

## Chapter 9

# Promoting Successful Communities



Park Life Event, Milton Country Park, South Cambridgeshire



## Chapter 9 Promoting Successful Communities

- 9.1 Communities are about places and people. As well as being well designed our new developments need to promote good health, include necessary services and facilities when they are needed, provide open space, and allow safe movement by walking and cycling. The people that move into these new places will form successful new communities and the Local Plan will ensure they are given the right support to do this.
- 9.2 A number of new communities are already planned in South Cambridgeshire, at the new town of Northstowe and in a number of urban extensions to Cambridge. These follow on from Cambourne, which in over a decade has grown into a rural centre with a range of facilities and a thriving community. The development strategy is set out in Chapter 2 and identifies further new communities to be created during the plan period and beyond.
- 9.3 The Local Plan will also affect existing communities. South Cambridgeshire is a mostly rural authority of 105 villages providing a variety of services and facilities for their local communities. Larger villages usually provide a greater choice since they serve larger populations and a larger catchment area. Many smaller villages have very few facilities, but those facilities can be important in ensuring that a basic level of services is available locally. The Council aims to play its part in protecting and improving rural services, in order to support existing communities. The Localism Act requires the Council to keep a 'List of Assets of Community Value' which will help to identify what facilities and services local communities consider to be valuable within their villages.

### Key Facts:

- The 'health' of people living in the district is generally better than the average for England.
- Good health leads to an aging population with the highest growth expected to occur in the 65+ age group.
- In national indices of multiple deprivation (2010), out of 326 English local authorities where a rank of 1 is the most deprived authority in England, and a rank of 326 the least deprived authority, our score was 322 (meaning we are one of the most successful areas in England). The indices take account of income, employment, health and disability, education skills and training, barriers to housing and other services, crime, and the environment.
- Age structure is a key factor for planners and service providers as it affects requirements for services such as education, health, leisure, arts and sports facilities. It influences household composition and therefore the overall size of a new development's population.
- People who move into new developments can have very different population characteristics to the surrounding area.

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- Initial populations tend to have a young age structure, with many young couples and young children, and very few older people.
- Population age structures change markedly over time as developments mature, with children and adults ageing and the age structure gradually becoming older and more similar to the surrounding population. This process may take as long as 30 years.
- Rural shops and services are vital for maintaining communities and supporting access for the less mobile members of society.
- Sport and play space is important for supporting healthy lifestyles and improving both the physical and mental wellbeing of communities.
- There are high levels of demand for new allotments, which provide opportunities to support healthy lifestyles.
- Areas around the A14 north of Cambridge, and the centre of Cambridge, are designated as Air Quality Management Areas.
- National Noise Action Plans First Priority Locations have been identified within the district in areas close to the M11, A14 and A10, and other busy roads.

## Allocation for Open Space

### **Policy SC/1: Allocation for Open Space**

The following sites are allocated to meet local need for open space:

1. Extensions to existing recreation grounds:
  - a. Land east of Bar Lane, Stapleford and west of the access road to Green Hedge Farm - 1.42ha.
  - b. Land north of Hatton's Road, Longstanton - 2.65ha.
  - c. Land north of former EDF site, Ely Road, Milton - 3.1ha.
2. New Sites:
  - d. Land known as Bypass Farm, west of Cottenham Road, Histon - 3.5ha.
  - e. Land south of Granhams Road, Great Shelford - 4.8ha.

- 9.4 The Council has published an updated Recreation and Open Space Study 2013. This has provided information on the provision of open space within the district and how this is meeting local need. As a result of this review sites for open space and recreation uses have been carried forward from the previous Plan and others have been identified in conjunction with the relevant local parish council in areas where there is an identified shortage of existing provision. Where other shortages may exist or arise during the plan period, Parish Councils have the option of preparing Neighbourhood Plans. These provide a further means of achieving open space allocations in parishes to meet local needs, particularly given the circumstances of site delivery and maintenance arrangements that are typical in South Cambridgeshire Parishes.

- 9.5 The site south of Granhams Road, Great Shelford is only suitable for informal recreation uses due to its character and parkland setting. Road access is also very limited. Sites at Great Shelford, Stapleford, Histon and Milton remain in the Green Belt.

### Health Impact Assessment

#### **Policy SC/2: Health Impact Assessment**

New development will have a positive impact on the health and wellbeing of new and existing residents. Planning applications for developments of 20 or more dwellings or 1,000m<sup>2</sup> or more floorspace will be accompanied by a Health Impact Assessment to demonstrate this.

- a. For developments of 100 or more dwellings or 5,000m<sup>2</sup> or more floorspace a full Health Impact Assessment will be required;
- b. For developments between 20 to 100 dwellings or 1,000 to 5,000m<sup>2</sup> or more floorspace the Health Impact Assessment will take the form of an extended screening or rapid Health Impact Assessment.

- 9.6 A key role for the Local Plan is to provide for development in a way that supports and encourages active and healthy lifestyles.
- 9.7 Health Impact Assessment (HIA) is a method of considering the positive and negative impacts of development on the health of different groups in the population, in order to enhance the benefits and minimise any risks to health. To ensure that new developments have a positive impact on the health and wellbeing of new and existing residents the Council will require an HIA of development proposals to a level of detail appropriate to its scale and nature. It is recognised that HIAs are most effective for large scale developments and therefore for developments of less than 100 dwellings or 5,000m<sup>2</sup> the Council will accept less detailed assessments.
- 9.8 Detailed guidance on how this policy will be implemented will be provided in a Supplementary Planning Document.

### Protection of Existing Village Services and Facilities

#### **Policy SC/3: Protection of Village Services and Facilities**

1. Planning permission will be refused for proposals which would result in the loss of a village service, including village pubs, shops, post offices, banks and building societies, community buildings and meeting places, sports venues, cultural buildings, places of worship or health facilities, where such loss would cause an unacceptable reduction in the level of community or service provision in the locality.

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2. The following matters will be considered in determining the significance of the loss:
  - a. The established use of the premises and its existing and potential contribution to the social amenity of the local population;
  - b. The presence of other village services and facilities which provide an alternative, with convenient access by good local public transport services, or by cycling or walking; and how these remaining uses will cope with displaced users; and any unacceptable impact of those alternative services or facilities;
  - c. The future economic viability of the use including the results of marketing of the premises for a minimum of 12 months at a realistic price and in appropriate cases financial information.

- 9.9 Village services and facilities in South Cambridgeshire perform a vital function in rural communities, particularly for the less mobile. The National Planning Policy Framework (NPPF, 2012) advises that plans should guard against the unnecessary loss of valued facilities and services, particularly where this would reduce the community's ability to meet its day-to-day needs. The local community can highlight the facilities it values within its parish by applying for them to be included on the register of Community Assets held by the Council.

### Meeting Community Needs

#### **Policy SC/4: Meeting Community Needs**

1. All housing developments will include or contribute to the provision of the services and facilities necessary to meet the needs of the development. The scale and range of this provision or contribution will be appropriate to the level of need generated by the development and will address the specific needs of different age groups, of people with disabilities, and faith groups and will be adaptable to population growth and demographic changes. The full range of services and facilities are likely to be required in new settlements and similar developments.
2. The community needs of large scale major developments (individual sites with 200 or more dwellings, or groups of smaller sites which cumulatively exceed this figure), will be established through detailed assessments and strategies prepared in consultation with service providers, and approved by the local authority in partnership with the landowners and stakeholders.
3. In making assessments of need and the timing of delivery of the service or facility, account will be taken of capacity at existing facilities in the locality, their accessibility and of other local circumstances.

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*Range of Services and Facilities to be Provided*

4. The community facilities and services to be provided include:
  - a. Primary and secondary schools;
  - b. Meeting places;
  - c. Health facilities;
  - d. Libraries;
  - e. Sports facilities;
  - f. Commercial facilities important to community life including childcare nurseries, local shops restaurants and cafes, and public houses;
  - g. Provision for faith groups;
  - h. Provision for burials;
  - i. Provision for waste and recycling;
5. New retail provision should not undermine the vitality and viability of nearby 'town centres' as defined in the National Planning Policy Framework having regard to the hierarchy of centres.
6. Provision can include buildings, land (serviced if to be built on), and financial contributions.

*Location of Services and Facilities*

7. Services and facilities should be provided in accessible locations. Opportunities for joint provision and co-location of compatible services and facilities should be examined and such provision made where this is practical and cost efficient to service and facility providers. In new settlements provision will be focused in town, district or local centres where appropriate to the service and facility being provided.

*Community Involvement and Development*

8. A community development strategy will be prepared for large scale major developments (Waterbeach New Town, Bourn Airfield New Village and Cambourne West) to demonstrate how the new communities will be effectively supported throughout the build phase of the developments, including at the outset of development.

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*Implementation*

9. The timely delivery of services and facilities when they are needed will be required, including the provision of key services and facilities for early phases of the development. Phasing will be established through planning obligations or conditions. Phasing may require the provision and use of interim facilities from first occupation until permanent facilities are delivered, to help build a sense of community and minimise car dependency.
10. As appropriate to the nature of facilities provided, the developer will prepare management and maintenance strategies, to be approved by the Local Planning Authority, to ensure robust and effective implementation, adoption and maintenance in the long term.

- 9.10 The sites allocated in the Local Plan identify where new communities will be developed over the plan period. Experience from developing Cambourne, and the ongoing work to deliver Northstowe and the urban extensions to Cambridge, have informed the content of this policy. New large scale major developments will need to include a wide range of services and facilities to become successful communities. Smaller village developments will not usually need to include new services and facilities on-site but may need to contribute to the expansion of existing facilities and sometimes provide land for that expansion. The provision of facilities and services will be secured via a planning obligation when mitigating a site specific impact or more generally through a Community Infrastructure Levy contribution (CIL) (see Chapter 10 for a more detailed reference to CIL).
- 9.11 Reflecting Planning Practice Guidance, the Council will not seek tariff style Section 106 contributions for general off site infrastructure improvements from sites under 10 dwellings (and which have a combined gross floor space of no more than 1,000m<sup>2</sup>). If, through consultation, a service or facility provider identifies a particular requirement arising directly from a development and which is necessary to mitigate the impact of that development, it would be legitimate to secure a financial contribution towards its provision or (where an existing infrastructure item) its improvement / upkeep.
- 9.12 The work of different agencies needs to be coordinated to deliver public, commercial and voluntary services, of the right nature and size, and when they are needed. Depending on the scale and nature of development, assessments and strategies for service provision will be required, prepared in partnership with the landowner and stakeholders, which will also address future management and governance issues.
- 9.13 New developments take time to develop into new communities especially if they are of a large scale. Support is needed to help people to settle and start the groups, clubs and activities found in more established neighbourhoods. Community

Development Strategies provide a way to help plan community development rather than leaving it to chance. This could include support to help establish good communication and information for new residents, establish new community groups, organise community activities, and support the growth of new sports clubs and community groups. The development of a Public Art Strategy within a new community can play a role in linking existing and new residents in a community and help bring existing and new residents together (see Chapter 5 for Policy HQ/2 Public Art and New Development).

- 9.14 The timely delivery of key services and facilities in the early phases of the development is vital and the provision of places where the community can meet should be prioritised. If a new dwelling in a first phase is put forward to be used by the community this can provide a starting point for community development.
- 9.15 With regard to provision for sports facilities, the Council has worked with Cambridge City Council and Sport England to develop two sports strategies: a Playing Pitch Strategy 2015-2031 for grass and all weather pitches covering both areas; and an Indoor Sports Facility Strategy 2015-2031 to guide future provision of indoor sports halls, swimming pools and outdoor cycling facilities to serve existing and new communities in Cambridge and South Cambridgeshire. In line with the Framework, the strategies assess existing facilities, the future need for sport and active recreation facilities, and opportunities for new provision. The Playing Pitch Strategy and Indoor Sports Facility Strategy take into account planned growth to 2031. Where large windfall sites come forward, which have not been accounted for in the strategies, applicants should provide a sports strategy (also known as a facilities development plan) setting out the details of specific facilities to be developed, the rationale and need for these. The process will involve consultation with Sport England and the relevant National Governing Bodies for sport.
- 9.16 Smaller extensions to existing villages will not be required to provide as wide a range of services and facilities as large scale major developments, however consideration will need to be given to the impact of developments on the edge of existing villages so that the extra demands for services and facilities from new residents are provided for in ways that minimise impacts on the existing community.
- 9.17 Some public services can successfully share facilities such as libraries, health facilities and meeting rooms. The dual use of sports facilities and community spaces by the local community and the school population in village colleges is a successful part of the way of life in South Cambridgeshire that should be continued in new schools. Such sharing of facilities can assist in the ensuring that a wider range of services is available to a community.
- 9.18 A number of facilities some of sub regional significance have been identified in studies prepared by Cambridgeshire Horizons, an organisation which was charged to help implement earlier development proposals in the Cambridge area but which was wound up in 2011.
- 9.19 Recognising the desirability of such facilities, Cambridge City Council and South Cambridgeshire District Council explored whether there was a need and possible site

options for accommodating a community stadium, ice rink and concert hall in updating their Local Plans. Public consultation revealed that sites explored through the Local Plan outside the Green Belt were unlikely to be made available by their owners for such facilities. On the evidence available and the results of public consultation, the two Councils were not convinced that a compelling case exists amounting to the exceptional circumstances necessary in national planning policy for allocating a community stadium or other facilities in the Green Belt.

- 9.20 In the absence of policies in the Plan, should any proposals subsequently come forward they would be considered on an exceptional basis on the evidence at the time. If proposed in the Green Belt it would have to comply with the national policy and local plan policy regarding Green Belt. It would also have to comply with the National Planning Policy Framework<sup>1</sup>, and in particular the sequential approach to town centre uses, and other policies in the Local Plan.

### Community Healthcare Facility Provision

#### **Policy SC/5: Community Healthcare Facility Provision**

Proposals for Community healthcare facilities will be supported within development frameworks.

- 9.21 Community healthcare facilities provide a range of care services designed to support patients in the community and who might previously have been treated as inpatients or day patients in hospital. The Council would be supportive of appropriately located and scaled proposals which will be assessed using relevant Local Plan policies. Proposals within the Green Belt would have to demonstrate very special circumstances, in particular why they were unable to locate outside the Green Belt.

### Indoor Community Facilities

#### **Policy SC/6: Indoor Community Facilities**

1. All housing developments will contribute towards the provision of indoor community facilities to meet the need generated by the development.
2. Developments of sufficient scale to generate the need for new on-site facilities will be required to do so, unless it can be demonstrated that there would be advantages in delivery off-site such as a more accessible location or the delivery of a larger and better facility.
3. Other developments will contribute to off-site provision, through planning obligations or through the Community Infrastructure Levy as appropriate. Contributions will be based on a standard of 111m<sup>2</sup> of such floorspace per 1,000 additional population.

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<sup>1</sup> National Planning Policy Framework (2012)

- 9.22 Indoor community facilities, including village halls, community halls, church halls and other publicly accessible buildings, play a crucial role in maintaining a sense of local identity, as well as providing a base for a variety of different groups and activities, from pre-school groups, to indoor carpet and short mat bowls, yoga, meetings or coffee mornings. The Council is keen to ensure that all residents have access to facilities which are appropriate and suitable for their needs.
- 9.23 The Council commissioned a community facilities assessment in 2009 to understand the size and condition of village halls, community halls, church halls and other publicly accessible facilities. It identified a standard approach for indoor community space per capita that can be used when considering the needs generated by new development, which has been used to guide negotiations on planning obligations since January 2010. Only very large developments could justify provision of new facilities within the development, therefore contributions for off-site provision will be sought, whether via a planning obligation or through a Community Infrastructure Levy.
- 9.24 The standard within the policy is for the main hall only and does not include ancillary rooms such as kitchen, store, lobby, toilets and offices which will also form part of the building at a scale proportionate to the development. At recent developments the main hall has equated to in the region of 25% of the total floor area.

#### Outdoor Play Space, Informal Open Space and New Developments

##### **Policy SC/7: Outdoor Play Space, Informal Open Space and New Developments**

1. 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 following minimum standards:
  - a. Outdoor play space, informal open space and allotments and community allotments: 3.2 hectares per 1,000 people comprising:
 

i. Outdoor Sport	1.6ha. per 1,000 people
ii. Open Space	1.2ha. per 1,000 people
iii. Allotments and community orchards	0.4ha. per 1,000 people
  - b. Subject to the needs of the development the open space requirement will consist of:
 

iv. Formal Children's Play Space	0.4ha. per 1,000 people
v. Informal Children's Play Space	0.4ha. per 1,000 people
vi. Informal Open Space	0.4ha. per 1,000 people
2. Only family dwellings of two or more bedrooms will be required to contribute to the provision of Children's Play Space.

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3. Housing provision consisting of Sheltered housing, Extra Care housing, and residential and nursing homes will not be required to provide Outdoor Play Space except Informal Open Space.
4. Where appropriate, provision will be on-site so that provision is integrated into the development and benefits to the health and wellbeing of new residents are maximised, guided by Figure 10. However, an appropriate contribution will be required for “off-site” provision of the types of space not provided on-site. This may be for new facilities and/or improvements to existing facilities. On individual sites negotiation may 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.
5. In developments of less than 10 homes, it is expected that only the Informal Open Space element will be provided on-site. Where an individual phase comprises 10 or fewer dwellings, but will form part of a larger scheme exceeding that total, a proportional contribution to future on-site provision will be required.
6. Depending on the nature of provision, contributions may also be required to meet maintenance and/or operating costs either as pump priming or in perpetuity.
7. Where on-site provision is required, the Council may seek the option of a commuted capital sum to construct the facility. In these circumstances, a serviced site (as appropriate for the facility concerned) will be transferred to the Council free of charge by the developer.

9.25 The NPPF (2012) paragraph 73 addresses the importance that access to open space has to the health and wellbeing of a community. It states that local authorities should set locally derived standards for the provision of open space, sports and recreational facilities after they have assessed the quantity and quality of what is available within their area.

9.26 The Council carried out an assessment of open space, sports and recreation facilities across the district (Recreation and Open Space Study, 2013). This includes an audit of the quality, quantity and accessibility of existing facilities and an assessment of future needs, with input from stakeholders including parish councils, sports clubs, and sports governing bodies. In 2016 South Cambridgeshire District Council and Cambridge City Council in partnership with Sport England, completed two sports strategies: a Playing Pitch Strategy 2015-2031 for grass and all weather pitches covering both areas; and an Indoor Sports Facility Strategy 2015-2031 to guide future provision and management of indoor sports halls, swimming pools and outdoor cycling facilities to serve existing and new communities in Cambridge and South Cambridgeshire. In line with the NPPF (2012), the strategies set out to

assess existing facilities, the future need for sport and active recreation facilities, and opportunities for new provision. These strategies will need to be taken into account when considering future provision.

- 9.27 The standards within this policy are expressed as minimum standards. Whether open space provision is required in excess of the minimum standards will be determined having regard to the particular considerations to which a development proposal gives rise, including the needs of the area, existing provision and any identified deficiencies.
- 9.28 Policies in adopted Area Action Plans provide specific guidance for the areas that they cover, which are defined on the Policies Map. Policy LP/1 identifies where policies of the Local Development Framework referred to in adopted Area Action Plans are superseded by policies of this Local Plan. Paragraph D10.2 of the Northstowe Area Action Plan refers to district wide standards set out in policy SF/11 of the Development Control Policies DPD. This policy is superseded by this Local Plan Policy.
- 9.29 The villages of South Cambridgeshire and the parts of the district on the edge of Cambridge have a range of sports pitches and pavilions, children's play spaces, and informal open spaces suitable for play and for activities such as dog walking. These are primarily owned and operated by parish councils, although the use of management companies is becoming more common within new developments. Access to good quality open space and children's play facilities has significant benefits for community health and wellbeing. It is important that new developments provide new open spaces or contribute to the improvement of existing facilities to address the new needs generated. Depending on the scale of the development there is a hierarchy of open space provision. Larger schemes will be expected to provide for more types of open space.
- 9.30 Allotments and community orchards are important and valued forms of green space and should be included in new housing developments. Allotments provide fresh local fruit and vegetables as well as invaluable exercise and encourage a healthier life style. Orchards provide a range of benefits, including biodiversity, landscape enhancement, fruit for local communities and are a catalyst for the community to come together. The Council is supporting local people to establish or restore community orchards. It is important to ensure more of these areas are developed or conserved in a similar way as allotments have developed over time. New areas of allotments and community orchards form important community assets and are well used. The standard stated in the policy is equivalent to 32 allotments per 1,000 households.
- 9.31 The Council secures the provision of, or funding for, open space for all residential development to meet the needs generated. On-site provision is preferable, where practicable, to provide accessible spaces integral to the development close to where people live. Generally smaller developments can only deliver informal open space or play areas, whilst larger sites are capable of delivering a wider range of spaces, including sports pitches. Contributions for off-site provision will be sought, whether via a planning obligation or through a Community Infrastructure Levy. The

approach to tariff style contributions outlined in paragraph 9.11 will also apply to this policy.

- 9.32 On individual sites negotiation may 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.
- 9.33 Figure 10 below provides a guide for when on-site provision will be sought. This means direct provision of a space or facility within the agreed development site boundary. On individual sites negotiation may take place on the types of space provided on-site, taking account of the needs of the area, existing provision and any identified deficiencies. Regard should also be made to the Playing Pitch Strategy and Indoor Sports Facilities Strategy.

Figure 10: Guide for On-site Provision of Open Space

	Type of space	On-site provision sought on developments above:	Minimum activity zone (minimum buffer zone)
<b>Informal Open Space</b>	Informal open space	All scales of development	
	Allotments and community orchards	200 dwellings	
<b>Open Space for Formal Sport</b>	Sports Pitches	200 dwellings	
	Other Outdoor Sport	200 dwellings	
<b>Children’s Play Space</b>	Local Area for Play (LAP)	10 dwellings	100m <sup>2</sup> (5m)
	Local Equipped Area for Play (LEAP)	50 dwellings	500m <sup>2</sup> (20m)
	Neighbourhood Equipped Area for Play (NEAP)	200 dwellings	1,200m <sup>2</sup> (30m for equipped play areas and 80-100m for skate parks and informal MUGAs.

- 9.34 It is important that there is provision made for open space that meets all the different needs of a community across the age ranges from play areas for toddlers to tranquil informal spaces with seating for older people to enjoy. Such open space will be designed carefully within a development so that the green spaces are fit for purpose and areas with potentially noisy uses such as playing fields for team sports will not cause disturbance and that children’s play areas are within sight of housing so that they are a safe environment in which children can play.

- 9.35 Further guidance on the quantity, quality, and accessibility of open space will be provided in an Open Space Supplementary Planning Document (SPD).
- 9.36 Other forms of larger open space are also important resources for local people, such as country parks; and access to the countryside for leisure is also valuable to health and wellbeing. The provision of green infrastructure is dealt with in Chapter 6: Protecting and Enhancing the Natural and Historic Environment – Policy NH/6: Green Infrastructure.

Protecting Existing Leisure and Recreation Facilities within Villages including Allotments and Community Orchards

**Policy SC/8: Protection of Existing Recreation Areas, Playing fields Allotments and Community Orchards**

Planning Permission will not be granted for proposals resulting in the loss of land or buildings providing for recreational use, playing fields or for the loss of allotments or community orchards except where:

- a. They would be replaced by an area of equivalent or better quantity and quality and in a suitable location; or
- b. The proposed development includes provision of open space, or sports and recreation facilities of sufficient benefit to outweigh the loss; or
- c. An excess of provision in quantitative and qualitative terms is clearly demonstrated in all the functions played by the land or buildings to be lost, taking into account potential future demand and in consultation with local people and users
- d. Where replacement open space is to be provided in an alternative location, the replacement site / facility must be fully available for use before the area of open space to be lost can be redeveloped.

- 9.37 The NPPF (2012) states that existing open space, sports and recreational buildings and land, including playing fields, should be protected from development.
- 9.38 Most villages in the district have playing fields, recreation grounds, pavilions, or buildings providing sport and play facilities for local communities. These form an important part of village life, and are a valuable resource worthy of protection.
- 9.39 Allotments and community orchards are important resources to have within a village and are valued by the local community – this is reflected in how many such sites are now designated as Local Green Space (see Chapter 6 - Policy NH/12 Local Green Space). The Council will resist development that adversely impacts on these green features.
- 9.40 There is demand for more allotments within the district and the Council would not want communities to lose existing allotments unless suitable replacement land can be provided that is acceptable to the local community.

## Artificial Lighting

### **Policy SC/9: Lighting Proposals**

1. Development proposals which include new external lighting will only be permitted where it can be demonstrated that:
  - a. The proposed lighting scheme and levels are the minimum required for reasons of public safety, crime prevention / security, and living, working and recreational purposes;
  - b. Light spillage and glare are minimised;
  - c. There is no unacceptable adverse impact on the local amenity of neighbouring or nearby properties, or on the surrounding countryside;
  - d. There is no dazzling or distraction to road users including cyclists, equestrians and pedestrians;
  - e. Road and footway lighting meets the County Council's adopted standards.
2. Proposed development that is adversely affected by existing artificial lighting outside the development site will not be permitted unless any significant impact can be mitigated to an acceptable level.

- 9.41 The NPPF (2012) states that by encouraging good design, planning policies and decisions should limit the impact of light pollution from artificial light on local amenity, intrinsically dark landscapes and nature conservation (paragraph 125 of the NPPF, 2012).
- 9.42 Artificial lighting is essential for reasons of safety or security and for living, working and recreational purposes. In some cases it can also add to the amenity of the built environment by highlighting buildings and open spaces of character. However, insensitive lighting can cause light pollution (or obtrusive light), with various negative effects which can take the form of sky glow, glare and light trespass / spillage. Light spillage to residential premises can cause annoyance, disturb sleep and can have adverse health impacts.
- 9.43 South Cambridgeshire, as a predominantly rural area, is sensitive to light pollution through sky glow which can affect the tranquillity of the countryside. Light pollution can have a negative impact upon biodiversity by affecting the normal diurnal (daily) patterns of plants, animals and insects and can be a waste of energy and resources (including carbon).
- 9.44 External lighting is needed for living, industrial, commercial business and transport including parking purposes and for some community and sports facilities such as floodlit sports pitches. Whilst the lighting has to be adequate for the purpose, it is important that there is no significant adverse impact on the amenity of surrounding properties.

- 9.45 Existing or proposed external lighting which may have an adverse impact will need to be accompanied by an assessment of impact on sensitive premises both on and off site and/or will require a light mitigation scheme or strategy as appropriate designed by a suitably qualified lighting engineer in accordance with the latest industry and or government / national best practice guidance and relevant British Standards publications. This may require the use of planning conditions and Section 106 agreements including limiting the times when lighting is used to mitigate and minimise any unacceptable adverse impact.
- 9.46 Although artificial light is needed for safety and amenity, it can have negative effects if it is not properly selected and designed or appropriately located. The Local Plan needs to ensure development proposals avoid adverse impact on nearby uses or the surrounding countryside and deliver positive benefits to society and local communities in terms of the reduction in energy use / carbon emissions and light pollution.

## Noise Pollution

### **Policy SC/10: Noise Pollution**

1. Planning permission will not be granted for development which:
  - a. Has an unacceptable adverse impact on the indoor and outdoor acoustic environment of existing or planned development;
  - b. Has an unacceptable adverse impact on countryside areas of tranquillity which are important for wildlife and countryside recreation;
  - c. Would be subject to unacceptable noise levels from existing noise sources, both ambient levels and having regard to noise characteristics such as impulses whether irregular or tonal.
2. Conditions may be attached to any planning permission to ensure adequate attenuation of noise emissions or to control the noise at source. Consideration will be given to the increase in road traffic that may arise due to development and conditions or Section 106 agreements may be used to minimise such noise.
3. Where a planning application for residential development is near an existing noise source, the applicant will be required to demonstrate that the proposal would not be subject to an unacceptable noise levels both internally and externally.
4. The Council will seek to ensure that noise from proposed commercial, industrial, recreational or transport use does not cause any significant increase in the background noise level at nearby existing noise sensitive premises which includes dwellings, hospitals, residential institutions, nursing homes, hotels, guesthouses, and schools and other educational establishments.

- 9.47 The NPPF (2012) advises that planning policies should aim to avoid noise giving rise to significant adverse impacts on health and quality of life as a result of new development. Adverse impacts on health and quality of life should be mitigated and reduced to a minimum including through the use of conditions, while recognising that many developments will create some noise (paragraph 123 of the NPPF, 2012).
- 9.48 Noise including vibration can have a significant adverse impact upon environmental quality, health and quality of life including amenity. Annoyance is probably the most widespread adverse effect of noise, including speech interference and it can have an adverse impact on sleep during the sensitive night time period. Noise has also been shown to effect educational performance and achievement.
- 9.49 Typical sources of environmental noise within the district include transport: road, rail and air traffic; industrial; commercial and business premises; landfill operations; construction; and also sport and recreation / entertainment venues.
- 9.50 The NPPF (2012) affirms that the National Noise Policy Statement for England 2010 forms part of the overall framework of national planning policy, and should be a material consideration in decisions on planning applications. The Noise Policy Statement sets out the long term vision of government noise policy which is to “promote good health and a good quality of life through the effective management and control of all forms of noise within the context of government policy on sustainable development.”
- 9.51 In addition the Environmental Noise (England) Regulations 2006 and accompanying National Noise Action Plans have the aim of avoiding, preventing or reducing the harmful effects of environmental noise from roads, rail, aviation and industry.
- 9.52 There are certain parts of the district close to the M11, A14, A10 and other busy roads that experience significant levels of traffic noise which have been identified as major road priority locations for traffic noise action.
- 9.53 Local authorities have no specific obligations under the Noise Action Plans but are encouraged to review planning policy and practice for the management of noise from industrial / commercial sources. The plans acknowledge that the current complimentary land use planning system and pollution control regimes provide a vital contribution to the proactive management and control of the adverse effects of such noise sources that may arise as a result of development. This will ensure that measures are incorporated into development proposals which mitigate against increased population exposure to noise levels by the development.
- 9.54 Where necessary, the Council will require a noise impact assessment undertaken in accordance with the latest industry and or government / national best practice guidance and relevant British Standards publications, which will be expected to:
- identify all significant sources of noise either existing or proposed;
  - assess the likely short and long term impacts of noise generated or exposure to noise;

- assess the suitability of the site for development proposed, having regard to noise impact on quality of life and health both internally and externally; and
- propose noise protection measures to achieve acceptable internal and external noise levels, including consideration of adequate distance separation from noise sources, site and building layout / orientation, provision and retention of acoustic barriers, acoustic insulation of buildings / noise sources, noise limits at site boundaries, restrictions on types of activity, limitations on hours of operation. Where acceptable internal noise levels cannot be met with open windows, alternative means of ventilation may be required. Noise should be mitigated at source in the hierarchy of mitigation measures.

9.55 Further guidance is included in the current District Design Guide SPD and will be included in an Environmental SPD to support the Local Plan.

9.56 The overarching objective is to ensure development is appropriate and compatible for its location. It is important that noise sensitive developments are located away from existing sources of significant noise, and that potentially noisy developments are located in areas where noise will not have an unacceptable impact on surrounding land uses or the environment, unless its impact can be mitigated by planning conditions or obligations to provide an adequate protection against noise both internally and externally. Aviation-related development proposals must also comply with Policy TI/5 in Chapter 10.

## Land Contamination

### **Policy SC/11: Contaminated Land**

Where development is proposed on contaminated land or land suspected of being impacted by contaminants the Council will require developers to include an assessment of the extent of contamination and any possible risks. Proposals will only be permitted where land is, or can be made, suitable for the proposed use.

9.57 The adoption of a contaminated land policy at a local level is supported by the NPPF (2012), which states that policies and decisions should ensure that land is suitable for its new use taking account of ground conditions and land instability. After remediation, as a minimum, land should not be capable of being determined as contaminated land under Part IIA of the Environmental Protection Act 1990 (paragraph 120 of the NPPF 2012).

9.58 Land contamination has the potential to affect adversely public health and safety, and unless dealt with appropriately, can inhibit the reuse of otherwise suitable brownfield sites. It is important that potential contamination is identified at the earliest stage in the development process to ensure that appropriate remediation measures are identified and addressed early in the preparation of proposals for a site. Remediation should remove unacceptable risk and make a site suitable for its new use.

- 9.59 Further guidance is included in the current District Design Guide SPD and will be included in an Environmental SPD to support the Local Plan.

## Air Quality

### **Policy SC/12: Air Quality**

1. Where development proposals would be subject to unacceptable air quality standards or would have an unacceptable impact on air quality standards they will be refused.
2. Where emissions from the proposed development are prescribed by EU limit values or national objectives, the applicant will need to assess the impact on local air quality by undertaking an appropriate air quality assessment and detailed modelling exercise having regard to guidance current at the time of the application to show that the national objectives will still be achieved.
3. Development will not be permitted where it would adversely affect air quality in an Air Quality Management Area (AQMA); or lead to the declaration of a new AQMA through causing a significant deterioration in local air quality by increasing pollutant levels either directly or indirectly; or if it would expose future occupiers to unacceptable pollutant levels.
4. Larger development proposals that require a Transport Assessment and a Travel Plan as set out in Policy TI/2 will be required to produce a site based Low Emission Strategy. This will be a condition of any planning permission given for any proposed development which may result in the deterioration of local air quality and will be required to ensure the implementation of suitable mitigation measures.
5. Development will be permitted where:
  - a. It can be demonstrated that it does not lead to significant adverse effects on health, the environment or amenity from emissions to air; or
  - b. Where a development is a sensitive end use, that there will not be any significant adverse effects on health, the environment or amenity arising from existing poor air quality.

(continued)

6. Specifically applicants must demonstrate that:
  - c. There is no adverse effect on air quality in an Air Quality Management Area (AQMA) from the development;
  - d. Pollution levels within the AQMA will not have a significant adverse effect on the proposed use / users;
  - e. The development will not lead to the declaration of a new AQMA;
  - f. The development will not interfere with the implementation of and should be consistent with the current Air Quality Action Plan;
  - g. The development will not lead to an increase in emissions, degradation of air quality or increase in exposure to pollutants at or above the health based air quality objective;
  - h. Any impacts on the proposed use from existing poor air quality, are appropriately mitigated;
  - i. The development promotes sustainable transport measures and use of low emission vehicles in order to reduce the air quality impacts of vehicles.
  
7. Applicants shall, where appropriate, prepare and submit with their application, a relevant assessment, taking into account guidance current at the time of the application.

- 9.60 Air pollution and poor air quality can have detrimental impacts on health and the environment. Emissions arising from any development including indirect emissions such as those attributable to associated traffic generation must therefore be considered in determining planning applications. Where emissions from industrial processes are subject to pollution control legislation the regulatory authority will be consulted with respect to control of these emissions. NPPF (2012) paragraph 124 requires that planning policies should sustain compliance with and contribute towards EU limit values or national objectives for pollutants, taking into account the presence of Air Quality Management Areas and the cumulative impacts on air quality from individual sites in local areas. Planning decisions should ensure that any new development in Air Quality Management Areas is consistent with the local Air Quality Action Plan.
- 9.61 The Local Air Quality Management regime places a duty on the Council to protect its local area from air pollution.
- 9.62 Air quality issues within South Cambridgeshire have been linked directly to the volume of traffic that runs through the district, specifically along the A14. The A14 is congested on a regular basis between Bar Hill (to the west of Cambridge) and Milton (to the north north-east of Cambridge). This has resulted in the declaration of an Air Quality Management Area (AQMA) for nitrogen dioxide (NO<sub>2</sub>) and PM<sub>10</sub> along a stretch of the A14 between Bar Hill and Milton. There is also an AQMA in Cambridge city centre. An AQMA is designated when reviews of air quality identify that levels of certain pollutants are high and or are not forecast to meet health based target levels required by the UK Air Quality Strategy.

- 9.63 The Joint Air Quality Action Plan for Huntingdonshire, Cambridge City and South Cambridgeshire incorporates priority actions for tackling air quality issues through the land use planning process. Improvements can be achieved by reducing the need to travel by co-locating uses, and promoting smarter and cleaner transport choices. Site-based Low Emission Strategies can help minimise emissions from developments, by integrating design and low emissions transport related measures. Examples of measures include travel to work plans, residential travel plans, priority parking for low emission vehicles and provision of infrastructure for recharging electric vehicles.
- 9.64 Low Emission Strategies provide a package of measures to help specifically mitigate the transport emissions impacts of development. They complement other design and mitigation options, such as travel planning and the provision of public transport infrastructure. Strategies are often secured through a combination of planning conditions and planning obligations. They may incorporate policy measures and/or require financial investments in and contributions to the delivery of low emission transport projects and plans, including strategic air quality monitoring and assessment activities.
- 9.65 Further guidance is included in the current District Design Guide SPD and will be included in an Environmental SPD to support the Local Plan.

#### Hazardous Installations

##### **Policy SC/13: Hazardous Installations**

In considering proposals for hazardous substances consent or development in the vicinity of hazardous installations, account will be taken of the amount, type and location of hazardous substances present, and the need for special precautions to protect future users of the site and any other affected land.

- 9.66 Hazardous installations, notifiable pipelines and licensed explosive sites are installations handling or storing hazardous materials. The siting of installations handling hazardous substances are subject to planning controls aimed at keeping them separate from housing and other land uses with which such installations might be incompatible from the safety viewpoint. The operators of such installations are required to notify the Health and Safety Executive (HSE) on certain types of development. The Council is required to consult the HSE on proposals for certain types of development within specified distances of notifiable installations. The Council will therefore seek the advice of the HSE and other regulatory authorities about off-site risks to the public arising from any proposed development which would introduce one or more hazardous substances.
- 9.67 Within South Cambridgeshire there are 9 installations handling hazardous substances and 11 high pressure natural gas transmission pipelines. Whilst they are subject to stringent controls under existing health and safety legislation, it is necessary to control the kinds of development permitted in the vicinity of these

installations. In determining a planning application on land within the specified consultation zone of one of these installations, the Council will take account of advice from the HSE and other regulatory authorities.

- 9.68 Under the present system of controls over hazardous development and over development within the vicinity of hazardous installations, the activities and substances (and quantities) to which the above statements apply are set out in the web based planning practice guidance (PPG) in a specific section on hazardous substances which is updated as new regulations are implemented.

## Odour Pollution

### **Policy SC/14: Odour and Other Fugitive Emissions to Air**

1. Development likely to generate malodours and emissions to air such as dust, fumes, smoke, heat, radiation, gases, steam or other forms of pollution will only be permitted where it can be demonstrated that it will not have significant adverse effects on:
  - a. Health;
  - b. The amenity of existing or proposed sensitive end users;
  - c. The wider environment.
2. In appropriate circumstances an odour or other emissions to air impact assessment may be required to be submitted.

- 9.69 Potential sources of odour and other fugitive emissions to air include food, industrial, commercial or business premises and agricultural / farm buildings and activities. Odour is noted as a form of pollution by the NPPF (2012).
- 9.70 The planning system has an important role in preventing or minimising odour impacts from new or changed developments by regulating the location and, to a certain extent, the specification of some design and control parameters of these activities by the use of planning conditions and Section 106 agreements.
- 9.71 Some industrial trades and agricultural / farming activities are inherently odorous by virtue of the materials they process, generate, use or store and even with the use of best industrial practice; from time to time such facilities may give rise to offensive odour. In some circumstances the ability to adequately disperse or abate the release of offensive odour may be limited and planning permission should not be granted for facilities in inappropriate locations.
- 9.72 Particular issues in relation to odour from sewage treatment works are addressed in the Cambridgeshire and Peterborough Minerals and Waste LDF, which identifies areas around sewage treatment works with a capacity exceeding 2,000 population where odour assessment is required for development proposals within safeguarding areas.

