
Ralph While-Paddon	Local Resident
Roy Stubbs	Local Resident

**DOCUMENTS SUBMITTED AT THE HEARING**

- 1 – Statement of Common Ground Addendum – Housing Land Supply
- 2 – Comments from Lead Local Flood Authority dated 14 November 2019
- 3 – Report on the examination of the South Cambridgeshire Local Plan
- 4 – South Cambridgeshire Authority Monitoring Report January 2019
- 5 – Cambridgeshire Green Infrastructure Strategy
- 6 – Statement of Common Ground APP/W0530/W/18/3209856
- 7 – Comments from Geoff Twiss Vice-Chairman of Over Parish Council
- 8 – Letter regarding purchase of site at Cambourne West dated 21 November 2019
- 9 – Disputed sites where Council has not provided a response in its rebuttal statement document
- 10 – S106 Agreement
- 11- Over Village Design Guide