

MAIN CASE

Proposal: New development to include: 35no. New private market housing units, 15no. new affordable CLT owned housing units, new doctor's surgery, 3no. business premises, within CLT owned units and 0.24ha extension to existing cemetery

Location: Land Parcel To East Of Meadowcroft Stretham Cambridgeshire

Applicant: The Stretham & Wilburton Community Land Trust

Agent: Haysom Ward Miller Chartered Architects

Reference No: 14/00013/FUM

Case Officer: Ann Caffall

Parish: Stretham
Ward: Stretham
Ward Councillor/s: Councillor Bill Hunt
Councillor Charles Roberts

Date Received: 7 February 2014 Expiry Date:

[P22]**1.0 EXECUTIVE SUMMARY**

- 1.1 This is a full application which seeks consent for a community led scheme brought forward by the Stretham and Wilburton Community Land Trust (SWCLT). 15 affordable houses are proposed, 35 market houses and community benefits.
- 1.2 A number of objections have been received regarding the application, the majority of which relate to access to the site.
- 1.3 Whilst the application is technically premature in that the Draft Local Plan (pre-submission version) 2013(as amended) (DLP) has not been adopted, the plan is well down the process of adoption and Officers give significant weight to policies GROWTH2 and GROWTH 6 in the Draft Local Plan, against which the proposal should be determined.
- 1.4 The proposal complies with the DLP policies on community led development and growth for Stretham however there are two unresolved material considerations:
- access to the site.
 - archaeology

- 1.5 Officers consider that further work is needed on the road hierarchy and access to the site. The County Archaeologist has recommended that archaeological investigation needs to be carried out before determination of the application.
- 1.6 Appropriate conditions can mitigate against impacts of other material considerations. The delivery of community facilities, affordable housing and phasing of the development can be addressed through planning conditions and a planning obligation.
- 1.7 **RECOMMENDATION**

That the application is APPROVED in principle subject to the following matters being addressed and reported back to the Planning Committee for final agreement:

- Further work to be carried out on access to the site for all phases of the development and means of ensuring safe highways, maintained in perpetuity by a recognised management body.
- Further archaeological survey work being carried out on the site

Subject to satisfactory Heads of Terms and S106 agreement to ensure:

- delivery of affordable housing elements and community facilities and,
- trigger points for phasing of the development and
- Tenure and affordable housing matters as outlined in the Housing officers report

And subject to Conditions delegated to the Principal Development Management Officer

- 1.8 **A Site visit has been arranged for 10.25am, prior to the Planning Committee meeting.**

2.0 THE APPLICATION

The application seeks consent for a community led scheme brought forward by the Stretham and Wilburton Community Land Trust (SWCLT). 15 affordable houses are proposed and in order to deliver the scheme, 35 Market houses. In addition to the affordable housing the community benefits provided are:

- A GP surgery of some 200m² owned by the CLT which will be able to offer an extended range of health services from a larger facility which can offer security of tenure
- 4 x small starter business units (each 100m²) which will be let to local businesses,
- Land for extension to the cemetery (0.24ha), communal open space (1.08ha) and new footpaths and cycleway.

Access to the site is via Plantation Gate and Newmarket Road with a hierarchy of Streets being within the development. Different types of road surface will indicate the importance of the access. The Streets would be tarmac, the tracks in bound gravel and the minor areas in loose gravel bound in an egg crate type structure. Development is centred on a triangular shaped area of open space. A buffer zone of some 22 – 46m is proposed between the rear of properties in Meadowcroft and the new units. There will be two dwellings facing Newmarket Road at this entrance to the site.

There are 12 house types proposed with the affordable units scattered throughout the development.

The range of affordable accommodation provided is:

2 x 2/3 bed bungalow @90m², 2 x 2 bed cottages @70m², 5 x 2 bed terrace@ 74m², 4 x 3 bed terrace@85m², 1 x 3 bed terrace @ 115m², 1 x 4 bed terrace @114 m².

The range of Market Housing is:

3 x 2/3 bed bungalow@90m², 4 x 1 /2 bed cottage@80m², 2 x 3 bed terrace@105 m², 2 x 3 bed terrace@104m², 3 x 3 bed detached@115m², 4 x 3 bed terrace 107m², 3 x 4 bed terrace@114m², 9 x 4 bed detached @ 145m², 5 x 5bed detached @ 170m²

It is proposed to phase delivery of the scheme. In the first phase the principle access routes will be provided. This will involve upgrading and continuation of Plantation Gate, the new access from Newmarket Road forming Street 1 (with its one way loop at the northern end), formation of Street 2 and the gravel area linking the 1 and 2. A total of 20 dwellings will be provided comprising 7 affordable dwellings (3 x 2bed terrace, 2 x 3bed terrace, 1 x 2 bed cottage and 1 x 2/3 bed bungalow) and 13 private market houses (4 x 4 bed detached, 3 x 3 bed cottage, 2 x 1/2 bed cottage, 2 x 3 bed terrace, 1 x 2/3 bed bungalow 1 x 5 bed detached). It is expected that Phase 1 will take a year to build out, Phase II completed 2016 and phase III 2017.

The second phase will deliver the doctors surgery, and a mix of 10 market dwellings (two of which will be located adjacent to Newmarket Road) and 3 affordable units. The mix of dwellings in the second phase of the affordable housing provision comprises 2 x 2bed terrace and 1 x 3 bed terrace. The market housing provision in phase 2 is 3 x 5 bed detached, 3x 4 bed detached, 1 x 3 bed bungalow, 2x 3 bed terrace and 1 x 3 bed detached.

The third phase will deliver 12 market dwellings, 5 affordable units and the 3 commercial units. The mix of affordable housing provision in this phase will be 1 x 3 bed terrace, 1 x 4 bed terrace, 1 x 2 bed cottage, 1 x 2/3 bed bungalow and 1 x 3 bed detached. The mix of market housing will be 3 x 4 bed terrace, 2 x 4 bed detached, 2 x 3 bed detached, 2 x 3 bed cottage, 1 x 2/3 bed bungalow, 1 x 1/2 bed cottage and 1 x 5 bed detached.

The layout of the site has taken account of the street hierarchy within the village together with initial public consultation responses in relation to position and grouping of buildings on the street, patterns of enclosure and the relationship between public and private spaces. The majority of buildings have their principle elevation facing the street with the occasional blank gable wall. There is a good mix of heights and groupings around the village green area. Parking spaces are provided either in covered garages attached to the dwelling, covered garages separate from the dwelling, on street parking and off street rear garage courts.

There is parking provision for the doctor's surgery and works units. The application is supported by the following documents:

Design and Access Statement, Landscape Strategy and Design. Statement of Community Involvement, Arboricultural Assessment, Archaeological Assessment, Biodiversity Report, Flood Risk Assessment, Transport Assessment, Geo-Environmental Report, Sustainability Statement, Utilities Statement, Statement of Community Benefits, Viability Assessment.

2.1 These documents can be viewed under the application reference number <http://www.eastcamb.gov.uk/planning/planning-applications-online>

3.0 THE APPLICANT'S CASE

- 3.1 The Applicant's case is set out in the Design and Access Statement, which can be viewed online via East Cambridgeshire District Council's Public Access online service, via the following link <http://pa.eastcambs.gov.uk/online-applications/>. Alternatively a paper copy is available to view at the East Cambridgeshire District Council offices, on the application file.

4.0 THE SITE AND ITS ENVIRONMENT

- 4.1 The 5.62ha site is roughly triangular in shape and located on the eastern side of Stretham village. It follows the eastern edge of the village between the Plantation Gate/ farm track in the north, Newmarket Road (A1123) in the south and a reservoir/lake to the east. It is currently under agricultural cultivation with a drainage ditch marking the south eastern boundary. To the west are properties in Meadowcroft and to the east and south paddocks together with a former landfill site which has planning consent for commercial use.
- 4.2 The site slopes down from north to the south. It is open to the north with a belt of mature trees towards the eastern boundary. Indigenous hedging and tree planting give the site some screening on the southern boundary. The site is visible from the Newmarket Road when travelling towards the village.
- 4.3 There are two farm tracks leading to the site. One from Plantation Gate and one from Newmarket Road. Part of Plantation Gate is an adopted highway which continues as the private farm track and public footpath No4 to two dwellings at Plantation Farm and beyond. Public footpath running north/ south (Stretham No 3) links the Cemetery and the north eastern part of the village to Plantation Gate.

5.0 PLANNING HISTORY

- 5.1 No relevant planning history

6.0 REPLIES TO CONSULTATIONS

- 6.1 Stretham Parish Council – No concerns

- 6.2 Environmental Health – recommends conditions re construction environmental management plan, lighting, construction times, lighting, deliveries, and noise levels

- (1) Scientific Officer – I am in agreement with the conclusions in the Phase II report, I have no critical comments to make of this. It does make reference for either additional ground gas (landfill) monitoring to be undertaken or precautionary measures be installed in the proposed buildings on the site, due to the proximity of a former landfill site and the possible variables inherent in any short term monitoring period included in this assessment.
- Either of these approaches would be required for this site. In the absence of any further monitoring then basic precautionary measures such as gas membranes in the buildings should be incorporated but whether the applicant wishes to include such measures in the buildings or commission further monitoring to confirm (or

disprove) whether ground gas protection is indeed necessary, is up to the applicant as both approaches would be acceptable to Environmental Services.

(2) Waste Team – Issues regarding access have been resolved

- 6.3 IDB – The Board have no objections in principle to the proposed culvert. However the applicant will need the prior consent of the Board. The Board have been in consultation with the applicant's agent regarding this matter.
- 6.4 Environment Agency – Planning permission could be granted if conditions are included, without which we would object.
- 6.5 Housing Officer - We have assessed the local affordable housing need from the housing waiting lists, and from the results of the consultation carried out on behalf of the applicant, and confirm that the proposal for 15 affordable homes is appropriate to the need. The range of dwelling sizes and the types and rented tenure proposed is suitable to address the identified need.

The Housing Team has commissioned an Independent Review (IR) of the applicants Viability Assessment and Financial Appraisal. The IR confirms that the Appraisal is fit for purpose and addresses all the policy issues that arise from the Local Plan and Community Led Development Interim Policy Guidance on CLT development.

The IR demonstrates that the open market housing in the scheme is essential to the delivery of the community benefits: 15 affordable homes, GP surgery, 3 small business starter units, 2.4ha cemetery extension, new village green, footpaths and 1.08ha green space. It also demonstrates that the market housing is being used to fund these community benefits and does not disproportionately benefit the landowner/s selling the site for the scheme.

Should the application be approved, I would request that the following Affordable Housing criteria are secured by condition or S106 Agreement.

- That the affordable housing units are Affordable Housing in accordance with the definition contained in NPPF.
- That the affordable housing units will be transferred to Stretham and Wilburton Community Land Trust.
- That the affordable housing units will be occupied in accordance with an allocation and eligibility policy prepared by Stretham and Wilburton CLT and approved in writing by the Council's Principal Housing Officer (Strategy and Development).
- That rents (including service charges) charged on rented affordable housing units will be no higher than 80% of the market rent for an equivalent property, or than the Local Housing Allowance (whichever is the lower)
- That not more than 50% of the market homes are occupied until the affordable housing units have been constructed and transferred to the CLT
- That the affordable housing is constructed to the HCA Design and Quality standards as a minimum.
- That there will be no Right to Acquire or Right to Enfranchise any affordable housing unit in accordance with the statutory provisions applicable in Designated Protected Areas.
- That these affordable housing conditions shall be binding on successors in title, with exceptions for mortgagees in possession and protected tenants.

- 6.6 Anglian Water – Recommends conditions and informatives that should be attached to any consent granted.
- 6.7 Local Highway Authority – Amended plans have been received regarding access widths and surfacing. See APPENDIX 1 for formal comments received from the LHA on this application dated 10th March 2014 and 23 May 2014. Issues remain regarding Plantation Gate access and adoption of Street 2, Tracks 1 and 2 and Farm vehicle access through the proposal to highway network.
- 6.8 Natural England – no objections
- 6.9 County Archaeologist – Further physical archaeological information is required prior to any planning determination. The evaluation results should allow for the fuller consideration of the presence/absence, nature, extent quality and survival of archaeological remains within the development area. An informed judgement can then be made as to whether any planning consent will need to include provisions for the recording and, more importantly, the preservation of important archaeological remains in situ.
- 6.10 Rights of Way - Public Footpath No.04 Stretham runs through the application site and Public Footpath No.03 Stretham runs alongside the cemetery extension to the Northwest. We note that the applicant has considered soft user access within the application site by creating a number of new footpaths and access points. We welcome this measure but would appreciate clarification as to if these are to be dedicated Rights of Way or not. If these are to be dedicated footpaths then I would be happy to work with the applicant to enter into the appropriate Creation Agreements. We are concerned as to the impact of cyclists travelling within this development using Footpath No.04 for access to the main village and beyond. It is technically a road traffic offense to cycle on a Public Footpath so we would advise that this route is upgraded to Bridleway or Cycle Path in the future. We also note that there may be potential for future expansion to the east of this development. Therefore we would like to request that a width of FOUR METRES is left along the entire length of Public Footpath No.04: this allows for the possibility that Footpath No.04 can be upgraded in the future. Informatives are also recommended for any consent that is granted.
- 6.11 Neighbour Objections – Objections have been received from the following neighbours
1, 3, 5, 9, 15, 21, Plantation Gate, 21,24, 29 Meadowcroft, 5 19 Kitson Gardens, 13A Reads Street, 24 Sennitt Way, Mill Lodge, 12B, 14, Brook Lane, 19 Newmarket Road, 20 Short Road, 1, 4 Oak Drive, Dudley Developments, 20 High Street Wicken.

Access/ Highway safety

Objections were raised at the community consultation event on 1/6/13 when it was proposed to allow vehicle access to the site along Plantation Gate but these have been ignored. Plantation Gate is a narrow single track road without footways. Houses in Plantation Gate directly abut the road. Any cars stopping in front of these houses to load/unload their vehicles will block Plantation Gate. This route is well used by pedestrians, and cyclists and

the whole access for vehicles via Plantation Gate as a one way system is inadequate for pedestrians and wheelchairs and poorly thought out.

Plantation Gate should be made pedestrian and cycle only with only one vehicular access from Newmarket Road. The Transport statement estimates that there will be an additional 60 vehicle movements per hour at peak times and this will have minimal impact. Plantation Gate currently has 10 – 20 vehicular movements per day. The increase in traffic would have a big impact on Plantation Gate.

This scheme will become a rat run through the village.

The increase in traffic in addition to existing heavy farm traffic is of concern. Increase in traffic along entire length of Brook Lane, which leads to Plantation Gate, will impact on road safety. Brook Lane has a very narrow entrance from Newmarket Road; Brook Lane is the walking route for children in Meadowcroft to the Primary School. There are no footpaths for most of its length. Parked cars at the side of Brook Lane narrow the road. Increasing the traffic flow to give the new development access into Plantation Gate will be hazardous for motorists and for pedestrians

Poor access to proposed doctor's surgery, proposed footpath to village past the cemetery will not be used as this is not a practical route for pushchairs bikes etc. The CLT will be carrying out a survey on Plantation Gate after Phase 1 of the development to decide whether or not to close off Plantation Gate. However the Doctors surgery which will attract traffic is in Phase 2, the commercial units won't be built until Phase 3 with an increase in traffic again. How can a survey at the end of Phase 1 accurately assess the amount of vehicles that will use the Plantation Gate access route? Any decision to stop the access on Plantation gate once it has already been established would be hard to achieve.

Proposed new access onto Newmarket Road will have poor visibility towards the village. This is a busy road and close to the Sennitt Way junction. Increase in traffic movements into and out of the site, including slow moving farm vehicles will impact greatly on traffic movement along Newmarket Road.

A footway/cycle link indicated on the plan cross land adjacent to Sennitt Way. There is no right of way for this.

Design Issues

Garage blocks don't work. They are impractical being away from the dwellinghouse and lead to parking on the street

Doctor's surgery, playgroup and industrial units will be on the edge of the village and will be less convenient than current location in the village centre. New development will be on edge of the village and driving will be involved to get to the village centre

There is already a doctor's surgery in the heart of the village on a site which has ample space for expansion. It is adjacent to the Post Office and easy to access. Why do we need another in fields far away?

This is too large for the village

Drainage

Inadequate drainage details for surface water and foul sewage

The public surface water drainage system serving Stretham is dilapidated and very sensitive to ill considered modification and ECDC should be fully alert to its responsibilities. The Water pump station at end of Brook Lane cannot cope currently.

The Flood Risk Assessment (FRA) fails on a number of counts.

Detrimental Impacts

Will have a negative impact on the existing village centre and its activities.

The site is a quiet area of village well used by pedestrians. Proposal will destroy natural habitat in the area and adjacent lake. New Development will take away the charm of the village and change character. Site provides pleasant open views down from the village cemetery.

Dinosaur remains found in close proximity to the site – archaeological watching brief needs to be ensured as archaeological remains may be found.

Why are we losing very precious farmland. Surely these dwellings could be comfortably accommodated on a smaller site. How can 35 market homes be justified outside the village envelope? Who will fund all the changes needed in infrastructure and changes to the village?

The plans envisage land for the expansion of the parish cemetery. This has already been recently extended at considerable parish expense to meet the anticipated needs of the village. Will the land receive any potential development value as a result of the proposals?

There is to be a new village green. This will be an asset controlled by the Trust. Who would be responsible for its maintenance? The proposals show that the site would benefit by views of a lake. This is a very deep steep-sided pit adjacent to the sewage works. – Who would be responsible for its safety once it is brought into prominence?

Affordable housing

The need for additional affordable housing has not been properly established. Recently our Parish Council, District and County Councillors have vigorously opposed the construction of only eight affordable houses in the village.

Need to ensure that houses do go to local people.

It is not clear under what constitution the control and letting of the affordable housing will be vested. It will be important that this aspect remains transparent as any other Housing Association.

General comments

Both Stretham Parish Council and East Cambs Council have interests in this application and there is a conflict of interest for both of these parties to be involved. Stretham Parish Council having put the application in and East Cambs giving funds towards the cost of the development.

The draft local plan states that such development proposals would need to have demonstrated support in the local community and with evidence of support of the local community. The proposal does not. Membership of the Trust was restricted to people who agreed with its aims and paid a subscription. Opponents could not comment. The Trust claims..."the majority (75%) was in favour of the creation of a Community Land Trust for the village....there was no opposition". However a total of 12 people responded to the question. There are more than 1,700 residents in Stretham alone. There has been minimal "public consultation". A display at a church bazaar and in the sport pavilion and parish hall have been poorly attended or restricted to subscribers. If there has been a public meeting organised by the Parish Council I have not noticed it. There has been nothing on the Parish Council website until recently. Yet the proposal carries the name of Stretham Parish Council. Have they funded the scheme? If so are they entitled to comment on their own submission? The prime object is to provide accommodation for local people. Stretham Charity Trustees have over centuries provided accommodation for village residents. They have not been consulted. The development would be controlled by a Trust composed of people half of whom would live in Wilburton. This would be separate from the Parish and District Councils. They would have responsibility for a large area of land in Stretham for perpetuity. It would be an ongoing commitment by local people. Yet there has not been a parish council election in Stretham or over a decade with members being returned unopposed or co-opted through lack of number. There are numerous other practical administrative problems that will need to be addressed before any approval was given even if it has support. This one does not.

Electricity supply to this side of the village has issues when there are strong winds/storms always going out

The plans envisage land for the expansion of the parish cemetery. This has already been recently extended at considerable parish expense to meet the anticipated needs of the village. Will the land receive any potential development value as a result of the proposals?

There is to be a new village green. This will be an asset controlled by the Trust. Who would be responsible for its maintenance? The proposals show that the site would benefit by views of a lake. This is a very deep steep-sided pit adjacent to the sewage works. – Who would be responsible for its safety once it is brought into prominence?

It is interesting to note that all the comments in favour of the scheme come from residents who do not live in Stretham.

What is to prevent further extension of the village eastward and the impact on the edge of the village? There is no defined boundary to the east of the site. Phasing indicates further expansion than proposed at present. The plans show a "future connection" to the foul sewers at the south of the proposal boundary. It seems that the undefined and adjacent areas may be required to reduce the cost ratio of the affordable houses. The plans show 2 properties

north of Plantation Gate. This was not part of the original concept shown in public consultations and looks like an insidious toe in the door for further development

6.12 Neighbour Support - Support has been received from 18 Top Street, 3 School Lane Wilburton, 4 Cranwells Way Littlethorpe, 19, 71 High Street Wilburton

- Will ensure future housing for local residents, Good design with open space and low density in styles which reflect locality, community facilities and open space provision.
- Small business units a good provision.
- Increase in housing will prevent loss of facilities in the village and encourage wider community spirit.
- Will provide much needed development sympathetic to the character and scale of the village.

7.0 **THE PLANNING POLICY CONTEXT**

7.1 East Cambridgeshire Core Strategy 2009

- CS1 Spatial Strategy
- CS2 Housing
- CS4 Employment
- H1 Housing Mix and Type
- H2 Density
- H3 Affordable housing
- H4 Affordable housing exceptions
- EC6 New employment buildings on the edge of settlements
- S4 Developer contribution
- S6 Transport impact
- S7 Parking provision
- EC6 New employment buildings on the edge of settlements
- S4 Developer contribution
- S6 Transport impact
- S7 Parking provision
- EN4 Renewable energy
- EN1 Landscape and settlement character
- EN2 Design
- EN3 Sustainable construction and energy efficiency
- EN5 Historic conservation
- EN6 Biodiversity and geology
- EN7 Flood risk
- EN8 Pollution

7.2 East Cambridgeshire Local Plan Pre- submission version (February 2013)

- ENV 3 Shop fronts and advertisements
- ENV 7 Biodiversity and geology
- ENV 1 Landscape and settlement character
- ENV 2 Design
- ENV 9 Pollution
- ENV 8 Flood risk
- COM 7 Transport impact
- COM 6 Telecommunications

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| GROWTH 2 | Locational strategy |
| GROWTH 6 | Community-led development |
| HOU 1 | Housing mix |
| HOU 2 | Housing density |
| HOU 3 | Affordable housing provision |
| HOU 4 | Affordable housing exception sites |
| EMP 3 | New employment development in the countryside |

- 7.3 Supplementary Planning Documents
 Design Guide
 Developer Contributions and Planning Obligations

8.0 **CENTRAL GOVERNMENT POLICY**

- 8.1 National Planning Policy Framework 2012
 Core Planning Policies
 3 Supporting a prosperous rural economy
 6 Delivering a wide choice of high quality homes
 7 Requiring good design
 Core Planning Policies
 6 Delivering a wide choice of high quality homes
 7 Requiring good design

- 8.2 Technical Guide to the National Planning Policy Framework

9.0 **PLANNING COMMENTS**

- 9.1 Planning decisions should be made in accordance with the development plan unless material considerations indicate otherwise. The statutory Development Plan for the District currently comprises the East Cambridgeshire Core Strategy, 2009 and the Cambridgeshire and Peterborough Minerals and Waste Plan 2012.
- 9.2. The Draft Local Plan 2013 (pre-submission version) as amended (DLP) is currently being examined by the Inspector and it is anticipated that it will be adopted later this year. This is relevant to consideration of this application.

Principle of Development

- 9.3 The site lies outside the development envelope, in both the Core Strategy and the DLP. Stretham is identified as a Limited Service Centre in the Core Strategy where a small amount of new development will be focused in order to support rural sustainability. Outside the development envelope development will be strictly controlled. The provision of affordable housing is an exception to this policy of restraint. In addition Policy GROWTH 2 in the Local Plan identifies that outside defined development envelopes, community-based development may be permitted as an exception to the strict control on development in the countryside. Small scale community-led schemes which meet a need, identified by a local community, will be encouraged in all settlements and assessed against Policy GROWTH 6. The non-housing elements of schemes will be assessed against other relevant Local Plan policies.

- 9.4 There are 7 criteria which must be met for the housing element in a community- led scheme to be supported by policy. In addition GROWTH 6 stipulates that an element of open market housing will only be acceptable where: it is demonstrated through financial appraisal that this is essential to enable the delivery of affordable housing or other community benefits on-site and the community benefits of the scheme (such as the level of affordable housing or open space) are significantly greater than would be delivered on an equivalent open market site.
- 9.5 Firstly the financial appraisal has been scrutinised by an independent consultant. The Independent Review demonstrates that the open market housing in the scheme is essential to the delivery of the community benefits. It also demonstrates that the market housing is being used to fund these community benefits and does not disproportionately benefit the landowner/s selling the site for the scheme. Officers are satisfied that the proposal complies with the viability element and community facility provision elements of policy GROWTH 6

Assessment of the Housing Elements of the Scheme

- 9.6 Secondly taking in turn the 7 criteria which must be met:

1. The site is well related to a settlement which offers a range of services and facilities, and there is good accessibility by foot/cycle to those facilities.

The proposed development immediately adjoins existing development and is a continuation of the built form on the eastern side of the village. Pedestrian cycle and vehicular links to the village are provided via Plantation Gate; Access to Newmarket Road will provide similar linkage to the facilities in the southern part of the village. Stretham offers a range of facilities including a shop post office, church, primary school, youth centre, parish hall garage, public house and a sports field with an all-weather surface and pavilion the village has a regular bus service to Ely and Cambridge. Officers consider that the site is well related to the existing settlement which offers a good range of services and facilities; pedestrian, cycle and vehicular linkages are provided within the scheme. The proposal complies with this criterion.

2. No significant harm would be caused to the character or setting of the settlement and the surrounding countryside.

The site is under agricultural cultivation and any built form will have an impact on the village edge and its setting. Currently there is a well defined line to the edge of the village with the mixed rear boundaries fronting public views. The triangular nature of the proposed layout around the new village green will diffuse this hard line. There will be a gap between the rear boundaries of properties in Meadowcroft where it is proposed to have a woodland walk which will further soften the village edge. From the north views from the cemetery and public footpath will be across the proposal with its central village green. The proposal will impact on short to middle distance views. However owing to the topography of the site, it is considered that mid and long range views to the farmland to the south and the fen beyond will remain.

An Arboricultural report submitted with the application includes a schedule of works to improve the health of existing trees and Tree Constrains Plan. These details have been used

as design tool to inform the layout of the proposed development. The majority of the trees on the site will not be impacted by the proposal. Appropriate conditions regarding protection of these trees and further landscaping and tree planting will help to integrate the proposal into the village edge.

It is considered that the proposal will have an impact on the character and appearance of the area. Officers are however of the view that the low density of development, the sensitive layout, proposed open spaces and the retention of mature trees will mitigate against this impact. Further conditions requiring landscaping and maintenance will help integrate the development into the village edge position.

3. The scale of the scheme is appropriate to the location and the level of identified local affordable housing need

Officers are satisfied that the range of dwelling sizes and the types and rented tenure proposed is suitable to address the identified need. The DLP identifies that Stretham is likely to grow at a modest rate on infill sites within the defined development envelope. The proposed total of 50 houses could not be considered small scale. However in order to support rural sustainability, the desire of villagers to upgrade and improve infrastructure, as identified in the DLP, Officers recognize that the proposal provides affordable housing and other community facilities, and that viability is a critical issue in delivery of new affordable homes and community facilities.

4. The scheme incorporates a range of dwelling sizes, types and tenures appropriate to identified local need.

The scheme incorporates 6 types of affordable dwellings ranging from 2 bed bungalows to a 4 bed terrace house. 10 different dwelling types of market housing are proposed ranging from a 2 bed bungalow to 4 bed detached houses. Officers consider that the proposal will provide a good mix of styles and housing types within the development. The rented tenure proposed is suitable and will be controlled within the context of the S106. The percentage of affordable housing at 30% accords with that required by policy within settlement boundaries. (See Housing Officer comments)

5. The District Council is satisfied that (i) the scheme was initiated by, and is being led by, a legitimate local community group such as a Parish Council or Community Land Trust and (ii) the scheme has general community support, with evidence of meaningful public engagement.

(i) Stretham and Wilburton Community Land trust is a not-for-profit Trust run by local volunteers from the two villages who want to make more affordable homes available for occupation by local people and provide space for employment uses, as well as leisure. Evidence of the provenance of the Trust and constitution has been supplied as part of the planning application documentation. Officers are satisfied that the scheme was initiated by the SWCLT and that it is a legitimate local community group.

(ii) It can be seen from section 6 above that the LPA has received a number of objection to the scheme from local residents.

Evidence of the public consultation process that was carried out by an independent body has been submitted with the application. It shows that a number of events were held at different locations in the village with different village organisations and included a public exhibition in

the Parish Rooms. The process of how the views and comments of the consultation process were incorporated into the scheme is well documented. Whilst the attendance at the events by members of the public is low, this is not unusual in the response to a public consultation exercise. Officers are satisfied that there is evidence of meaningful public engagement. Members should consider whether the scheme has general community support or not.

6. It can be demonstrated that the scheme will be well managed and financially viable over the long-term and that any benefits provided by the scheme can be retained by the local community in perpetuity

The IR confirms that the Appraisal is fit for purpose and addresses all the policy issues that arise from the Local Plan and Community Led Development Interim Policy Guidance on CLT development. The applicants will need to enter into a S106 agreement to ensure that the affordable housing element is retained by the local community in perpetuity.

7. The scheme accords with all other policies in the Local Plan

These matters are dealt with under the separate heading of site specific considerations

Non housing elements of the scheme

- 9.7 These elements are an extension to the cemetery. Doctor's surgery and 4 business premises.
- 9.8 The change of use to a cemetery extension is not included within the application but it is noted that the intention of the CLT is not to develop this land but to make it available for a future cemetery extension. Whether this land is suitable or not is a debate to be had in the future.
- 9.9 With regard to the doctors surgery there is no specific policy which applies to new community facilities in the Core Strategy. However Policy COM4 is a new policy in the DLP and expresses the view that new community facilities should be located within settlement boundaries wherever possible. In exceptional circumstances facilities may be permitted in the countryside where there is a lack of suitable and available land within settlements or where a rural location is required. Policy COM4 outlines that proposals for all new or improved community facilities should:
- Be well located and accessible to its catchment population (including by foot and cycle). Not have a significant adverse impact (itself or cumulatively) in terms of the scale or nature of traffic generated
 - Not have a significant adverse impact on the character of the locality, or the amenity of nearby properties
 - Demonstrate that opportunities to maximise shared use have been explored and
 - Be designed to facilitate future adaptation for alternative community uses or shared use.
- 9.10 Taking each of the criterion in turn the doctor's surgery will not be developed until Phase 2 which is likely to be 2016 at the earliest.
- 9.11 The doctor's practice is shared with Haddenham village and a surgery is held for Stretham residents in Chapel Street on a first come first served basis. The proposed

new surgery provides parking and pedestrian/cycle access. In terms of being well located and accessible obviously, once built, the surgery will be well located and accessible for residents in the new development and Plantation Gate. However Officers have concerns regarding moving the surgery out of the centre of the village location because its central location also generates linked trips to other village facilities, e.g. the shop and Post Office. No information has been forthcoming about alternative sites that have been explored within the village centre for providing a larger surgery. There will be increased traffic generated by people visiting the doctor's surgery over and above residential traffic. A positive factor to put in the balance is that the new surgery will be larger in size and will enable the provision of improved services to residents (e.g. midwife and nurse services). The surgery would be located away from other dwellings adjacent to the work units. On balance Officers consider the proposal complies with the second criterion.

- 9.12 With regards to the third and fourth criterion, it is considered that it would not be appropriate to share the facilities of a doctor's surgery. If at some stage in the future the doctor needed larger premises then Officers are satisfied that there is an opportunity in the adjacent work units for expansion. If the premises became vacant and the doctor's surgery moved, Officers are confident that the CLT with their local knowledge would be able to find a suitable alternative use for their premises that benefited the community.
- 9.13 The new business premises – 4 x 100m² should be determined against Core Strategy policy EC6 and policy EMP3 in the DLP. The main thrust of both policies is the same, together with the criterion against which the proposals will be judged. The new units will be delivered in Phase 3 of the development i.e. 2017 at the earliest.
- 9.14 The employment uses are proposed to the north of the site where tracks 1 and 2 meet the extension to Plantation Gate. In view of the location of the work units in relation to residential properties, it is considered that the use of the units should be limited to B1 uses which are those uses which are appropriate in a residential area. Should there be a need for the small units to be used for any other use classes then a planning application will be needed and the alternative use can be considered on its individual merits. In order to keep the units small scale it is also considered that the extension/enlargement of the units should also be controlled by condition.
- 9.15 Officers consider that providing 4 employment premises and the Office space above the cart lodge style garage block, is supported by policy. The size, number and location of the units provides variety of accommodation and the opportunity for small businesses and start up units to remain within the village of Stretham.

Conclusions on policy and principle of development

- 9.16 The proposal includes a mix of market housing, affordable housing and business units. This type of development is not an identified exception to the strict control of development in the countryside and would not therefore be in accordance with the policies in the adopted plan – Core Strategy 2009. However the Local Plan is well down the process of adoption. In view of the lack of objection to the proposed Policy GROWTH 6 and GROWTH 2 Officers have given it considerable weight in the determination of this application. Officers are of the view that subject to appropriate

conditions and S106 agreement regarding affordable housing and community uses, the proposal complies with the DLP and is acceptable in principle subject to the material considerations below.

Site specific material considerations

9.17 Design - the proposal provides for a mix and range of dwelling sizes, and styles based on the range of house types found in the village. Rear gardens, plot ratios meet the guidance outlined in the supplementary Design Guide. The street scene will be varied with gaps with a mixture of styles and roof heights. The proposed materials will be based on buff brickwork, soft lime based mortars, lime render, timber boarding and a mix of natural clay roof finishes.

Rear gardens are spacious with dwellings set within public open space to the rear and front. Officers consider that that the design and layout has been well considered and reflects the principles of design and street hierarchy of the existing village.

9.18 Car parking - Within the scheme the provision of car parking is in a variety of forms. There are attached garages, car parking to the side and in front of dwellings, detached garages to the rear of dwellings and on-street spaces. In addition there are rear parking courts and public parking is provided around the doctor's surgery and works unit.

One of the garage blocks has a cart lodge design which incorporates independent office space at first floor level.

Most of the affordable houses and market houses have the adopted standard of a maximum of 2 spaces. There are some dwellings which do not have allotted off-street parking. For a development of this size of 50 dwellings a maximum of 100 residential car parking spaces should be provided. 103 parking spaces are provided for residential use within the scheme. For the Doctors surgery with one consulting room up to 5 car parking spaces should be provided and for the works units of 4 x 100sqm a total of 14 car parking spaces should be provided within the scheme. 34 parking spaces are provided within the scheme for public parking which are to the north of the site and adjacent to the works units and doctors surgery.

The applicant suggests that out of normal working hours the public areas of parking can be used by visitors and residents.

In addition there is scope within the layout of the development to provide further areas of public parking which could work much the same as the triangular war memorial area in the village

9.19 Sustainable construction and energy efficiency -The energy statement submitted with the application explores different options which could be incorporated within the scheme. Because of the relatively small number of houses involved, the mix of private and community owned dwellings, and the viability of the scheme a centralised system is likely to be discounted. Renewable energy sources are likely to be used which include p.v and wind turbine options. Certainly it is the intention of the applicants to construct the dwellings to comply with the Code for Sustainable Homes with as high a rating as possible. As further work needs to be done with Officers regarding the renewable energy sources it is considered that a condition should be attached to any consent granted requiring further details of how the proposal will comply with Policy EN3 of the Core Strategy and Policy ENV4 of the DLP.

- 9.20 Drainage** - A FRA was submitted with the application. Comments received from the EA and IDB indicate that subject to conditions being attached to any consent granted the proposal is acceptable in principle.
- 9.21 Archaeology**- The site lies in an area rich in prehistoric and Roman archaeology. The County Archaeologist has agreed a scheme of trenching work and advised that this needs to be carried out prior to the determination of the application. This is one reason that the Committee is only being asked to agree the scheme in principle. Potentially this archaeological work might require amendments to the scheme, which is why the matter needs to be reported back to Committee.
- 9.22 Biodiversity** - A Phase 1 Habitat Survey has been carried out highlighting further investigative works are necessary. Appropriate conditions incorporating the recommendations of this report are considered necessary in order to mitigate against any loss of biodiversity on the site.
- 9.23 Impact on neighbours** – The layout of the site is such that dwellings in Street 1 will be some 35 – 65 m from dwellings in Meadowcroft. Dwelling to dwelling distance to No.24 is 47.5m. The nearest dwelling in Street 2 to No. 38 Meadowcroft will be will be 25m. However owing to the layout and orientation of the new dwellinghouse there will be no direct overlooking.
There will be no overlooking of properties in Plantation Gate or Sennitt Way.

Within the development rear garden distances and the orientation of dwellings results in guidance standards of window to window distances being met and the privacy of future occupants being acceptable.

- 9.24 Highway Safety** –Following a further meeting with local residents in Plantation Gate raising concerns about their properties and the new access, amendments to the surface have been incorporated to improve the demarcation between the access and properties in Plantation Gate have been received. Comments from the Local Highway Authority indicate that submitted information regarding the Junction with A1123, travel plan, U-turn at the northern end of Street 1, and parking for the business units and Surgery are acceptable.

However there are a number of issues that are still outstanding. These include the extension to Plantation Gate, farm vehicles through the new development, constraint regarding highway drainage and adoption, the layout of Street 2 and the suitability of Street 1 for adoption.

The view of the Local Highway is that “the proposed Phase 1 access arrangements are likely to establish a routing behaviour for drivers that may be difficult to alter retaining an environment, even with planned works that is unpleasant or intimidating. This view is substantiated by the majority of objections received from villagers. Linkage to the village is a key element in the integration of the development and sustainability of the proposal.

The works proposed do not improve the length of Plantation Gate enough to provide a carriageway of sufficient width, nor provide a suitable segregated footway to address the Highway Authority concerns, falling short of current requirements of the Highway Authority for adoptable highways. Street 2 is for most of its width, too narrow to satisfy the Highway Authority. Tracks 1 and 2 are not a suitable standard or the Highway Authority to adopt.

The technical requirements needed to meet the standards of the LHA in order to become adopted as a public highway is a primary determining factor in the layout of any development. The proposal is for a hierarchy of roads and tracks which reflect the street pattern found in the village. This approach has enabled the proposed clustering of buildings and the rural character of the layout, mainly centred on the triangular village green. If streets are not adopted by the Local Highway Authority (and a condition cannot be imposed requiring this) then an alternative means of agreements to enable maintenance and upkeep will have to be found. Members should consider whether this is acceptable in principle. Officers consider that in the light of objections received from residents in the village regarding Plantation Gate, further work needs to be done regarding the access to Plantation Gate. Furthermore whilst the concept of the hierarchy is acceptable to Officers further work needs to be done to explore maintenance in perpetuity whilst ensuring highway safety.

Conclusions

9.25 Whilst the application is technically premature in that the DLP has not been adopted the plan is well down the process of adoption and Officers give significant weight to the policies against which the proposal should be determined. Officers consider that the proposal complies with the DLP policies on community led development and growth for Stretham and is acceptable subject to a satisfactory S106 agreement covering the tenure of the affordable housing and the trigger mechanisms for delivery of each of the phases to include the community facilities. Further consideration is required in relation to highway matters and archaeology.:

Recommendation

- 9.26 That the application is APPROVED in principle subject to the following matters being addressed and reported back to the Planning Committee for final agreement:
- Further work to be carried out on access to the site for all phases of the development and means of ensuring safe highways, maintained in perpetuity by a recognised management body.
 - Further archaeological survey work being carried out on the site

Subject to satisfactory Heads of Terms and S106 agreement to ensure:

- delivery of affordable housing elements and community facilities and,
- trigger points for phasing of the development and
- Tenure and affordable housing matters as outlined in the Housing officers report

And subject to Conditions delegated to the Principal Development Management Officer

11.0 APPENDICES

11.1 Appendix 1 – Local Highway Authority Consultation Responses

| <u>Background Documents</u> | <u>Location(s)</u> | <u>Contact Officer(s)</u> |
|------------------------------------|--|--|
| Application File | Ann Caffall Room No. 011 The Grange Ely | Ann Caffall Senior Planning Officer 01353 665555 ann.caffall@eastcambs.gov.uk |



PLANNING CONSULTATION RESPONSE

| | |
|--|--|
| <p>To:</p> <p>Ann Caffall</p> | <p>Economy, Transport and Environment Executive Director, Graham Hughes</p> <p>Highways Development Management Highways Office Stirling Way Ely CB6 3NR Tel. 0345 045 5212</p> |
| <p>App Reference: 14/00013/fum</p> <p>Date: 10 March 2014</p> | <p>Contact: Susan Mills</p> |

Re: 50 houses, 500sq.m. non-residential floor space plus cemetery extension, Newmarket Road / Plantation Gate, Stretham

Amongst the plethora of documents on line, I have been unable to find a location plan clearly showing the red-outlined application site. I attach a plan showing the limit of the public road of Plantation Gate. To the east of this limit, the public only have rights on foot. The plans currently submitted envisage a vehicular connection to Plantation Gate though the phasing plan (P32) does not include the link to the highway of Plantation Gate in any of the phases. The red outlined site needs to extend to link with the limit of the public road.

A Transport Statement and Road Layout plan (P04) have been submitted. However, they do not cover the following in adequate depth:

Evaluation of the impact of the proposal on Plantation Gate and Brook Lane (i.e. the addition of more east-bound traffic as a result of opening P Gate up a through route as well as it serving the development, the increase in the numbers of pedestrians and cyclists, the removal of reversing traffic as P Gate currently is a cul-de-sac with no turning head, the removal of heavy farm traffic)

Proposed re-construction to adoptable highway standard of the extension to Plantation Gate. The 2.5m width shown for one-way traffic on P04 would not adequately deal with pedestrians and contraflow cyclists. P04 also does not extend far enough to link with the eastern end of public road. A Traffic Regulation Order will need to be made for the one-way traffic system prior to adoption.

Access to Manor Farm and any other farmland through the development including use of the "existing track" needs to be made clear. Swept path drawings are required to demonstrate that large farm vehicles (rigid and articulated HGVs, tractor and trailers) could negotiate between Newmarket Road and the farm land including the potential for 2 such vehicles passing one another on the proposed Street 1.

Adoptable Road Layout. CCC would expect any new road serving more than 5 dwellings to be built to adoptable standards. Street 2 needs to end with an adoptable turning area of sufficient size for a refuse vehicle to turn around. There would be no need for the back

way linking Street 2 with Street 1 to be adoptable. But Tracks 1 and 2 both would serve more than 5 dwellings but neither are shown on P04 with a surface suitable for adoption (blockwork or tarmac please) nor with adequate footway width (1.5m min please) or turning areas for refuse vehicles. CCC would have no wish to adopt the “existing track” at the end of Tracks 1 and 2.

U-turn at northern end of Street 1. Swept path drawings are required to demonstrate that vehicles could access the proposed work units.

Parking for the Business Units and Surgery. The parking maxima set out in ECDC’s Core Strategy are not appropriate here. There is a limited population with cycling and walking distance and I am not convinced that adequate parking spaces have been made available.

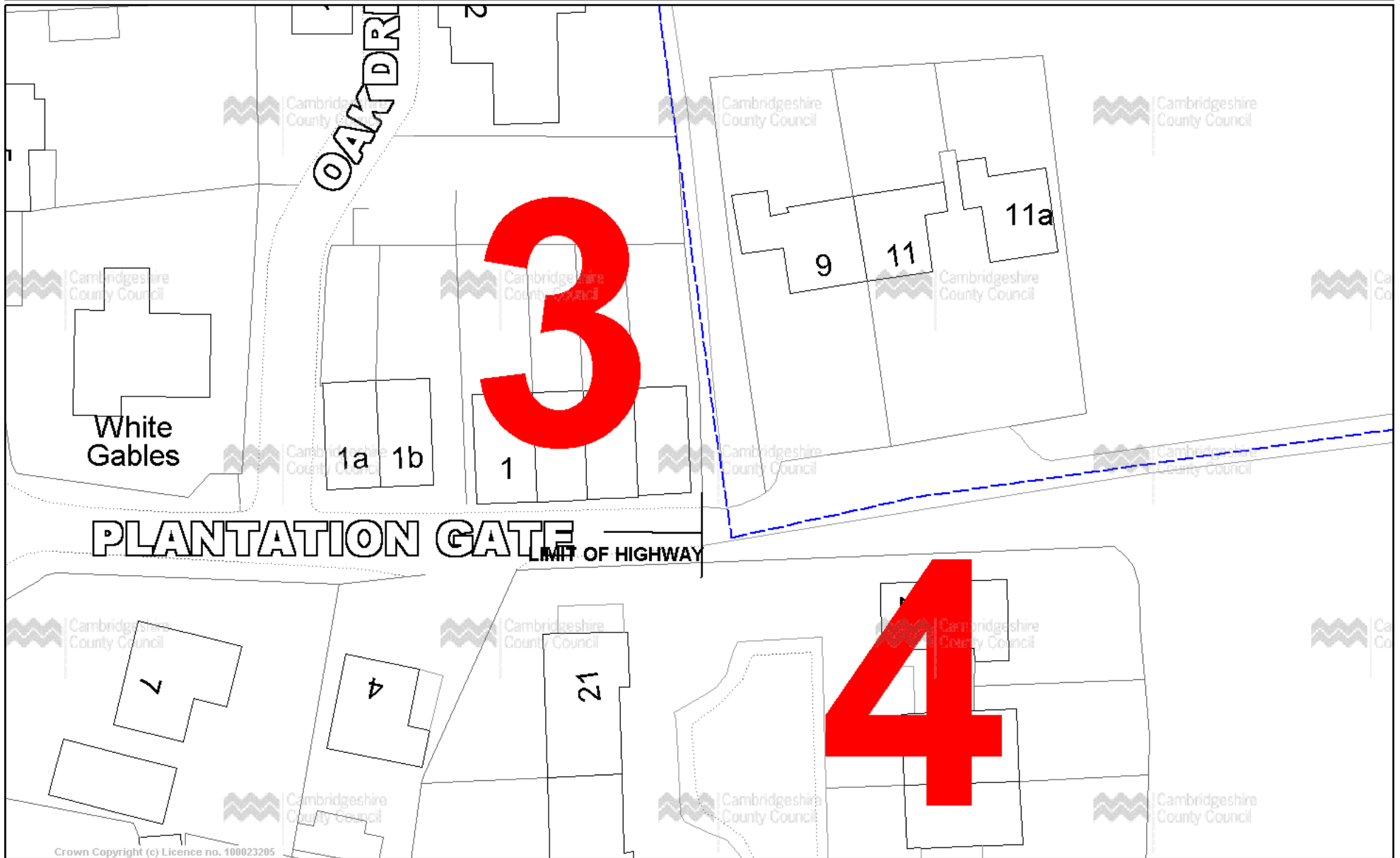
Proposed A1123 Junction. A drawing is required to show the full visibility splays at the proposed junction and to show the footway linking to the end of the existing footway at Sennit Way. The drawing should also show the extension of the existing 30mph speed limit by street lighting. The extension of the speed limit is unlikely to have a significant effect on the speed of traffic leaving Stretham and a speed survey is required to justify that the actual sight distance available along the nearside kerb line would be adequate in accordance with MfS2. As Newmarket Road forms part of the A1123, this assessment of sight distance must consider the deceleration rate for HGVs (MfS2 10.1)

Surface Water Drainage. More information is required about the 120m long culvert under Street 1. Is this an IDB/EA watercourse? What dimensions are required for its internal dimensions and levels? What access part-way along its length would be required for maintenance? Not enough information has been provided to assess whether or not it would be possible for this to be incorporated under the highway. Furthermore, what are the applicant’s intentions for the long term maintenance of the proposed surface water system including the attenuation tanks? CCC would not adopt roads unless gullies drained into a system with secure long term maintenance arrangements.

Travel Plan should be extended to include the non-residential units.

Susan Mills
Highway Development Management Engineer

LIMIT OF PUBLIC ROAD OF PLANTATION GATE



Cambridgeshire
County Council

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Ordnance Survey 100023205

At A4 Scale 1/500

Centre = 551541 E 274583 N

Date 7/3/2014

PLANNING CONSULTATION RESPONSE

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| To: East Cambridgeshire District Council | <p>Economy Transport and Environment</p> <p>Highways Development Management</p> <p>Unit 5, Wellbrook Court Wellbrook Way Cambridge CB3 0NA</p> |
| App Reference: 14/00013/FUM | Contact: Ian.Dyer@Cambridgeshire.gov.uk |
| Date: 23 rd May 2014 | |

Re: New development to include: 35no. New private market housing units, 15no. new affordable CLT owned housing units, new doctor's surgery, 3no. business premises, within CLT owned units and 0.24ha extension to existing cemetery

Land Parcel To East Of Meadowcroft Stretham Cambridgeshire

Additional comment

Further to the comment of my former colleague, Susan Mills, dated 10th March 2014, I have considered the supplementary information provided by the applicant (TPA technical note dated April 2014), and I would make the following comments:-

Evaluation of the Impact of the Proposal on Plantation Gate and Brook Lane

The proposal would serve Phase 1 through Plantation Gate.

The proportion of the development proposed to access the network through this route is of a significant size.

Alternative access is not proposed until Phase 2.

In the event that Phase 2 is not built, or does not come forward in the manner currently proposed, pedestrians and cyclists could be left with the sub-standard arrangement.

The Phase 1 access arrangements are likely to establish routing behaviour amongst drivers that may be difficult to alter, retaining an environment, even with planned works, that is unpleasant or intimidating.

Converting the route to a one-way street could not be achieved without a Traffic Regulation Order. The Highway Authority cannot guarantee the outcome of the democratic process associated with the introduction of such an order.

Proposed reconstruction to Adoptable Highway Standard of the Extension to Plantation Gate

The proposed works do not improve the length of Plantation Gate enough to provide a carriageway of sufficient width, nor provide a suitable segregated footway to address the Highway Authority's concerns, falling short of current requirements of the Highway Authority for adoptable highways.

Access to Manor Farm and any other farmland through the development.

Whilst it is demonstrated that farm vehicles could make the manoeuvre to access the wider network through Street 1, they would occupy the entire width of the street. Insufficient opportunities are provided to allow cars to pull in to allow passage.

Adoptable Road Layout

Street 2 is, for most of its width, too narrow to satisfy the Highway Authority.

The Highway Authority would consider narrow lengths of road where they serve as a road narrowing for traffic management purposes, whilst the majority of the carriageway should be a minimum width of 5 metres (accompanied by suitable maintenance strips). The combination of narrow carriageway, and likely on-street parking, would severely impact upon the convenient use of the street. I cannot determine, from the plans provided, whether a 5 metre width is provided for a sufficient length at the junction approach to Street 1 to allow two cars to pass.

Tracks 1 and 2 are not to a suitable standard for the Highway Authority to adopt, and considerable changes would be needed to satisfy the Highway Authority's requirements for doing so.

U-turn at Northern End of Street 1

The applicant has provided suitable evidence to address the highway Authority's previous concerns in regard to this issue.

Parking for the Business Units and Surgery

The applicant has provided suitable evidence to address the highway Authority's previous concerns in regard to this issue.

Proposed A1123 Junction

The applicant has provided suitable evidence to address the highway Authority's previous concerns in regard to this issue.

Surface Water Drainage

The Highway authority have made the applicant aware of the constraints in regard to drainage and adoption of the public highway and the applicant has stated that they are satisfied that they can comply with those constraints.

Travel Plan

The approach suggested by the applicant is considered appropriate to address the highway Authority's previous concerns in regard to this issue.

Ian A. Dyer
Lead Highways Development Management Engineer