



Report to South Cambridgeshire District Council

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PLANNING & COMPULSORY PURCHASE ACT 2004 (SECTION 20)

REPORT OF THE EXAMINATION INTO THE SOUTH CAMBRIDGESHIRE DEVELOPMENT CONTROL POLICIES DEVELOPMENT PLAN DOCUMENT

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Introduction

1. The requirements of s20(5) of the 2004 Act fall into two parts:-
 - a. whether the DPD satisfies the requirements of s19 and s24(1) of the 2004 Act;
 - b. whether the DPD is sound.
2. This report contains our assessment of the Development Control Policies DPD in terms of the above matters, along with our recommendations and the reasons for them, as required by section 20(7) of the 2004 Act.
3. Our role is to consider the soundness of the submitted Development Control Policies DPD. This introduction is followed by consideration of soundness in accordance with the procedural tests. The report then covers the Main Matters raised during the examination on a topic-by-topic basis, reaching conclusions on soundness in relation to each matter. Our overall conclusion is that the Development Control Policies DPD is sound provided it is changed in the ways we specify in our recommendations.
4. Various changes to the document's policies which could be made have been suggested at the hearings and in writing. However the examination is not an editing exercise and, other than the changes we recommend, the policy elements in question do not render this DPD unsound.
5. In making our binding recommendations, we have sought to achieve an efficient and pragmatic way of delivering the aims of the new LDF system, whilst ensuring that the final document is sound and avoiding any unnecessary delay. The latter point is of particular importance in the case of South Cambridgeshire in view of the considerable development pressures on the district and the need to achieve a step change in housing delivery.
6. This Development Control Policies document is one of the first DPDs to have reached this stage under the provisions of the 2004 Act. The Council has had to interpret the legislation and initial Government and other advice during the preparation of this DPD; much has emerged during the preparation and during our examination. With more recent and emerging guidance, it would be likely to look somewhat different to the submitted version. It would not normally be expected that the consequence of an examination would be so many detailed changes. In large part, in the case of this document, these changes have arisen through the document being over-prescriptive and lacking concision. Since this is one of the first of such documents it may be looked upon as a 'template' or example to copy. In this regard caution should be exercised: whilst the document resulting from our recommendations is sound, we have no doubt that if the Council were starting the process afresh, the document may well have looked rather different. We would expect later revisions to reduce the number of policies, and be especially careful not to repeat national policy which is sufficiently set out for development control purposes, unless there is a particular local provision that needs to be made. (However, we have retained some policies which effectively repeat national policies where it is the Council's declared intention in its LDS to produce more detailed policy and guidance by way of SPD because we understand that SPD can only amplify DPD policies)

PROCEDURAL TESTS OF SOUNDNESS

Test 1 - Consistency with Local Development Scheme

1.1 The production of the Development Control Policies Development Plan Document is identified in the Local Development Scheme (LDS) and the document has been prepared in accordance with the milestones in the LDS. The submitted Development Control Policies DPD contains district wide policies against which planning applications can be assessed, in accordance with the role described in the LDS.

1.2 The LDS description of the Development Control Policies refers to setting out development control policies covering Green Belt, housing, shopping, transport, employment, community services, recreation, tourism, built environment, landscaping and biodiversity. These matters are all covered by the policies in the DPD.

1.3 Since the preparation of the Development Control Policies is generally in accordance with the LDS, we are satisfied that this soundness test has been met.

Test 2 - Compliance with Statement of Community Involvement and associated Regulations

1.4 The Council has yet to produce a Statement of Community Involvement. In these circumstances, the Council must comply with the minimum requirements as set out in the Regulations and ensure that the community is able and encouraged to participate in the preparation process. We conclude that the Development Control Policies DPD has met this soundness test.

1.5 We are satisfied all parties were given the chance to comment.

1.6 Some changes to the Development Control Policies have been suggested by the Council as a result of representations at the submission stage and during the examination. These are taken into account in our consideration of the issues and soundness in terms of the other tests.

Test 3 - Sustainability Appraisal (SA)

1.7 The Council undertook an extensive SA exercise which is described in the Final Environmental/Sustainability Report (Reference Document RD/Sub/130). The SA identifies the extent to which policy alternatives are constrained by such matters as the Structure Plan and government guidance. SA is required to do no more than assess reasonable options, an obligation which we consider has been fully fulfilled, and this test is met. We are satisfied that the changes which we recommend are either within the scope of the SA or have been subject to SA within the representations put to us.

TESTS OF CONFORMITY, COHERENCE, CONSISTENCY, AND EFFECTIVENESS

Main Matter 1: INTRODUCTION

2.1 This Main Matter is concerned with the first section of the DPD, which is an introduction to the Local Development Framework as a whole. It is repeated in very similar form in each of the DPDs submitted to the Secretary of State in January 2006. It is thus unnecessarily repetitious and contains dated material, and is therefore not effective. The introduction as written would therefore fail test iv of the tests of soundness as it would conflict with national planning policy.

2.2 The Council accepts that there is duplication between documents, but considers that there is a need for a short preface to each document and that the text of this should be up to date. A replacement text has been agreed with the Council.

2.3 The policies in this document apply district wide. That means that they will govern development in the areas of major change, covered by separate Area Action Plan documents, unless those documents have a policy or policies which vary the requirements. The developments of these major areas of change are of a different scale to any other development in the district generally. They will take many years to complete. To take Northstowe as an example, it is a completely new settlement which effectively starts from scratch, with many requirements for the development of new infrastructure. It has been pressed on us that it is important to identify this fact, and that this should be done in the Introduction to the document. In respect of Northstowe, we have been asked by the promoters of the new town to specify the policies of this DPD which will not apply within the area of the AAP. We do not consider that it is appropriate to do that. In the event that the AAP were not adopted for some reason the planning authority and the community should have the general development control policies set out here to fall back on. We would emphasise, however, that in such an event the special nature and scale of the major development must be recognised, and that in negotiations for planning permission and legal obligations in particular the needs of economic viability must be a major consideration. Work on an acceptable computer model to analyse economic effects of different requirements must be a priority. We do consider, however, that it would be helpful for the Introduction to include a statement drawing attention to the fact that different policies may apply within the areas covered by the Area Action Plans. The text that we recommend below includes this statement.

2.4 The following changes are required to make the document sound:

- i) Delete the present text of The Introduction to the South Cambridgeshire LDF and replace with the text set out at Appendix A. This includes the statement referred to in paragraph 2.3 above, and a reference drawing the reader's attention to the Glossary of technical and other terms to be found at the back of the document (see our recommendation at paragraph 20.2 below).**

Main Matter 2: DEVELOPMENT PRINCIPLES (i) - Objectives, DP/1, DP/2

3.1. The Objectives are sound. The apparent duplication between DP/a and DP/f, both dealing with infrastructure, is warranted. The 'essential infrastructure' as required by DP/a may not be provided as part of a new development, whereas those in DP/f would be. The following two policies are generally sound in following the guidance of the RSS and the Core Strategy.

3.2. The Development Control Policies DPD is not the place for additional development allocations. The strategic settlement policy is contained in the Core Strategy and development within an identified village framework can be

permitted of a scale compatible with its relative sustainability. Proposals for additional allocations in villages will be dealt with in the Site Specific Policies DPD. This policy is not the place to deal with matters covered by other DPDs.

Policy DP/1

3.3. This policy sets out an over-arching approach for sustainable development which is in general accord with government guidance. Although most of the component parts are dealt with in specific policies later in the document, and to that extent it could be considered unnecessary duplication, we are persuaded that it is a useful forerunner to the later policies in the plan as a 'scene-setter'. However, it is too repetitive in its submitted form, both in the length of the individual parts and the references to later policy numbers. It is not concise and fails test iv: it is, however, readily amended, as we recommend below.

3.4. "Where practicable" is used in a number of parts; we consider that this is a reasonable qualifier where it occurs and covers economic viability. In this over-arching general policy there is no need for a more clear expression of this point.

3.5. Clauses o, p and r are too wide in their requirements: they should have 'wherever possible' added after 'and'.

3.6. Part 2 of the Policy carries a typing error. It requires amendment by replacing 5,7,9 and 12 with e, f, g, j and n. Similarly, part 3 should state Sustainability Statement not Sustainability Appraisal. The words 'to the satisfaction of the local planning authority' add nothing to part 2 of the policy and should be deleted.

3.7. As health is a topic covered in the Sustainability Appraisal of the policies in the LDF, it is appropriate to have a requirement for a Health Impact Assessment in Part 3. In connection with major development, we are concerned about the definition in paragraph 2.5 being used as a basis for requiring a Sustainability Appraisal or Health Assessment in relation to housing. We regard the figure to be too low and consider 20 dwellings would be more appropriate, bringing it more in line with the site area criterion. Also the supporting text could be made clearer by replacing paragraphs 2.6 and 2.7 with the alternative wording suggested by the Council "To assist in the preparation of a Sustainability Statement and Health Impact Assessment, further guidance will be provided in Supplementary Planning Documents"

3.8. There are minor changes to the reasoned justification arising out of these conclusions.

Policy DP/2

3.9. Policy DP/2 serves a similar function to Policy DP/1 in providing a 'checklist' of matters, many of which are picked up in detail in later policies. We view it in the same way as Policy DP/1: it is too repetitive in its submitted form, both in the length of the individual clauses and the references to later policy numbers. It is not concise and fails test iv: but again can be readily amended, as we recommend. It is the detailed policies which must be looked to for greater detail. As an over-arching policy it is in general conformity with government and strategic policies.

3.10. Because of changes in legislation since this plan was prepared there is now a need to clarify how design, access and landscaping are to be dealt with under Policy DP/2. Design and Access statements are now required under the 2004 Act. Parts 2 and 3 should be revised to reflect Section 42 which substitutes a new Section 62 of the 1990 Act and amends Section 10 of the Listed Buildings

Act 1990 to provide one statement covering design concepts and access issues. Landscaping is included as a requirement in the Design and Access Statements. Also road layout and public transport links as well as inclusive access to all elements within a site are covered by 'Access'. The Council suggested a revised policy to take into account the new legislation. It is included in our recommendations.

Action Needed to Achieve Soundness

3.11. The following changes are required to make the document sound:

- i) **Modify Policy DP/1 as follows:**
 - Delete the text in b. after the word 'dependency' in the first line;**
 - Delete the text in c. after the word 'densities' in the third line;**
 - Delete the text in f. after the word 'resources' in the first line;**
 - Delete the text in g. after the word 'sources' in the second line;**
 - Delete the text in h. after the word 'measures' in the first line;**
 - Delete the text in i. after the word 'risk' in the first line;**
 - Delete the text in j. after '(SuDS)' in the second line;**
 - Delete the text in l. after the word 'water' in the second line;**
 - Delete the text in o. after the word 'environment' in the second line;**
 - Delete the text in p. after the word 'character' in the first line;**
 - Delete the text in r. after the word 'heritage' in the first line;**
 - In clauses o., p. and r. add 'wherever possible' after 'and' and before 'enhance'.**
- ii) **In part 2 of Policy DP/1, replace '5,7,9,12' with 'e,f,g,j, and n', and delete 'to the satisfaction of the local planning authority'.**
- iii) **In part 3 of Policy DP/1, replace 'Appraisal' in the second line with 'Statement'.**
- iv) **In paragraph 2.4, delete the second sentence and replace with "The issues dealt with are covered in greater detail in the later subject chapters."**
- v) **In paragraph 2.5, in the first bullet point, replace '10' with 20' so that it reads "20 or more dwellings..."**
- vi) **Replace paragraphs 2.6 with "To assist in the preparation of a Sustainability Statement and Health Impact Assessment, further guidance will be provided in a Supplementary Planning Document" and delete paragraph 2.7**

vii) **Modify Policy DP/2 as follows:**

Delete the text in a. after the words 'local area' in the first line;

Delete the text in b. after the word 'site' in the second line;

In g., delete the words 'in accordance with Policy HG/1' and all the text after the words 'smaller homes' in the third line;

Delete the text in h. after the word 'spaces' in the first line;

Delete the text in j. after the word 'surroundings' in the second line;

Change Policy DP/2 Parts 2 and 3 as follows:

Design and ~~Access Landscape~~ Statements

2. Design and Access Statements submitted to accompany planning applications and applications for listed building consent ~~Planning applications should be accompanied by a Design and Landscape Statement.~~ This should be compatible with the scale and complexity of the proposal and, as appropriate, should include:

- a. A full site analysis of existing features and designations;**
- b. An accurate site survey including landscape features and site levels;**
- c. The relationship of the site to its surroundings;**
- d. Existing accesses for pedestrians, cyclists, equestrians and vehicles;**
- e. Any known historic importance;**
- f. Opportunities for maximising energy efficiency and addressing water and drainage issues.**

~~Access Statement~~

3. The Access element of the Statement should ~~Planning applications should be accompanied by an Access Statement to~~ demonstrate that the development will achieve an inclusive environment that can be used by everyone, regardless of age, gender or disability. It should also address how the development has taken account of the transport policies of the development plan.

viii) **Change Policy paragraphs 2.12 and 2.13 of the reasoned justification as follows:**

"2.12 The Town and County Planning Act 1990 and the Listed Building Act 1990 (both amended by the Planning and Compulsory Purchase Act 2004) require that the majority of applications for planning permission or listed building consent include a Design and ~~Access Landscape~~ Statement.

~~should be submitted with all planning applications. This will enable—These statements will enable applicants to demonstrate to the Council that they have properly considered the impact of their proposal and taken into account all relevant factors in the design of the scheme, including landscaping matters. In particular, it will help speed up the planning application process by providing the Council with a clear statement of the design and landscaping implications of the proposed development on the particular site and its surroundings. It is important that developments are made accessible to everybody, and the access element of the Statements provide a means of establishing that this goal is achieved.~~ The level of detail of the ~~Design Statement~~ will vary according to the scale and complexity of the application. The policy sets out the issues that should be addressed in the Statements. ~~For a major scheme, a full and detailed statement will be required. For a smaller scheme, the statement is also an important part of the application and assessment process, and should address all key design and landscaping issues for the particular proposal.~~

- 2.13 ~~It is important that developments are made accessible to everybody, and the access element of the Statements provide a means of establishing that this goal is achieved. Further guidance on Design and Access Statements can be found in Planning and Access for the Disabled: A Good Practice Guide (ODPM) Design and Access Statements - How to Write, Read and Use Them (CABE 2006), and DCLG Circular 01/2006. The exact form of the Access Statement will depend on the size, nature and complexity of the scheme."~~

Main Matter 2: DEVELOPMENT PRINCIPLES (ii) - DP/3, DP/4, DP/6, DP/7

Policy DP/3

- 4.01 Flexibility is clearly provided in the opening sentence of this policy on Development Criteria where it is stated "as appropriate to the nature and scale of the proposed use." But this in part is negated by "must provide" which would indicate that some provision needs to be made in every case. Flexibility will be retained by substituting 'should' in place of 'must'. It is also important, for similar reasons, that the policy should recognise that economic viability must be a factor to take into account. Therefore, after 'scale and nature' there should be added 'and economic viability'.
- 4.02 This policy provides a useful check list, in much the same way as Policies DP1 and DP2. But as with those policies we consider that there is too much repetition, particularly with references to later more detailed policies. For the sake of concision, we recommend the deletion of unnecessary text.

- 4.03 We have determined below when considering Affordable Housing that Policy ET/2 is unsound and reference in 1 (a) to employment development should be deleted, and for clarity (in housing schemes) should be added after 'Affordable housing'.
- 4.04 The clauses do not need to be any more prescriptive than they are for soundness. It is stated elsewhere in this chapter in the supporting text that planning obligations will be in accordance with Circular 5/2005. The policy is flexible enough to take into account the recommendations in the Barker report, if necessary, and to accept various levels of contribution. SPD can take into account changing circumstances. To make a scheme acceptable may involve early provision of infrastructure but this would be negotiated on the merits of the case.
- 4.05 As parking standards are included in the document, mention of them in paragraph 2.15 is misleading and should be deleted

Policy DP/4

- 4.06 Only DP/4 1 needs to be part of this policy on Infrastructure and New Developments. Parts 2 and 3 amount to advice on what contributions may be required; they should be transferred to the supporting text. Part 4 relies on matters to be set out in SPD and should again be in the supporting text.
- 4.07 The text of part 3 is general and open to wide interpretation. As it appears no SPD is expected to enlarge on it, it would be preferable to revise it to better reflect national policy, without repeating it. As Circular 05/2005 on Planning Obligations may be changed, 'government guidance' should be substituted. There is sufficient flexibility in the text that reference to the possible Planning Gain Supplement is not necessary.
- 4.08 To more accurately reflect national policy, the words 'pump priming' should be replaced with 'initial support' in part 3 and 'in accordance with government guidance' should be added at the end.

Policy DP/5

- 4.09 DP/5 on Cumulative Development guards against piecemeal development and there is a sound reason for this to ensure adequate infrastructure.

Policy DP/6

- 4.10 Whilst it is true that there is always likely to be some adverse impact from construction, we do not consider that the word significant should be added in the preamble to Part 1.
- 4.11 The Council has suggested changes to DP/6 and the supporting text at the hearing session to aid flexibility. We agree, but consider that it is only necessary for Part 1 c to be amended and for an addition to be made to the reasoned justification between paragraphs 2.21 and 2.22 as an additional explanation.
- 4.12 We do not agree that it would be unsound or unreasonable to list the requirements at Parts 2, 3 and 4, as they are matters which could be the subject of planning conditions in appropriate cases

Policy DP/7

- 4.13 Policy DP/7 follows from the policies of the Core Strategy and interprets national guidance such as PPS7 appropriately to the district. It is therefore sound. Exceptions to strict countryside policy are already included elsewhere in this DPD. There is no need to allocate more land in the rural settlements, which are generally not sustainable locations, to meet housing requirements over the period covered by the document. As the LDF documents are to be read as a whole, reference does not need to be made to provision in the Site Specific Policies document.
- 4.14 Other uses which need to be located in the countryside are dealt with in the policy and this will encompass those military uses which need to be so located. As the Plan is to be read as a whole, and in the interest of conciseness, there is no need to refer specifically to the exceptions which might apply under rural employment policies in the Economy and Tourism Chapter of the Plan.

Action Needed to Achieve Soundness

4.15 The following changes are required to make the document sound:

- i) **Commence Policy DP/3 with "All development proposals should provide, as appropriate to the nature, scale and economic viability ...";**

- ii) **Modify Policy DP/3 1 as follows:**

Delete the text in a. after the words 'Affordable housing' in the first line, and add (in housing schemes);

Delete the text in b. after the word 'transport' in the third line, except retain the words (with an added 'and') 'and cycling and pedestrian infrastructure';

Delete the text in c. after the word 'minimum' in the first line;

Delete the text in d. after the word 'parking' in the first line;

Delete the text in e. after the word 'space' in the first line;

- iii) **Modify Policy DP/3 2 as follows:**

Delete the text in k. after the word 'generated' in the first line;

Delete the text in l. after the word 'character' in the first line;

Delete the text in m. after the word 'character' in the first line;

Delete the text in n. after the word 'dust' in the second line;

Delete the text in o. after the word 'interests' in the first line;

Delete the text in p. after the word 'risk' in the first line;

Delete the text in q. after the word 'land' in the first line;

Delete the text in r. after the word 'water' in the first line;

Delete the text in s. after the word 'facilities' in the first line;

- iv) Delete "including parking standards for car and cycle parking" in paragraph 2.15**
- v) Transfer DP/4 Parts 2, 3 and 4 to the reasoned justification, making them paragraphs 2.16, 2.17 and 2.18; renumber following paragraphs accordingly...**
- vi) Revise the text of current part 3 to: Contributions may also be required towards the future maintenance and upkeep of facilities either in the form of initial support or in perpetuity in accordance with government guidance.**
- vii) Amend paragraph currently 2.16 by deleting 'Circular 05/2005' and inserting 'government guidance'.**
- viii) Delete 'including the restriction of noisy operations to normal wording hours' from 1 c of Policy DP/6 and replace with 'including restrictions on hours of noisy operations', and insert a new paragraph after 2.21 as follows:**

"The overarching principle for mitigating the effects of noise from construction will be that there will be no works that are audible at the site boundary outside permitted hours of work, unless by prior agreement with the Council. On very large sites, construction may, therefore, be possible without any audible effect at the site boundary but otherwise hours of work limitations will be necessary and appropriate. Normal working hours need not be a single time period but can take into account the nature of adjoining uses with development close to employment and other commercial activities having longer hours than for construction close to housing"

Main Matter 3: GREEN BELT Objectives, GB/1, GB/2, GB/3, GB/4, GB/5

Policies GB/1, GB/2 and GB/3

- 5.1 This Main Matter is primarily concerned with the potential extension of the Green Belt as a result of the new town proposal at Northstowe. The South Cambridgeshire Core Strategy refers to the review of the outer boundary of the Green Belt to take account of the creation of the new town.

Green Belt Extension

- 5.2 The draft Northstowe AAP seeks to extend the Green Belt to encompass Northstowe on all sides. However, this would involve land outside the AAP and the extension beyond the area of the Northstowe AAP falls to be considered under the terms of the Development Control Policies DPD.
- 5.3 The main reasons for the proposed extension, given in evidence to the examination, are principally dependent on 2 of the 3 purposes of the Cambridge Green Belt, namely to maintain and enhance the quality of the City's setting, and to prevent communities in the environs of Cambridge from merging into one another and with the City.

- 5.4 The existing Green Belt is relatively narrow between Oakington and north-west Cambridge. Nevertheless the Green Belt has served to protect the setting of the City on this side, and no party is suggesting the expansion of Oakington towards Cambridge. There is no significant inter-visibility between the Northstowe site and the City. In visual and character terms, provided the countryside between Oakington and Cambridge remains open, there would continue to be sufficient separation to avoid harm to the setting of the City.
- 5.5 Land north, east and north-west of the Northstowe site would to a large extent be separated from Cambridge by Northstowe itself. In our report on the AAP we do not consider this land to be such an important part of the setting of Cambridge as to warrant its inclusion in the Green Belt. It was not so included when the Green Belt was originally drawn.
- 5.6 We give some weight to the Cambridge Green Belt Study 2002. The study is most concerned with the inner Green Belt, and East Cambridge, but its analysis does cover the outer parts of the Green Belt too. The study did not include the Northstowe locality in the outer rural areas of the Green Belt, which was seen as providing a backdrop to views of the City and a setting for approaches. Land beyond the Green Belt boundary was considered to fulfil this role too but to a gradually diminishing extent with increasing distance from Cambridge. The Council describes the area between Northstowe and the villages to the north as part of the outer hinterland of the setting of Cambridge. This does not suggest importance to the setting. Nor was the role of villages, outside the inner necklace of villages around Cambridge, considered in the study to be of such significance that these (outer) villages should be in the Green Belt.
- 5.7 Given the distance from Cambridge, and the other factors referred to above, we conclude that the Green Belt extension land plays at most a minor role in the setting of Cambridge. There are functional links between the land, its population, and the City: for example people living here might work and shop in the City. However this consideration applies to the population of a wide area outside the Green Belt, and is not in our view of anything like the importance in deciding on the extent of the setting and the environs of Cambridge as are visual and character considerations.
- 5.8 As for the merging of communities, and similar national policy purposes of including land in Green Belts, this is a potential danger wherever open countryside separates villages, as here. However the area around Northstowe is not so near Cambridge and its inner necklace of villages as to require protection by means of a Green Belt extension. The open countryside between settlements will have the protection afforded by Policy DP/7 of the Development Control DPD and by the clear boundary provided by the CGB. The creation of the new town should not lead to the merging of settlements.
- 5.9 Northstowe is to be a settlement of substantial size compared with nearby villages. However for the reasons given above, there is no need to fear the new town would harm the purposes of the Cambridge Green Belt.

- 5.10 Arguments concerning long term development in the area of Northstowe are dealt with in our report on the Northstowe AAP. Those for deleting the Green Belt extension because of the long term development needs of villages are much less strong, as villages are low in the sequence of types of location for consideration for development.
- 5.11 In conclusion, we consider that the Green Belt extension would not aid the purposes of the Cambridge Green Belt materially and should not be added to the Green Belt.
- 5.12 The changes arising from this conclusion affect the submission Proposals Map. The wording of the Development Control Policies DPD does not refer extensively to the area to be subject to Green Belt policies, particularly now that material on the Green Belt has been incorporated into the Core Strategy DPD (see below). On the other hand, the Northstowe AAP does refer to the Green Belt extension, and suitable changes to that wording are made in our report on that DPD.
- 5.13 Paragraphs 3.1-3.5 of the DPD have been transferred to the Core Strategy DPD. There is no need for them to be repeated. Paragraphs 3.6 and 3.7 are unnecessary and should also be deleted. A cross reference to the Core Strategy, in the Development Control Policies DPD, is necessary to assist the understanding of the Green Belt policies of the latter document. This reference would act as an introduction to the Green Belt policies, and wording was discussed at the examination hearing.

Other Matters

- 5.14 The DPD is right not to set standards for certain matters such as minimum Green Belt width. There is an inadequate evidence base for standards, and these matters are considered in relevant AAPs, where account can be taken of local conditions.
- 5.15 The Cambridge Green Belt is relatively small but nevertheless includes substantial areas of open land. There are insufficient grounds for adopting an objective regarding outdoor sport which is differently worded from the equivalent part of national Green Belt policy. National policy, upon which DPD Policy GB/1 relies, allows for control of inappropriate development in Green Belts, and this would include inappropriate sports development.
- 5.16 Policy GB/2 is partly intended to protect the rural character of the Green Belt. This is not a purpose of Green Belts in national policy, although the latter is concerned with safeguarding the countryside from encroachment. However a purpose of the Cambridge Green Belt is to maintain and enhance the quality of Cambridge's setting, and the unique character of the City is identified in the purposes of this Green Belt. Therefore the protection of rural character in this Green Belt is a reflection of local distinctiveness recognised in the purposes of the Cambridge Green Belt. Landscaping would contribute to the enhancement of the Green Belt and would not compromise openness. Qualification of the landscaping requirement would not add anything to the DPD.

5.17 We consider that sport should be added to the objective at GB/d for clarity and completeness; as agreed at the Examination.

Policy GB/4

5.18 This policy recognises Major Development Sites in the Green Belt. We examine sites which have been subject to representations.

Helical (Milton) Ltd DCPR4 -3113

5.19 The Council confirmed that this is a previously developed site in the Green Belt, at Ely Road, Milton, and that the development of this former electricity depot site would be looked at on the basis of MDS principles. However, the site is too small to be considered for MDS designation at 1.6 ha. (The whole site in the same ownership is about 8.5 ha but was not the subject of a duly made representation.)

Fulbourn/Ida Darwin/Capital Park

5.20 The Development Control DPD is not the appropriate document to consider Green Belt boundaries which are not subject to a strategic policy requirement for review.

5.21 The Cambridge Sub-Region Study (2001) rejected the treed grounds of Fulbourn Hospital as a location for development because of its contribution to the setting of Cambridge. However, the Council accepts that these well landscaped grounds can help mitigate development which may be agreed under MDS policy. We note that the Council accepts that within the restrictions imposed by MDS status in the Green Belt, as laid down in Annex C of PPG2, there are opportunities for further development to serve the needs of the hospital in accordance with MDS principles, without prejudicing the objectives of the Green Belt. We agree. The removal of part 2e of Policy GB/4 would not comply with national guidance in respect of MDSs

Harrow Estates – DCPR3-3034

5.22 The Waste Water Treatment Works, west of the A10 at Hauxton is included as a preferred option for waste recycling in the Cambridgeshire County Council Minerals and Waste Preferred Options Report, as agreed by the County Council for public consultation. We conclude that it is too small for MDS designation. We note that a representation on the site is due to be considered in Site Specific Policies DPD Examination.

Former Egg Production Facility, Butt Lane, Impington

5.23 We do not consider that the scale and form of this Green Belt site or its character fulfils the requirements of a major developed site under C1 of Annex C of PPG2.

Policy GB/5

5.24 To deal with quantitative as well as qualitative access to the countryside 'increased or' should be added after 'Green Belt for' in the first line of the policy.

5.25 Paragraph 3.22 of the supporting text is unnecessary and does not provide any reasoned justification for Policy GB/5. It should be deleted.

Action Needed to Achieve Soundness

5.26 The following changes are required to make the document sound:

- i) Replace "outdoor recreation" in Objective GB/d with "outdoor sport and recreation".**
- ii) Delete paragraphs 3.1-3.7 and the heading "The Purposes of the Green Belt".**
- iii) Insert a new paragraph 3.1 after Policy GB/1, to read "Core Strategy Policy ST/1 maintains a Green Belt around Cambridge, and the supporting text to the Policy sets out the purposes of the Cambridge Green Belt. The Policy goes on to say that the detailed boundaries of the Green Belt will be established in Development Plan Documents, and this reflects the review of the Green Belt now being undertaken.", and renumber subsequent paragraphs accordingly.**
- iv) Delete from the Proposals Map the Green Belt extension associated with the new town of Northstowe (with the result that the northern boundary of the Green Belt reverts to that included in the Local Plan 2004).**
- v) Insert "increased or" after "Green Belt for" in the first line of Policy GB/5**
- vi) Delete paragraph 3.22**

Main Matter 4: GENERAL HOUSING HG/1, HG/2, HG/7, HG/8, HG/9

6.1 This Main Matter is concerned with general housing policy, in particular HG/1 dealing with Housing Density and HG/2 concerning Housing Mix.

Policy HG/1

6.2 Policy HG/1 sets a district wide target of at least 30 dwellings per hectare (net), with higher net densities in more sustainable locations close to a good range of existing or potential services, facilities and local public transport services. This is in accord with structure plan policy, and government policy as set out in Planning Policy Guidance Note 3 (PPG3) which was extant at the time of the submission of this document. During the course of the examination Planning Policy Statement 3 was published which superseded the previous government guidance. This continues to place emphasis on the efficient use of land, but also makes the point that good design should be facilitated by identifying the distinctive features that define the character of a particular local area and that more intensive development is not always appropriate. There will be parts of this rural district where it will be appropriate to encourage density at higher levels, particularly in those parts of the district the subject of Area Action Plans. In such locations it will be for these Area Action Plans to set the appropriate density levels for the development which they prescribe.

6.3 In the context of a mainly rural district, we consider that the broad indication that housing density should be of at least 30 dwellings per hectare with a higher density of at least 40 dwellings per hectare in more

sustainable locations is a sound policy. However, in order to be consistent with a national policy, the reasoned justification in paragraph 4.1 should be based on PPS3 rather than PPG3. In view of the up to date nature of the PPS, and the limited life of Structure Plan policies, there is no advantage in referring to Policy P5/3.

Policy HG/2

- 6.4 Policy HG/2, in parts 1 and 2, deals with housing mix, including affordable housing, specifying that residential development will contain a mix of units in a range of types, sizes and affordability to meet local needs. This seems to us to be a reasonable reflection of national policy and the evidence base provided by the Key Worker Study and the Housing Needs Survey undertaken by the Council. Whilst these studies were undertaken in 2002, we have no reason to think that the situation in the district has materially changed since then. The third part of the policy specifies the proportions of different sized dwellings in market properties. In considering the soundness of this part of the policy, PPS3 seeks the achievement of a mix of housing, to provide a mixed community in terms of tenure, price and mix of different households such as families with children, single person households and older people. It seems to us that there is a change of emphasis in PPS3 compared to PPG3, with the former placing greater emphasis on family housing as compared to one person households. As in relation to Policy HG/1 (paragraph 6.2 above), we consider that there may be a justification for a variation of this district wide policy to be applied to major developments in the areas covered by the Area Action Plans.
- 6.5 We accept the evidence of the Council that in spite of policies in operation over the last 15 years, the mix of dwellings provided in the district has been skewed towards larger dwellings and has not reflected the average proportions across the county. Since most development in this rural district during this period has been in villages, the number of properties with four or more bedrooms has impacted on village community balance. The housing needs survey has also identified a need for a higher proportion of new homes to be of one and two-bedrooms. We therefore support this element of the policy in setting out guidelines for the mix of dwelling sizes, at least in smaller developments, but we have reservations about the lack of flexibility in the way that the policy is worded. We consider that it is appropriate for the policy to apply to smaller developments, and to provide greater flexibility in terms of the mix in larger developments. We have set the level of smaller developments as up to 10 dwellings, bearing in mind that in some contexts the Council sees developments of 10 dwellings or more as being 'major' developments. Developments above this size will need to be negotiated having regard to such matters as economic viability, including any contribution to infrastructure provision, the context of the site and the need to secure a locally balanced community. We recommend accordingly. Additionally, the phrase "to the satisfaction of the district council" does not add precision to the policy and is not appropriate wording. We recommend its deletion. There are consequential small changes to the reasoned justification as a result of the recommendations referred to, which we set out below.
- 6.6 There has also been controversy about the final sentence of the policy which seeks a proportion of new dwellings to be designed to lifetime mobility standards. We support this element of policy as one which leads towards sustainable development, with housing which provides flexibility for the future. However, it will not always be appropriate in individual schemes, so that the final sentence of paragraph 4.9 of the reasoned

justification which states that developers will be required to include a proportion of homes designed to this standard is not the most appropriate in all circumstances. We recommend wording for this supporting text which is more in accord with the wording of the policy itself.

Policy HG/7

6.7 Policy HG/7 is sound in allowing for replacement dwellings in the countryside, whilst seeking to preserve the character and appearance of the countryside. It allows for providing satisfactory internal layout and amenities. The fifth sentence of paragraph 4.32 merely repeats elements of the policy without any further explanation. This does not assist concision, and it should be deleted.

Policy HG/8

6.8 We consider that Policy HG/8 successfully interprets guidance in PPS3 and PPG9 to the circumstances of the district and is sound.

Policy HG/9

6.9 Policy HG/9 follows the guidance set out in PPS7 (paragraphs 15 and 17 of Annex A). However, we are concerned that the parts of the policy which deal with conditions is not strong enough to ensure that any dwelling allowed under this policy is protected as far as possible from occupation by a person/persons who does/do not genuinely meet the requirements which the policy intends to impose. This can be remedied by the insertion of extra text in parts 5 and 6 of the policy.

Action Needed to Achieve Soundness

6.10 The following changes are required to make the document sound:

- i) In the penultimate sentence of paragraph 4.1 replace "PPG3" with "PPS3" and delete "and Structure Plan Policy P5/3".**
- ii) Change part 3 of Policy HG/2 to read: "3. in developments of up to 10 dwellings, market properties should provide:
 - a. At least 40% of homes with 1 or 2 bedrooms; and**
 - b. Approximately 25% of homes with 3 bedrooms; and**
 - c. Approximately 25% of homes with 4 or more bedrooms;****

unless it can be demonstrated that the local circumstances of the particular settlement or location suggest a different mix would better meet local needs. In developments of more than 10 dwellings a mix of units will be sought providing a range of accommodation, including one and two bed dwellings, having regard to economic viability, the local context of the site and the need to secure a balanced community. A proportion of new dwellings should be designed to lifetime mobility standards."

- iii) At the end of paragraph 4.6 add the sentence: The targets are set for smaller developments of up to 10 dwellings. Developments of more than 10 dwellings will require assessment with the target as a starting point, but having**

regard to economic viability including any infrastructure provision, the context of the site and the need to secure a locally balanced community.

iv) Delete the final sentence of paragraph 4.9 and replace it with: In market housing, a proportion of dwellings designed to lifetime mobility standards will be sought.

v) Delete the fifth sentence of paragraph 4.32.

vi) Modify parts 5 and 6 of Policy HG/9 as follows:

"5. Where a new dwelling is permitted, this will be the subject of a condition ensuring the occupation will be limited to a person solely or mainly working, or last working, in the locality in agriculture, forestry, or a rural based enterprise that requires a dwelling in the countryside, or a surviving partner of such a person, and to any resident dependents.

6. The relaxation of an occupancy condition will only be permitted where it can be demonstrated that the dwelling is no longer required by the unit or those working, or last working, in the locality in agriculture, forestry, or a rural based enterprise that requires a dwelling in the countryside, or a surviving partner of such a person, and to any resident dependants. When considering applications to relax such a condition, the District Council will require evidence of the steps taken to market the dwelling with the occupancy condition."

Main Matter 5: AFFORDABLE HOUSING (i) HG/3

7.1 The Core Strategy includes, within policy ST/2, the requirement that the provision of affordable housing, including housing for key workers, will be sought as part of the overall housing provision. However, this policy does not set out any percentage or threshold for this provision. The Structure Plan, in policy P9/1, requires provision within the Cambridge Sub-Region of 40% or more of new housing to be affordable, including for key workers. As far as emerging regional guidance is concerned, in the draft East of England Plan, the supporting text to Policy CSR2 states that 40% or more of the new housing in the sub-region needs to be affordable housing. However, in the published Proposed Changes¹ following the Panel report, Policy H3 sets an expectation "that some 35% of housing coming forward as a result of planning permissions granted after the adoption of the RSS are affordable". There is no sub-regional breakdown or variation on this expectation for the Region as a whole.

7.2 For policy HG/3, the Council relies upon its Housing Needs Survey. This survey identifies a need equating to a target of 80%. However, in recognition that it is unrealistic to adopt such a high percentage as a target for the provision of affordable housing, and having taken account of best practice guide methodology which would indicate 66% affordable housing,

¹ The Secretary of State's Proposed Changes to the Draft Revision of the Regional Spatial Strategy for the East of England and Statement of Reasons, Government Office for the East of England, December 2006

the survey recommends a target of 50%. This target takes into account "custom and practice". The method and findings of this survey are criticised, but it is clear to us that there is an unmet need which goes beyond the proportion that can realistically be achieved from new housing, and it is necessary for the plan to specify some lower percentage. It is also clear to us that custom and practice does not sit comfortably with the requirement to base policies on a robust and credible evidence base.

- 7.3 As to the evidence base with which to underpin the proportion of new housing actually to be sought as affordable, the Council looks to Cambridgeshire Horizons to provide the necessary expertise and resources to demonstrate the viability of securing overall infrastructure requirements through development; it has not carried out its own viability work as part of the preparation of its DPDs, but has subsequently produced a document 'Local Development Framework: Development Control Policies DPD Affordable Housing Viability Report'. This document relies on an Affordable Housing Toolkit that has been in development for Cambridgeshire Horizons, which is a model for assessing the viability of developments that include affordable housing provision. This document seeks to demonstrate that the 50% figure for affordable housing is workable, both by theoretical examples and by actual cases dealt with. Whilst we accept that this has been put forward in good faith, the underlying assumptions are not explained and if anything it demonstrates that the policy is not robust, particularly in terms of achieving a supply of social housing for rent.
- 7.4 A range of matters needs to be taken into account in determining what proportion of new housing development should be affordable. These include the desirability of aiming above the Structure Plan target to take account of such things as the potential for targets to be lower in parts of the sub-region further from Cambridge, the realistic demand as opposed to need and, in particular, the need to achieve a step change in the annual rate of housing completions. The last point brings into prominence the matter of economic viability. Much of this 'step change' will have to be secured through the major developments which are to be guided by the Area Action Plans. It will be for those Area Action Plans to consider whether there is a need to have different policies in place for those developments from those for the rest of the district. Where in our reports on the Area Action Plans we indicate a different policy approach, the policies of this document will not apply.
- 7.5 We reject "custom and practice" as a justification for seeking approximately 50% of dwellings as affordable. We are not satisfied that the few examples elsewhere are in fact sufficient to amount to custom and practice, or sufficient to demonstrate that such a level is reasonable anywhere, let alone in this district. This does not amount to an evidence base, but rather seems more a matter of setting a high aspirational target that may not be realistically achievable in most circumstances, and may have unwanted consequences in terms of delivery, design quality and sustainable communities.
- 7.6 The problem we face is that there is no adequate evidence base to justify any particular proportion of new housing which should be required to be affordable. Nevertheless, there is a clear need for a policy which provides certainty for developers as to the reasonable starting point for negotiations. Bearing in mind that the proposed changes to the emerging East of England Plan indicate an expectation that some 35% of housing should be affordable in the region generally, and that there is evidence that South Cambridgeshire has a greater need for affordable housing than some parts of the region, a figure above 35% might be justifiable. We

consider that there is also merit in seeking consistency with the policy in the Local Plan adopted in 2006 for Cambridge City, wherein there is also a very high need. That Plan seeks to negotiate 40% or more (but with different thresholds – an issue dealt with below). We conclude that this is the most reasonable formulation, which, in turn, requires some additional changes to the policy.

- 7.7 The formulation – 40% or more – provides a starting point for negotiation. The initial expectation will be for 40%, but it will also be possible for the Council to seek a higher figure where it can be justified. The policy already provides an element of flexibility, in its third paragraph, where account is to be taken of particular costs and other planning objectives. It is not entirely clear, although it is the Council's intention, that these words are meant to include questions about the viability of a development. We consider that this should be clearly spelt out. There are models being developed which will make judgements about viability more open and objective – here we have in mind the development of the Affordable Housing Toolkit by Three Dragons for Cambridgeshire Horizons referred to above, the Housing Corporation's developing assessment tool, the 'Grimley model', as well as the Knight Frank 'Land Trading Model' presented on behalf of Gallagher in respect of the development of Northstowe. Such models should enable sensible variations around the 40% to be negotiated on an objective basis, thus making the policy a positive tool for achieving the optimum level of affordable housing provision. Such tools may enable a future revision of the policy to be more effectively 'evidence based'. In the present circumstances, to make the policy clear and coherent and accord with national policy, there needs to be an explicit reference to viability in the policy.
- 7.8 The threshold for a requirement for an element of affordable housing is set in the policy at developments of two dwellings. The national indicative minimum site size threshold remains at 15 dwellings, as set out in PPS3. However, "Local Planning Authorities can set lower minimum thresholds, where viable and practicable, including in rural areas"². Much of future development in the district will be within the major developments provided for in the Council's Core Strategy, where any threshold will be irrelevant. But in this predominantly rural district there will continue to be small development sites, including windfalls, coming forward. Under the policies of the South Cambridgeshire Local Plan, adopted in 2004, the Council has operated a policy without a threshold for the provision of affordable housing (although with the requirement for 50% affordable, it amounted to a threshold of 2 dwellings) in settlements with populations of under 3,000. The operation of this policy provides evidence indicating that the two dwelling threshold can be expected to produce some element of affordable housing, albeit that this is more likely to be intermediate housing rather than rented. Furthermore, there is a justification for this being the most appropriate policy because we understand that there is a particular need in the rural settlements to provide for those who are unable to afford market housing, and that new affordable housing is likely to assist with the aim of making mixed and inclusive communities.
- 7.9 The Local Plan Policy provided a different threshold for settlements with a population above 3,000. This threshold was 10 dwellings (with 30% affordable as a starting point). However, it is the 'Rural Centres' (Core Strategy Policy ST/4) which generally have a population of at least 3,000, and these number just 5 settlements. These 5 settlements include the still

² Planning Policy Statement 3 – Housing, November 2006, paragraph 29.

developing new settlement of Cambourne, wherein new residential developments are likely to be above any sensible threshold until it attains the completion of its presently permitted limits. It was put to us by the Council that a more appropriate policy would be to apply the same threshold to these settlements as to the settlements with populations of under 3,000. This was on the basis of the extent of need, and that the policy would be negotiated taking full account of viability and the achievement of other planning objectives. Subject to the requirements of the policy to take account of economic viability (more clearly than the submitted document, as justified in paragraph 7.7 above) and other planning considerations, we consider that the low threshold is justified in the smaller centres as already provided for in the Local Plan, and that it is reasonable in all the circumstances of South Cambridgeshire to apply it also to the larger settlements with a population above 3,000.

- 7.10 Adopting 40% as a target, when the policy applies to developments of two dwellings or more, and what we understand is the Council's practice of rounding down the requirement, rather than rounding up, means that a development of two houses will not normally produce a contribution of affordable housing. There may also be other circumstances in small schemes where it is difficult for on-site provision to be made. This is already recognised in Policy HG/4, but that element does not sit comfortably in a policy which seeks to deal with circumstances where expected subsidy is no longer available in schemes which take a number of years to build out. We therefore recommend that the second element of Policy HG/4 be brought into Policy HG/3, together with its reasoned justification. The remaining part of HG/4 will enable the Council to seek a financial contribution to affordable housing in small scale developments, including those of two dwellings.
- 7.11 Policy HG/3 does not provide a specification for the mix to be achieved between social rented and intermediate housing, but paragraph 4.15 gives an indication that it is envisaged that the likely mix will be 60% social rented and 40% intermediate (although expressed as a percentage of all housing). It is said to be a starting point for negotiation. The basis for this appears to be partly historical – in the past the majority of affordable housing has been rented – and partly because recent research indicates continuing high levels of demand for affordable rented property. However, it is also the case that in recent years the need for intermediate housing has increased, and indeed the Council's Viability Report already referred to (RD/H/12) suggests that rather more intermediate housing than rented might be the outcome of current negotiations. We see no evidence base which supports any particular mix of affordable housing, and consider that the fourth element of the policy (subject to the changes we recommend below) is the correct approach, allowing for flexibility in changing circumstances. This needs no further elaboration in this DPD, although it might be developed in the Council's intended Supplementary Planning Document which will provide further guidance on the implementation of the policy. We see a role for such guidance underpinning a policy which has many detailed aspects, which include such matters as those touched upon above, together with cascade provisions, etc.
- 7.12 There is scope for confusion because there are two footnotes numbered 1 on the page with HG/3. This can be resolved by replacing the footnote 1 in the policy with an asterisk.
- 7.13 Paragraphs 4.10 and 4.11 set out, at some length, a definition of affordable housing. The recently published PPS3 sets out the governments' latest definition, with which soundness test iv requires the policy to be

consistent. All that is needed, we consider, is for the first part of Policy HG/3 to refer to the definition in PPS3: these two paragraphs can then be deleted.

- 7.14 There is also typographical error in paragraph 4.12 where Structure Plan Policy P9/2 is referred to. This reference should be to Policy P9/1.
- 7.15 In view of our recommendation under Main Matter 5 (ii), to delete policy ET/2, part 6 of policy HG/3 and paragraph 4.17 should also be deleted.
- 7.16 As submitted, Policy HG/3 is not sound on the basis of the tests of conformity: it is not founded on a robust and credible evidence base, lacks coherence and consistency with national policies, and is not reasonably flexible to deal with changing circumstances. However, the changes set out below will make it sound.

Action Needed to Achieve Soundness

- 7.17 Replace the text of Policy HG/3 and its reasoned justification as follows:**

POLICY HG/3 Affordable Housing

- 1. Proposals for housing developments will only be permitted if they provide an agreed mix of affordable housing, as defined in PPS3¹, to meet local needs.**
- 2. The amount of affordable housing sought will be 40% or more of the dwellings for which planning permission may be given on all sites of two or more dwellings. The occupation of such housing will be limited to people in housing need. It must be available over the long-term.**
- 3. Within individual developments, the proportion and type of affordable housing will be the subject of negotiation with applicants. Account will be taken of any particular costs associated with the development (eg site remediation, infrastructure provision) and other viability considerations, whether there are other planning objectives which need to be given priority, and the need to ensure balanced and sustainable communities.**
- 4. The appropriate mix in terms of housing tenures and house sizes of affordable housing within a development will be determined by local circumstances at the time of planning permission, including housing need, development costs, the availability of subsidy, and the achievement of mixed and balanced communities.**
- 5. In order to ensure sustainable communities, affordable housing will be distributed through the development in small groups or clusters. In exceptional circumstances, on smaller sites, the Council may accept financial contributions towards an element of off-site provision.**

¹National policy on affordable housing and its definition is set out in PPS3, and Policy HG/3 should be interpreted in accordance with that statement. It includes social rented housing and intermediate affordable housing, but excludes low-cost market housing which should be delivered as part of the overall housing mix.

4.10 The availability of housing that is affordable and accessible to those in need in South Cambridgeshire is a major and growing issue. Policy P9/1 of the Structure Plan states that 40% or more of the new housing in the sub-region will be affordable which will include Key Worker housing.

4.11 The South Cambridgeshire Housing Needs Survey 2002 identified that there was a backlog of housing need of 800 households. In addition, a further 1,047 households per annum are falling into housing need. It is also estimated that there will be a supply of affordable housing through re-lets of existing properties of 323 units per annum. Advice in the government's best practice guide for assessing net annual need for affordable housing is to spread the backlog over 5 years. The annual net affordable housing requirement for the period 2002-2007 is estimated at 884 units per annum. The Survey advises that the best practice guide methodology suggests a target for affordable housing of 66% of all new dwellings (assuming no minimum site size threshold). However, taking account of realistic levels of demand and commercial viability, a target of 40% is justifiable in South Cambridgeshire, or more where this can be achieved in negotiation.

4.12 The policy applies to all developments of two or more dwellings, whether allocations or windfall development. The mix in the types of affordable housing appropriate for an individual site, will be considered having regard to the nature of identified need at the time of planning permission (on a district-wide basis for the major developments, Rural Centres and Minor Rural Centres; and for other villages, in the individual village or the area it serves), the location and scale of the development, and the development economics of the site having regard to the overall infrastructure calls on the development.

4.13 Affordable housing should be of a high quality and integrated with market housing. In order to ensure sustainable communities, affordable housing will be distributed through the development in small groups or clusters, typically of 6 to 8 units. The appropriate size of affordable housing groups or clusters will vary depending on the scale of development.

4.14 In smaller developments, where individual units of affordable housing cannot reasonably be provided on the development site itself, it may be appropriate for a financial contribution towards off-site provision to be secured through Section 106 agreements. This approach will only be applicable to small sites where there may be difficulties over delivery or management of small numbers of affordable houses. Financial contributions will be secured towards the provision of affordable housing on other sites. It will not be appropriate for major developments to provide financial contributions in lieu of built provision, as on-site provision is a key part of creating a sustainable community. Where possible, the financial contributions secured through Section 106 agreements will be used to provide affordable housing in locations as close to the site as possible, either elsewhere within the same village or in nearby villages. However, as monies will be time limited, they may

need to be spent elsewhere in the South Cambridgeshire District Council area if no local scheme is sufficiently advanced.

4.15 A Supplementary Planning Document will be prepared to provide guidance on the application of affordable housing policy.

Main Matter 5: AFFORDABLE HOUSING (ii) ET/2

- 8.1 This section of the report continues to deal with affordable housing provision, but turns to Policy ET/2. This policy seeks a contribution to the supply of affordable housing from employment development proposals likely to have an impact on the demand for affordable housing in the Cambridge Sub-Region. In doing so, it picks up the point in Structure Plan policy P9/1 that "employment developments will also be expected to contribute towards affordable housing through developer contributions, in accordance with policy P9/8". Furthermore, the draft East of England Plan in paragraph 5.114, the supporting text to policy CSR2, states that "Employment development will also be expected to contribute towards affordable housing".
- 8.2 Policy ET/2 is virtually identical to a policy (Policy 5/6) of the adopted Cambridge Local Plan. It is intended by both Cambridge City Council and South Cambridgeshire District Council that a Supplementary Planning Document will be produced to clarify how the policy would operate.
- 8.3 However, the Secretary of State's Proposed Changes to the Regional Spatial Strategy (The East of England Plan), following the Panel report, show an intention to remove the reference to any expectation that employment development should contribute towards meeting the need for affordable housing. Whilst the RSS has not yet reached approval stage, this omission appears to be an indication of government disquiet at this line of policy. The question of structure plan policies to be saved in the RSS has been postponed pending further consultation, and it may be that the relevant structure plan policies will not be saved.
- 8.4 In these circumstances there is a particular need for convincing evidence that specific local circumstances justify the imposition of a requirement for employment development to provide affordable housing. The Council has supplied no such evidence, and for this reason alone the requirements of test vii of the tests of soundness are not met. Whilst we accept that the Housing Needs Survey demonstrates a high level of need for affordable housing, by itself this does not amount to a sound evidence base for this policy. There is no evidence to show what effect the operation of this policy might have on the economics of the provision of employment development, or the extent to which new employment proposals have an impact on the demand for affordable housing.
- 8.5 No doubt there would be a need for an explanatory Supplementary Planning Document if the policy is retained, because it is difficult to understand how the policy would operate from the material in the submitted Development Control Policies DPD. The preparation of supplementary material to explain how the policy would operate was anticipated at the time of the structure plan EIP but no progress appears to have been made in providing any explanation. We find that the wording of part two of the policy is not clear. The council have accepted that it could be better worded and have suggested alternative text. Nevertheless, there

is no explanation about how employment development proposals will be judged to have an impact on the demand for affordable housing, how a financial contribution would be worked out, or how it would be decided what quantity of affordable housing would be appropriate to be required on-site. This is a further deficiency in the evidence base.

- 8.6 We conclude that this policy is unsound since there is no adequate evidence base upon which it is founded, nor is it the most appropriate policy in all the circumstances. This has the effect of making part 6 of policy HG/3 unsound, and also part 1a of policy DP/3, both of which rely upon policy ET/2 (see our relevant recommendations above).

Action Needed to Achieve Soundness

8.7 The following changes are required to make the document sound:

- i) Delete Policy ET/2 and its supporting text.**

Main Matter 5: AFFORDABLE HOUSING (iii) HG/4, and HG/5.

Policy HG/4

- 9.1 We have already dealt with part 2 of Policy HG/4, taking it into Policy HG/3, since HG/4 is dealing with matters relating to subsidy, not to circumstances where a financial contribution for off-site provision may be acceptable. Also we have widened the scope of the policy to apply to small sites other than those mentioned in the existing reasoned justification, so as to enable provision to be achieved where it can be demonstrated that it cannot practicably be achieved on site, either because of the small number of dwellings or for reasons of viability or management.
- 9.2 The first part of policy HG/4 recognises that there are uncertainties over the future funding of affordable housing. Where the development continues over a number of years, the subsidy situation may change from that envisaged at the time of negotiation. We therefore agree that there is a need for this policy to enable a review of the affordable housing contribution to be carried out. However, to make sense, the policy should deal with the situation where new subsidy issues arise at the time of development, since the agreement at the time of planning permission will have been made in the light of the then known subsidy regime. It is therefore necessary in order to make the policy sound for the words "at the time of development" to be added after the words "where it can be demonstrated". Also for clarity it is necessary for the policy to include the words "where there is a considerable time lag between the grant of planning permission and implementation" in the first line after "In exceptional circumstances". Since the policy is dealing with development which will take place over a number of years, it is also necessary to allow for demonstrable changes in the viability of the scheme to be taken into account. This follows from the advice set out in paragraph 29 of PPS3 which emphasises the need to assess economic viability and risk to delivery.
- 9.3 We have already recommended that Part 2 of the policy be moved into Policy HG/3.

- 9.4 Paragraph 4.19 of the reasoned justification states that "a minimum level of provision of 40% will be required even in exceptional circumstances". We do not consider this to be a sound element of the document: since the policy is dealing with unforeseen circumstances, it is not right to make this stipulation irrespective of events. This sentence should be deleted. The council is intending to prepare a Supplementary Planning Document, and therefore for the sake of coherence this should be mentioned within this paragraph.

Policy HG/5

- 9.5 Except in one regard, Policy HG/5 applies the policy set out in PPS3, relating it to the specific circumstances of the district. The caveat is in connection with retaining affordable housing from this source in the long term. Policy HG/5 requires development within its scope to "provide affordable housing in the long term for those in housing need". PPS3 states clearly, in paragraph 30, that "Rural exception sites should only be used for affordable housing in perpetuity." This element of the policy is unsound on the basis of test iv, but can be made sound by a simple change of text, as we recommend.
- 9.6 Part of the reasoned justification set out below this policy, in paragraphs 4.25 to 4.29, deals with other matters under the heading 'Special Housing Needs'. This section deals with the elderly, and with gypsies, travellers and travelling show-people. Whilst it may be helpful to make a reference to specific needs which are not covered in the document's policies, we consider that it is unsound on the basis of test vi because it is not clear whether it is intended, in part, to be a statement of policy; and because it does not refer or follow logically from Policy HG/5. This text has been placed at the end of the various policies covering affordable housing, but there is no material connection between them. We have considered whether there is in fact a need for this text, and if so, where it would be best placed. Our conclusion is that it should be deleted. If the part relating to special needs of the elderly (in market housing) were to be retained, it would effectively have to be applied as policy. It therefore would not be appropriate to be left as reasoned justification, nor would it be within our powers to recommend a new policy which has not been consulted on as a policy of the document. With regard to the text referring to gypsies, travellers and travelling show-people, since there is a publicly announced intention to produce a separate development plan document, it is unnecessary and does not lead to concision. Nor have we found it possible to identify an appropriate place in the document where this text could logically be placed.

Action Needed to Achieve Soundness

9.7 The following changes are required to make the document sound:

- i) **Policy HG/4 Affordable Housing Subsidy and its reasoned justification should be reworded as follows:**

POLICY HG/4 Affordable Housing Subsidy

In exceptional circumstances, where there is a considerable time lag between the grant of planning permission and implementation, and where it can be demonstrated at the time of development that there are insurmountable subsidy issues or there are demonstrable changes to the viability of the development, the Council may

negotiate a lower proportion of built affordable housing units to be provided on site.

4.19 Given the uncertainties over the future funding of affordable housing, there is a need for an element of flexibility in order to achieve affordable housing to assist in meeting the assessed housing need. In exceptional circumstances, where there is a substantial time gap between the grant of planning permission and the commencement of development, and where there are insurmountable subsidy issues in relation to a particular site or there is a demonstrable change in the economic viability of the development, a lower proportion of built units on site could be appropriate. The detailed guidance on the operation of this policy will be set out in a Supplementary Planning Document.

- ii) Delete part two of Policy HG/4.**
- iii) Delete paragraphs 4.20 and 4.21.**
- iv) Part a of Policy HG/5 should be reworded as follows: "The development proposal includes secure arrangements for ensuring that all the dwellings within the scheme provide affordable housing in perpetuity for those in housing need."**
- v) Delete paragraphs 4.25 to 4.29 of the reasoned justification, together with the heading "SPECIAL HOUSING NEEDS".**

Main Matter 6: GENERAL EMPLOYMENT Objectives, ET/1, ET/3

Policy ET/1

- 10.1 The policy limits occupancy over the whole district and is fundamental to the strategy for the Cambridge Area required by the Structure Plan. Cambridge, as the sub regional centre, would remain the focus for regional offices that are exceptionally permitted. The long standing policy of selective management is district wide.
- 10.2 Although the Structure Plan states that the policy is not intended to cover the entire Cambridge Sub Region, the Sub Region is much larger than South Cambridgeshire District. We consider it sound that the policy covers the whole district. There are parts of the district remote from Cambridge closer to surrounding market towns but there is no evidence that these outlying parts of the district perform differently to those closer to the City.
- 10.3 There is no advantage in adding additional objectives since those suggested cover matters already included in chapters of the DPD. Most suggested changes to parts of ET/1 are in our view already covered in the plan. Duplication would make the document unsound.
- 10.4 Concern has been expressed about the words "in the national interest" contained in ET/1 c. Although contained in the Structure Plan, it is not reflected in the supporting text at paragraph 5.2. The Council has proposed for clarification the addition of 'or that can show a special need'.

However, we consider that the words 'that can show a special need' should be substituted for 'required in the national interest' as special needs would include local or national interests.

- 10.5 ET/1 Paragraph 1d excludes the phrase 'takes advantage of', in the third line, which is contained in Structure plan Policy P9/7 and in the Proposed Changes to the East of England Plan. These words should be included in preference to "contributes to"
- 10.6 There is inconsistency between ET/1c and NOTE 3. Delete 'Institute' and replace with 'Establishment' in the note.
- 10.7 Although we accept that research and development firms may have a need to incorporate office or production facilities, we do not consider it appropriate to attempt to create a percentage figure of total gross floor space which might be acceptable. This mix of uses would need to be determined on a site by site basis having regard to the primary use.
- 10.8 The restrictions by Use Class in the policy are sound, reflecting the Structure Plan, the Proposed Changes to the East of England and the adopted Cambridge Local Plan.
- 10.9 The policy provides sufficient flexibility to determine which firms require a Cambridge area location and it reflects the recently endorsed Cambridge City Local Plan policy, and would allow firms which support the high technology clusters to locate in the area
- 10.10 It has been put to the Examination that Northstowe should be excluded from Policy ET/1. However, any variation of policy applying to Northstowe will be set out in the Northstowe Area Action Plan.

Policy ET/3

- 10.11 Turning to Policy ET/3, the word 'medicine' is too restrictive in Clause 1 e. The Structure Plan recognises the healthcare teaching and research role of Addenbrooke's. For soundness we believe this should be reflected in Policy ET/3. The word 'medicine' should be replaced by 'healthcare, teaching and research'.
- 10.12 Paragraph 5.9 requires updating to reflect the strategic policy now in the adopted Core Strategy.

Action Needed to Achieve Soundness

10.13 The following changes are required to make the document sound:

- i) Replace "required in the national interest" with "that can show a special need" in Clause 1 c.**
- ii) Delete "contributes to" and replace with "takes advantage of" in the third and fourth lines of Policy ET/1, Clause 1 d.**
- iii) Delete "Institute" from the note 3 relating to 1c and replace with "Establishment".**
- iv) Replace "medicine" with "healthcare, teaching and research" in Clause 1 e of Policy ET/3.**

- v) **Revise the last sentence of paragraph 5.9 to read: "This is consistent with ~~Cambridgeshire and Peterborough Structure Plan 2003 policies P2/4 and P9/6, and Policy ST/8 of the Core Strategy DPD~~ which seeks to ensure sufficient employment land is available to enable further development of the high technology clusters."**

Main Matter 7: RURAL EMPLOYMENT ET/4, ET/5, ET/6, ET/7, ET/8

Policies ET/4 and ET/6

- 11.1 The aim of Policy ET/4 is to identify major established employment areas in the countryside, excluding those in the Green Belt. We consider it commendable and sound to recognise such important local employers in the countryside through a specific policy. Although no size criterion has been adopted, these are mainly research parks, business parks and smaller industrial estates comprising a number of different users and readily identifiable as industrial estates serving the rural area. What form of development would be 'appropriate' on these sites would be defined by other policies. Although concern has been expressed about the policy their main points about soundness are not the recognition of established employment sites as such, but that certain sites have not been included in the list in ET/4, or that the boundaries which have been defined are not reasonably drawn, or are too tightly drawn to allow for expansion.
- 11.2 As there is no identified shortage of employment land, and the RPG and the Core Strategy lay down a policy of generally restricting development in the countryside, there is no need for additional land to be allocated for employment use. Any proposals to expand existing established firms into open land should be dealt with on their own merits.
- 11.3 Lack of reference to MoD sites does not make the plan unsound. Such sites have no special status in planning policy.
- 11.4 Selective management of employment has been an important principle to preserve scarce employment land for some years. Reference to Policy ET/6 is sound as that policy covers all proposals for expansion, not just those outside of established employment areas.
- 11.5 Many of the rural employment sites are obviously previously developed land in active employment use with extensive buildings which would be considered for replacement under Policy ET/9 which provides some flexibility on increasing floor area. They may also be assessed under Policy ET/6 which allows expansion of existing firms 'next to or very close to a village.' We do not agree that this should be more clearly defined. These policies can only lay down criteria based on PPS7 and cannot cover every eventuality. Development or redevelopment at an individual site would be dealt with on its own merits having regard to the location of the site and the impact of the development in the countryside
- 11.6 We now turn to address individual sites which have been suggested for inclusion under this policy.
- 11.7 Spicers Ltd. From a site visit we consider that this large established employment site at Sawston is a major employment site. Its recognition as such in Policy ET/4 would be consistent with the approach adopted for

- similar sites in the district. New development would be assessed against criterion 3 of the policy to protect the countryside. The factory is on an 'island' site surrounded by Green Belt.
- 11.8 Beach Road, Cottenham This employment site consists of an isolated building, with a built up area of about 1ha and greenfield land to the rear. It does not form part of a recognisable employment area, and does not justify such designation.
- 11.9 Capital & Counties Properties UK Ltd Policy ET/4 does not apply to sites within the Green Belt. Therefore, this triangular area of land opposite the Fulbourn hospital could not be defined as an Established Employment Area under this policy. The future of the hospital site has been considered under Policy GB/4 and is also understood to be subject to representation in the Site Specific Policies DPD.
- 11.10 Dalehead Foods Ltd, Cambridge Road, Linton We find this to be a clearly identifiable and well established employment use on the main A1307 close to Linton. With a 3.2ha developed area it is a significant employer. Policy ET/4 is intended primarily to pick out major business parks and industrial estates of significant scale, mainly with multiple units and differing users. However, with some 500 employees Daleshead Foods is a major employer and a significant employment use which needs some recognition. We consider that for soundness it should be included within this policy.
- 11.11 Cambridge Research Park The extent of the Established Employment Areas are not based on ownership boundaries or to enable a significant increase in development in the countryside. At Cambridge Research Park the planning permission restricted development to the east of Beach Ditch, Landbeach, with land to the west of Beach Ditch reserved for wildlife and other outdoor uses. Although land to the west of Beach Ditch was part of the application site we do not consider this to be an area where employment development could take place without compromising the openness of the countryside. In our view the boundary on the Submission Proposals Map is sound.
- 11.12 Hexcel Composites Ltd, Hinxton Road, south of Duxford In defining employment sites, the Council has followed a similar approach to that taken in respect of MDSs in the Green Belt. This approach is intended to retain openness. However, it seems to us that both Sites A and B on the Huntsman/Hexcel site, which have been excluded from the employment site on the Proposals Map are an integral part of the established site and should be recognised as such. Site B is landlocked and surrounded by development, and Site A is inside the site defined by railway sidings not currently in use. In our view it would be illogical to impose countryside policies on either site and they should be included as part of the defined employment area. However, other open land which is not an integral part of the developed area of a site should not be included.
- 11.13 Buckingway Business Park Policy ET/4 recognises Established Employment Areas in the countryside, within which redevelopment and development may be permitted subject to compliance with other criteria. The policy does not purport to allocate sites for further employment development. It was concluded in the Core Strategy that in general further employment allocations are not required. However, the merits of an individual site for allocation will be assessed in the Site Specific DPD in respect of which representations have been lodged.
- 11.14 The Wellcome Trust, Genome Campus, Hinxton The areas of land put forward for inclusion are important to the open setting of the existing

buildings, where development should not be encouraged. The two sites are also outside the area within which planning permission has been granted, and they are not 'Established Employment Areas'.

11.15 Other Sites Although other employment sites have been proposed for inclusion within Established Employment Areas, these are sites where agricultural buildings have been converted through specific rural diversification policies and are not appropriate for inclusion under this policy.

11.16 Since this is an LDF document, it would be appropriate to substitute 'document' for 'plan' in the third line of Part 3 of Policy ET/4

Policy ET/5

11.17 This policy is sound. The Inspectors' Core Strategy Report at paragraph 5.10 stated "In regional policy rural centres and villages do not feature in the sequential approach to locating such (*employment*) uses. In the Structure Plan rural centres are not identified as strategic employment locations, but employment can be located in rural centres, where there is a need for new locations. There is not such a need in South Cambridgeshire". These conclusions are reflected in the adopted Core Strategy.

11.18 To ensure small scale development within Rural Centres, where there is no identifiable strategic employment need to be met, it is not unsound to provide a floor area figure by class, based on an employment figure.

11.19 To provide additional flexibility by allowing employment development on green field land outside of villages would be contrary to PPS7 to protect the countryside. It would not reflect Structure Plan Policies P1/3 and P2/2, reflected in DP/7 of this DPD, and would be unsound. Decisions on individual cases can be taken on their own merits, having regard to material considerations.

Policy ET/6

11.20 Permitting the expansion of firms onto adjoining land would undermine the strategy for restraint in the Cambridge Area and also open up the countryside to urban intrusion. This would be contrary to PPS7, the Core Strategy and other policies in this document. However, Part 2 defining an 'existing' industry seems to conflict with the encouragement given by criterion 1d in Policy ET/1 to the occupiers of new premises. Some new industries which have moved into existing premises for less than five years will contribute "to a greater range of local employment opportunities". The policy is too prescriptive in that it would be likely to penalise some small firms making a contribution to the local economy. The Council has suggested revised wording, which we accept, as set out in our recommendation. The reasoned justification at paragraph 5.17 requires consequential changes which we recommend.

Policy ET/7

11.21 The intention of this policy is to provide much needed protection of rural employment sites. This is based on local employment and rural sustainability which ensures that a scarce resource would not be lost to more profitable development and is sound.

11.22 We agree that criterion c of this policy could be amended as suggested, as this would provide greater protection for rural employment sites against loss; we recommend accordingly.

11.23 In our view to require only a six month marketing period would make the policy less sound. Rural employment sites which do not comply with criteria in 1 b and c should only be lost to other uses as a last resort. The policy ensures this.

Policy ET/8

11.24 This policy would control the conversion of rural buildings into employment use. Part 2 of Policy ET/8 is necessary to protect the countryside from further development, reflecting government advice in PPS7. It would not make the plan sound to repeat the biodiversity protection which is contained in the Natural Environment Chapter Policy NE/6 in this policy.

11.25 'Farm diversification' is not a use and reference to it should be deleted from paragraph 5.19.

Policy ET/10

11.26 This policy is sound. The supporting text to Policy ET/10 recognises PPS7 advice that support should be given to business uses that contribute to sustainable development when considering farm diversification. Policy ET/8 already deals with the conversion of rural buildings to employment use and does not require repeating.

Action Needed to Achieve Soundness

11.27 The following changes are required to make the document sound:

(i) Add k Spicers Ltd, Sawston to list in Part 2 of Policy ET/4 and include on Proposals Map in accordance with the boundary shown on the plan in Appendix C.

(ii) Add l Dalehead Foods Ltd, Cambridge Road, Linton to list in Criterion 2 of Policy ET/4 and include on Proposals Map in accordance with the boundary shown on the plan in Appendix C.

(iii) Revise the Proposals Map in respect of ET/4 2 h to include land within the established employment area of Huntman/Hexcel in accordance with the boundary shown on the plan in Appendix C.

(iv) Substitute 'document' for 'plan' in the third line of ET/4 Part 3.

(v) Revise ET/6 as follows:

Policy ET/6 Development for the Expansion of Firms

1 Development for the expansion of firms will be permitted that:

- (a) Meets the tests and is regulated by Policy ET/1; or**
- (b) Other existing firms for their own occupation and use.**

2. Expansion will be permitted:

a. Within village frameworks; or previously developed sites next to or very close to village frameworks (subject to provisions of ET/5);

b. Within Northstowe and Cambridge East;

c. Within Established Employment Areas in the Countryside listed in Policy ET/4.

3. Add to Part 2 (now 3) 'and within that time has maintained a viable business operation locally'.

4. Add to Part 3 (now 4) 'It will not be permitted if it would conflict with other policies of the Plan'.

5. Add Part 5. 'Other than expansion of firms subject to condition or legal agreement detailed by Policy ET/1, occupation will be limited for a period of 10 years after first occupation, by condition or legal agreement to persons, firms, companies or other organisations existing in the Cambridge Area.'

Add (as part of the Policy, before 'NOTE') 'Expansion means additions or alterations to an existing building, or physically related in terms of its siting and use, within the curtilage or immediately adjacent land.'

(vi) Revise paragraph 5.17 as follows:

"It is important that existing firms that do not meet the requirements of Policy ET/1 have the opportunity to expand and adapt for the continued success of the business, but this must be in appropriate circumstances. The scale of growth must not conflict with other policies in the plan, and must not result in an unsustainable level of development in a particular location. Firms seeking large scale expansion are encouraged to seek locations outside the Cambridge Area, for example in the surrounding market towns."

(vii) Add to criterion c of Policy ET/7 'and any alternative employment use would continue to generate similar environmental problems'.

(viii) Delete 'farm diversification' from the third sentence of paragraph 5.19

Main Matter 8: SERVICES Objectives SF/1, SF/2, SF/6

12.1 In Spatial Strategy Policy SS2 of the RSS, as proposed to be changed, it is stated that LDD's should include (among other matters) making suitable and timely provision for the needs of the health sector. Structure Plan Policy P6/2 clearly states that liaison should occur between LPAs and Local Strategic Partnerships to ensure that development with significant infrastructure investment can be integrated. SP Policy P9/8 complements this by stating that a comprehensive approach will be adopted to secure infrastructure needed to support the development strategy for the Cambridge Sub Region. Sources of funding and land holdings will be brought together within a co-ordinated infrastructure programme to be delivered by a partnership constituted by the local authorities and other key stakeholders. The programme will encompass: healthcare and other community facilities.

12.2 In our view the mental health facility at Fulbourn is such an important part of the infrastructure of the County that it should be specifically recognised in the DPD. However, even with this recognition it would still be necessary to also accept restrictions on a Green Belt site. Because of the nature of the site there are two ways this could happen, either by designating the site as a MDS in the Green Belt, as the Council has done, to be followed up with a development brief to clearly direct development in the future, or alternatively to include a Site Specific Policy in that DPD, which would identify the criteria to guide development, preferably by means of a Master Plan to be agreed between the health authority and the Council. There are representations to the Site Specific DPD to be determined. Meanwhile we consider specific recognition should be given to the health facility in the Services and Facilities objectives by including an additional objective. This objective should not just relate to South Cambridgeshire as this hospital is a strategic facility unrelated to the boundaries of the district. It is merely focussed on Fulbourn, which is the site for proposed improved mental health facilities. We set out an additional objective in our recommendation.

Policy SF/1

12.3 We consider that this policy is sound. In terms of provision on the ground, we see no reason to differentiate between public and privately owned services or facilities. This is not the place to set policy for new development in rural settlements. Part 2 c provides adequate flexibility to deal with economic viability.

Policy SF/2

12.4 This policy is clear: it does not cover retail development within Area Action Plans. There is no need to mention new settlements here.

Policy SF/3

12.5 The first part of this policy requires updating to reflect the strategic policy now in the adopted Core Strategy with a consequential change to paragraph 6.3.

Policy SF/4

12.6 The policy is sound. The sequential approach should not apply to village shops and Annex A to PPS6 does not include village centres.

Policy SF/6

12.7 If public art is to be an integral part of a planned major development it would need to be agreed at an early stage in the process. This is a district wide policy but there may be further detail included in Area Action Plans. We find the policy flexible enough for negotiation, with its reference to art, craft and design works. However, 'contributions', as such, may be unnecessary, as art work may be an integral part of a scheme. The policy would be clarified if the words "a contribution for" were deleted from Part 1 and an addition made to Part 4 by adding 'contributions and' before 'commuted maintenance sums...'. The percentages in the supporting text are merely guidance and do not form part of the policy.

12.8 There is no need to repeat national policy contained in PPG8 on telecommunications. The heading 'TELECOMMUNICATIONS' should be deleted along with paragraph 6.8. In any event, this paragraph is hardly reasoned justification to a policy dealing with 'public art'.

Action Needed to Achieve Soundness

12.9 The following changes are required to make the document sound:

- i) Add as an additional objective at SF/i "To ensure the provision of adequate health facilities, including mental health provision, in appropriate accommodation and locations to cater for the existing and proposed population of Cambridgeshire."**
- ii) Revise Part 1 of Policy SF/3 to read: "1. Retail development will only be permitted on land allocated for housing, employment or other uses, where it can be demonstrated that the effect of such a loss would not limit the range and quality of sites available for that particular use or the quantity of land required to meet Core Strategy Cambridgeshire and Peterborough Structure Plan 2003 requirements for housing and employment."**
- iii) Revise paragraph 6.3 to read: "It is necessary to resist retail development on land allocated for other forms of development in the LDF where this would result in there being a shortage in the range and quality of sites available for that particular use, or the quantity of land required to meet Core Strategy Cambridgeshire and Peterborough Structure Plan 2003 requirements."**
- iv) Delete "a contribution for" from Part 1 of Policy SF/6 and add to the beginning of Part 4 'Contributions and'.**
- v) Delete the heading 'TELECOMMUNICATIONS' and paragraph 6.8.**

Main Matter 9: RECREATION & OPEN SPACE SF/9, SF/10, SF/11, SF/12

Policy SF/9

- 13.1 The Council accepts that not all three criteria in Policy SF/9 need to be met. This should be clarified by the insertion of 'or' at the end of 1a and 1b.

Policy SF/10

- 13.2 PPG17 states that "local authorities will be justified in seeking planning obligations where the quality or quantity of provision is inadequate, or where new development increases local needs". We find Policy SF/10 sound in this respect. It also generally complies with advice in Circular 5/2005 (B18, B25) and PPS12. Part 3 should be simplified, avoiding repetition, to read 'Where appropriate, provision will involve all or some types of space...'. Policy cannot be relegated to an SPD as in Part 5. This should end at "in perpetuity."

- 13.3 Assessments for open space are made on a population base, as advocated in the Companion Guide to PPG17. The requirements created by employment development do not fall within the ambit of this policy. Built facilities, such as sports halls or swimming pools, will be dealt with in AAP's to seek appropriate provision for new communities.

- 13.4 In the light of our conclusion on Policy SF/11 below, "Strategic Open Space" should be deleted from the heading of this policy, as should the reference to it in Part 1.

Strategic Open Space...

Policy SF/11

- 13.5 This policy, as throughout this document, deals with the requirements district wide. Where there are different standards to be applied in the areas of major development, they will be set out in the Area Action Plans. PPG17 recommends local standards, and we consider that Part 1 of this policy is in general conformity with this advice, and is reasonably based on evidence.
- 13.6 However, Part 2, dealing with Strategic Open Space is not soundly supported. The basis for this standard is a calculation of the existing strategic open space (according to a particular definition) within the County. It was decided to adopt an approach which aimed to maintain the overall ratio of provision to population while improving accessibility to SOS, by encouraging its provision close to new development. The standard of 5.1 ha per 1000 population was developed reflecting current levels of provision (taking the identified amount of SOS in the county and dividing it by the 1999 population, then multiplying by 1000) and is intended to be directly related to the need generated by the population growth anticipated in the area. The methodology utilised makes no attempt to identify a particular requirement for a given population level, and does not truly assess whether the current provision is adequate or not. We note that other areas have widely differing levels of strategic open space provision, assuming that the same definitions have been rigorously applied, and again there is no sound evidence to suggest whether the other examples under or over provide. There is a failure on the basis of test vii.
- 13.7 We also have other concerns. Whilst in broad sustainability terms it might be appropriate to require SOS to be provided within a distance of 5 miles, the uses do not lend themselves to be arbitrarily located in this way. It was accepted from the User Survey that people would be happy to drive up to 15 miles to visit some elements of SOS. We are also concerned that the SOS definition does not include water. Water is included under the definition in PPG17. The Council has excluded open water because it does not provide a recreational facility that is accessible to all residents, but not all residents will have a wish to visit all types of open spaces and there may be restrictions on access to other areas such as nature reserves. There are other criticisms of the sites which have been included in the survey of existing SOS in the County and comparators, with which we have some sympathy. However, in the light of our recommendation on this policy there is no need for further detailed conclusions on this.
- 13.8 The supporting text allows for the enhancement of existing sites but this does not appear in the policy. The policy would seem to require an additional 5.1ha per 1000 population, without exception, yet the supporting text accepts that enhancement, which may not increase the total amount of SOS might be acceptable. This presumably accepts that 5.1 ha of new SOS per 1000 would not always be required. This also points to unsoundness on the basis of test vi.
- 13.9 It seems to us that a pro rata increase in SOS based on current levels of provision would on its own be a crude method of determining future needs and is not soundly evidence based. The fact that the ultimate population of the new town of Northstowe, with a site area of some 445 hectares, would require something in the order of 120 hectares of strategic open space, by

itself leads to the question of whether the standard is viable. The question of viability does not appear to have been adequately addressed. In our view there must be a limit to the amount of SOS provided. A formula related to a pro rata increase in population needs refining on the basis of, amongst other things, surveys which assess the percentage of population using this type of strategic facility.

- 13.10 Although we accept that considerable survey and joint working between local authorities in Cambridgeshire has been carried out we do not consider that the figure of 5.1 ha per 1000 population is justified. On the basis of the evidence supplied we are unable to insert a revised figure. Therefore the element of Policy SF/11 concerned with Strategic Open Space should be deleted. A new figure with full justification will be required at the review of this part of the document.
- 13.11 We do not consider that the term Green Infrastructure should be substituted for SOS in Policies SF/10 and SF/11. Green Infrastructure is a developing concept and SOS is only one element within it. Suggested text which recognised that a strategy based on Green Infrastructure "shall be further refined and developed by additional studies and consultation so that all aspects of it can be properly justified and a final Green Infrastructure Strategy prepared" is not text which could be inserted into a DPD justifying a policy as being soundly evidence based. However, this may be the way forward to be addressed in the review we have mentioned.
- 13.12 We recommend that Part 2 of Policy SF/11 be deleted together with its reasoned justification.

Policy SF/12

- 13.13 Policy SF/12 is soundly based in protecting the landscape and character of the River Cam corridor. The Cam Too Project is of limited status at this stage, such that it should not be included in this document.

Action Needed to Achieve Soundness

13.14 The following changes are required to make the document sound:

- i) Insert 'or' at the end of 1 a and 1 b in Policy SF/9.**
- ii) Delete 'Strategic Open Space from the heading and from Part 1 of Policy SF/10.**
- iii) Commence Part 3 of Policy SF/10 'Where appropriate, provision will involve all or some types of space...'**
- iv) Delete 'in accordance with the Recreation and Community Supplementary Planning Document' from Part 5 of Policy SF/10.**
- v) Correct the typing error at the beginning of line 5 in paragraph 6.15.**
- vi) Delete Part 2 of Policy SF/11 and Note 4 dealing with 'Strategic Open Space' and that heading and paragraphs 6.18 - 6.19 of the reasoned justification.**

Main Matter 10: ENERGY Objectives, NE/1, NE/2, NE/3

- 14.1 The phrase 'protect and enhance' in the objective NE/b is in accordance with government advice in PPS9. Since the objectives are aspirational it is reasonable to seek both protection and enhancement.
- 14.2 Climate change has become an important issue and is recognised as such in the Draft RSS and in government pronouncements. If it achieves a planning purpose there is no reason why policies dealing with climate change should not be included in a Plan. In fact policies dealing with CO2 emissions have been in Plans for some time. Although more onerous than present Building Regulations, which are likely to become even more stringent in the future, there is flexibility in Part 2.
- 14.3 Policy NE/1 reflects government commitments in accordance with the Kyoto Protocol and the draft RSS and will be in part implemented through a district wide Design Guide, to be adopted as a SPD. This would enable changing government guidance to be readily adopted. We consider the policy to be sound. Any specific requirements for major development areas will be set out in Area Action Plans. The second sentence of Part 1 is explanatory and should be in the reasoned justification. We see no need for paragraph 7.5 of the supporting text.
- 14.4 Policy NE/2 merely indicates that planning permission will be granted for proposals to generate energy from renewable sources; it does not impose a requirement on any particular form of development, or preclude a business plan. DP/3 makes it clear that requirements to be met will be appropriate to the nature and scale of the proposed use.
- 14.5 Policy NE/3 complies with paragraphs 1(iii) and 6, and paragraph 8 of PPS22. It does not specify how the renewable target would be met other than to say in paragraph 7.11 that it could take various forms. Each scheme will have particular characteristics and be subject to negotiation. Paragraph 7.11 reflects the study Delivering Renewable Energy in the Cambridge Sub Region carried out in 2004

Action Needed to Achieve Soundness

14.6 The following changes are required to make the document sound:

- i) Delete the second sentence of Part 1 of Policy NE/1 and insert it as part of the reasoned justification.**
- ii) Delete paragraph 7.5 from the reasoned justification.**

Main Matter 11 – LANDSCAPE & BIODIVERSITY NE/4, NE/5, NE/6, NE/7

The Policies covering landscape and biodiversity.
NE/4 and Policy NE/5

- 15.1 The areas of major development in the district are dealt with in Area Action Plans. It will be within the AAPs that a determination would be made whether the district wide policies should prevail or particular policies for the areas are necessary.

15.2 We accept that ideally all Countryside Enhancement Areas should be included within an LDF as envisaged by the Structure Plan. However, CEA's are at present still being identified. A number are in the Biodiversity Strategy and broadly relate to those shown in the SP at Figure 7.1. They are readily identifiable and have been subject to public consultation.

15.3 However, it is not clear to us how Policy NE/5 would be implemented. It assumes that all development would need to contribute in some unspecified way towards schemes of enhancement. We do not find this sound. It should be reworded as: 'Any development which would materially affect a Countryside Enhancement Area will be expected to mitigate its impact, or enhance the area, as part of the planning proposal.'

Policy NE/6

15.4 We consider that Policy NE/6 provides a flexible approach. For example it states in Part 1 "should aim to maintain, enhance, restore or add..." (there is a redundant 'and' in the sentence). It is in general conformity with the advice in PPS9, and we find it sound.

Policy NE/7

15.5 For consistency, 'unacceptable' should be inserted before 'adverse impact' in Part 1 of the policy. This would avoid conflict with Part 2 where the extent of impact is considered and mitigation measures are countenanced. Also the addition at 2 e which we recommend would have regard to weighting by referring to the status of the site.

15.6 Since Local Nature Reserves are recognised in PPS9, they should be mentioned in paragraph 7.29, 7.38 and 7.39 along with County Wildlife Sites, etc. The Council has suggested additions to the text with which we agree.

Action Needed to Achieve Soundness

15.7 The following changes are required to make the document sound:

- i) Reword Policy NE/5 to "Any development which would materially affect a Countryside Enhancement Area will be expected to mitigate its impact, or enhance the area, as part of the planning proposal."**
- ii) Delete 'and' from the first line of Part 1 of Policy NE/6.**
- iii) In part 1 of Policy NE/7, Insert 'unacceptable' before 'adverse impact'.**
- vi) Add as e. in part 2 of Policy NE/7 'The status and designation of the site'.**
- vii) In the final line of paragraph 7.29, insert 'Local Nature Reserves and' before 'County Wildlife Sites'.**
- viii) In paragraph 7.38, insert after the first sentence 'Local Nature Reserves (LNRs) are formally designated sites under the National Parks and Access to the Countryside Act, 1949. Section 21 of the Act gives local authorities the power to acquire, declare and manage nature reserves. In declaring an LNR a local authority accepts a commitment to manage the land as a nature reserve**

and to protect it from inappropriate use or development.'; and delete 'these' in the first line of the existing second sentence.

- ix) In the final sentence of paragraph 7.39, insert 'Local Nature Reserves,' after 'SSSI,'**

Main Matter 12: WATER AND OTHER NATURAL ENVIRONMENT NE/8, NE/9, NE/11, NE/13, NE/14, NE/15, NE/16, NE/19

Policy NE/8

- 16.1 This policy provides the opportunity to resist proposals which would put ground water supplies at risk. There are such supplies in the district, which are mentioned in the reasoned justification. For soundness, the locational reference should be included in the policy.

Policy NE/9

- 16.2 Policy NE/9 is sound in ensuring adequate infrastructure of water supply, sewage treatment or land drainage systems at the appropriate time. The policy as phrased enables the Council to ensure, where necessary, that infrastructure is in place before development is commenced or completed.
- 16.3 With regard to the Milton Wastewater Treatment Works, this will be a matter for Cambridgeshire County Council to consider as part of its Minerals and Waste DPD which is in course of preparation.

Policy NE/11

- 16.4 This policy repeats national policy as set out in PPS25, without any local addition or other justification. It can be made more concise, as we recommend. As a consequence, paragraphs 7.47 – 7.49 of the reasoned justification are unnecessary and should be deleted.
- 16.5 As South Cambridgeshire has undertaken its own Strategic Flood Risk Assessment we consider this should be reflected in the supporting text. Mention should also be made of modelling and other studies. The last sentence to paragraph 7.46 should be revised to 'The flood zones are regularly updated by the EA and the most up to date maps, including those from the South Cambridgeshire Flood Risk Assessment, modelling and other studies, will be relevant...'

Policy NE/12

- 16.6 This policy repeats national policy as set out in PPS25, without any local addition or other justification. The policy should be deleted, making the title a heading in the reasoned justification, and add it and the text of paragraphs 7.50 and 7.51 after paragraph 7.46. Paragraph 7.51 as written provides flexibility on future maintenance. Such maintenance would be in accordance with Circular 5/2005 and does not need to be repeated in the DPD.

Policy NE/13

- 16.7 In practical terms some form of water conservation should be possible on new development. However, its practicability would need to be considered

having regard to surface water run off. It would be preferable to amend the wording of the first sentence of Policy NE/13 as suggested by the Council to 'Development must incorporate all practicable water conservation measures'. Similarly, there would be greater clarity if, added to the second sentence after Strategy, were the words 'prior to the commencement of the development to demonstrate...'

Policy NE/15

16.8 We agree that the word unacceptable should be added to 1c of Policy NE/15.

Policy NE/16

16.9 The second sentence of NE/16 Part 3 relating to the Environmental Protection Act 1990, is not planning policy and should be deleted.

Policy NE/18

16.10 This policy repeats national policy as set out in PPS23, without any local addition or other justification. It and its reasoned justification should be deleted.

Action Needed to Achieve Soundness

16.11 The following changes are required to make the document sound:

- i) Add to Policy NE/8 'from the chalk aquifer to the south and east of Cambridge'.**
- ii) Amend Policy NE/11 to read: "In relation to flood risk, applications for planning permission will be judged against national policy (currently in PPS25)".**
- iii) Delete paragraphs 7.47 – 7.49.**
- iv) Revise the last sentence of paragraph 7.46 as follows: 'The flood zones are regularly updated by the EA and the most up to date maps, including those from the South Cambridgeshire Flood Risk Assessment, modelling and other studies, will be relevant...'**
- v) Delete Policy NE/12. Make the title a heading in the reasoned justification, and add it and the text of paragraphs 7.50 and 7.51 after paragraph 7.46.**
- vi) Amend Policy NE/13 by rewording the first sentence to 'Development must incorporate all practicable water conservation measures'; add to the second sentence after "Strategy," 'prior to the commencement of the development to demonstrate...'**
- vii) Include the word 'unacceptable' before 'adverse' in Policy NE/15 at 1c.**
- viii) Delete the second sentence of Policy NE/16 Part 3.**
- ix) Delete Policy NE/18 and its reasoned justification.**

(Note the point about the Council's responsibility for the Proposals Map in paragraph 16.4 above.)

Main Matter 13: CULTURE Objectives, CH/1, CH/2, CH/3, CH/5, CH/11

Objective CH/d

- 17.1 The objective and overall duty of the Council is to ensure the preservation and enhancement of Conservation Areas. The objective is in accordance with PPG15 and is sound.

Policy CH/1

- 17.2 PPG15 encourages planning authorities to adopt policies to protect the wider historic landscape. The Cambridgeshire Historic Landscape Database, developed by the County Council provides a tool in identifying historic landscapes, as does English Heritage's Register of Parks and Gardens of Special Interest (already on the Proposals Map). The Council will also produce a Supplementary Planning Document after appropriate consultation. The policy is sound.

Policy CH/2

- 17.3 This policy repeats national policy as set out in PPG16, without any local addition or other justification. It can be made more concise, as we recommend. As a consequence, paragraphs 8.4 – 8.6 of the reasoned justification are unnecessary and should be deleted.

Policy CH/3

- 17.4 To the extent that the policy refers to PPG15 without repeating it, the Council's approach is satisfactory. The policy also carries a presumption in favour of local materials and details, giving it a local dimension. However, by defining part of the policy as being contained in Supplementary Planning Documents, the policy is not sound. To remedy this it is necessary to delete the phrase 'together with local policies set out in SPD'. Paragraph 8.13 of the reasoned justification refers to the SPD to be prepared, and this is sufficient in that regard.

Policy CH/5

- 17.5 Our remarks with regard to Policy CH/3 apply here. The Policy includes a reference to national guidance, and then refers to the local matters which will guide development control decisions: mentioning a specific national planning policy document in a policy does not make the policy unsound. However, the policy again relegates policy to an SPD: the inclusion of the reference in the policy to SPD is unsound and should be removed.
- 17.6 As to paragraph 8.15 of the supporting text, the Council has a rolling programme of Conservation Area Appraisals, and we understand that these include an appraisal for Fulbourn Conservation Area in June 2007. This is not a matter for this DPD.

CH/10

- 17.7 We consider this policy sound. This area at Linton is isolated from the main village and would not be a sustainable location for housing development, even on previously developed land.

Policy CH/11

- 17.8 This policy deals with the Imperial War Museum, Duxford, which the Council accepts is a special case and this is written into the policy. It seems to us that it is succinct and deals with the appropriate planning

consideration at the site. However, we accept that criterion a needs updating to "a museum of aviation and modern conflict"

Action Needed to Achieve Soundness

17.9 The following changes are required to make the document sound:

- i) Change Policy CH/2 to read "Archaeological sites will be protected in accordance with national policy (currently PPG16)";**
- ii) Delete paragraphs 8.4 – 8.6 of its reasoned justification.**
- iii) Delete 'together with the local policies set out in Supplementary Planning Documents' from Policy CH/3.**
- iv) Delete 'together with the local policies set out in Supplementary Planning Documents' from Policy CH/5.**
- v) Update Policy CH/11 a by revising the description to 'a museum of aviation and modern conflict'.**

Main Matter 14: TRAVEL Objectives, TR/1, TR/2, TR/3, TR/6

Objectives

18.1 We consider that the Objectives are generally sound, relating as they do to district wide considerations. We do, however, see a benefit in combining TR/b and TR/c as suggested by the Council.

Policy TR/1

18.2 Reading this policy as a whole, we consider that it provides a sound basis for seeking to ensure that development is undertaken in a way which plans for more sustainable travel. Travel Plans should not be referred to here as they are referred to in Policy TR/3. Paragraph 9.4 of the reasoned justification needs updating to reflect the adopted Core Strategy.

18.3 There is, however, unnecessary cross referencing to other policies. As with earlier policies in the document, this cross referencing should be deleted.

Policy TR/2

18.4 We consider that this policy and the standards set out in Appendix 1 of the document are in accord with guidance, and are sound. However, Paragraph 9.4 requires updating to reflect the strategic policy now in the adopted Core Strategy.

Policy TR/3

18.5 This policy is soundly based. There is no need to refer to elements of policy set out within Circular 05/2005. Therefore it is not necessary to add 'where appropriate'. As to 'major development', we have addressed the definition at paragraph 3.7 above. The footnote to the policy leads to the definition as set out in paragraph 2.5 of the document.

Policy TR/6

18.6 This policy sets down those matters to be considered in assessing planning applications for aviation related development and includes the economic

and employment advantages likely to accrue to the site. The listed criteria overall are reasonable and the policy is sound.

Action Needed to Achieve Soundness

18.7 The following changes are required to make the document sound:

- i) Combine TR/b with TR/c as follows: "To reduce the need to travel, and where travel is unavoidable, to increase the use of sustainable modes."**
- ii) In part 2c of Policy TR/1, delete 'set out in Policy TR/2'.**
- iii) In part 2d of Policy TR/1, delete 'in accordance with Policy TR/4'.**
- iv) In part 2e of Policy TR/1, delete 'in accordance with Policy TR/2'.**
- v) Add an additional sentence before the final sentence of paragraph 9.4: "This is reflected in objective ST/b of the Core Strategy DPD."**

Main Matter 15: MONITORING M/1

19.1 Policy ST/11 of the Core Strategy will ensure a continuous and appropriate supply of housing. It does not need to be mentioned here. This policy is sound. However, paragraph 10.3 refers to Core Strategy Policy ST/2: this is now Policy ST/3 in the adopted DPD. The correction should be made. Also the reference to Structure Plan policy is now superfluous and should be deleted. For similar reasons, there is a need to update indicator CO1d in Table 1: Core and Local Output Indicators to make reference to ST/8 in columns 5 and 6, and to remove the Structure Plan guidelines reference in column 6. Other corrections to Table 1 are needed to reflect changes required elsewhere in this report and the content of the adopted Core Strategy DPD.

Action Needed to Achieve Soundness

19.2 The following changes are required to make the document sound:

- i) Delete Policy 'ST/2' in line 1 of paragraph 10.3 and replace with 'ST/3', and delete "in accordance with Structure Plan Policy P5/2" in line 3.**
- ii) Modify Table 1: Core and Local Output Indicators as follows:**

CO1d – Employment Land Supply...

Change "Cambridgeshire Structure Plan 2003" to "Core Strategy DPD".

CO2d – Affordable Housing Completions

Change "Approximately 50%" to "40% or more".

LOA2 – Mix of Affordable Housing

Change target to "No specific target – the mix of affordable housing will depend on the local circumstances at the time of the planning permission, as set out in HG/3."

LOA4 – Number of Gypsy and Travelling Showpeople...

Change references to "Travelling Showpeople" to "Traveller", to reflect the name of the Council's Gypsy and Traveller DPD.

LOA1 – Market Housing Mix

Add "In developments of up to 10 dwellings market properties should provide:"

Change "50%" to "40%".

LOB1 – Open Space/Outdoor Recreation Land...

Change reference from policy "SF/13" to policy "SF/10" / "SF/11".

LOE1 – Average Size of Housing Developments in...

Change "maximum development size of 25 dwellings" to "indicative maximum scheme size of 30 dwellings".

Change "'maximum development size of 8 dwellings" to "indicative maximum scheme size of 8 dwellings".

Change "Maximum development size of 2 dwellings (or exceptionally up to 8 dwellings)" to "Not more than 2 dwellings (indicative size) (or exceptionally up to 8 dwellings)".

Other matters

20.1 We suggested during the hearings that it would be desirable to expand the Glossary to this document. The Council has responded to our suggestion, and we recommend that the Glossary be amended as shown in our recommendation below, and that a reference to the Glossary be placed within the Introduction to guide readers at the outset to the place where technical and other terms are explained. We have already added this addition in our recommendation for the Introduction under Main Matter 1 above.

20.2 The Council should renumber sections, policies and paragraphs as necessary following the recommendations in this report.

Action Needed

20.3 The following changes should be made:

- i) Amend the Glossary to this document as set out in Appendix B.**
- ii) The Council should renumber sections, policies and paragraphs as necessary following the above recommendations, together with the Contents table and the Index of Policies.**

Overall conclusions

21.1 Test vi requires coherence and consistency between and within development plan documents prepared by the authority and by neighbouring

authorities, where cross boundary issues are relevant. It should be obvious from this report that we have assessed coherence and consistency between this DPD and the Core Strategy and the Northstowe AAP. However, this test does not lend itself to frequent repetitive reference to it when dealing with the individual policies of the document: for the avoidance of doubt we confirm that this test has been met throughout, subject to our recommendations.

21.2 We therefore conclude that, with the changes which we recommend, the Development Control Policies DPD satisfies the requirements of s20(5)(a) of the 2004 Act and the associated Regulations, and is sound in the context of s20(5)b of the 2004 Act.

*Cliff Hughes
Terry Kemmann-Lane
Eric Searle*

Inspectors

APPENDIX A: NEW TEXT FOR THE INTRODUCTION

1. INTRODUCTION TO THE SOUTH CAMBRIDGESHIRE LDF

1.1 The Local Development Framework (LDF) for South Cambridgeshire will replace the existing Local Plan which was adopted in February 2004. It is being prepared under the new government legislation for development plans. The LDF comprises a number of Development Plan Documents (DPDs) that set out policies and proposals for the development and use of land in the district, the first DPDs cover the period to 2016. The LDF includes a vision for the future of South Cambridgeshire and objectives and targets, which developments must meet to secure that vision. Once adopted, planning applications and other decisions will be made in accordance with it.

1.2 The Local Development Framework:

- Takes account of national, regional and strategic planning policies;
- Identifies sites for, and requirements of, major development;
- Provides the framework of policies for assessing all planning applications;
- Enables infrastructure and service providers to bring forward their services when needed by new development;
- Enables the public to be fully involved in developing local policies and proposals.

1.3 The Local Development Framework forms part of the Development Plan for South Cambridgeshire. The Development Plan is made up of those plans which have been statutorily adopted and which cover the District. The composition of the current development plan is set out in the Council's Local Development Scheme. This document sets out how the Council will move from the previous to the current development plans system, and lists which local development documents are to be produced and when.

1.4 The East of England Regional Spatial Strategy will replace the Cambridgeshire and Peterborough Structure Plan when it is published in its final form by the Secretary of State. A number of Structure Plan policies will be 'saved', and remain valid until at least 28 September 2007, under the transitional provisions of the Planning and Compulsory Purchase Act 2004. Whilst under the terms of the new plan making system the LDF must be in general conformity with RPG6, in the circumstances of the Cambridge Area it is also appropriate and consistent for the LDF to have regard to the policy requirements of the Structure Plan

CONTEXT

1.5 South Cambridgeshire is located centrally in the East of England region at the crossroads of the M11 / A14 roads and with direct rail access to London and to Stansted Airport. It is a largely rural district which surrounds the city of Cambridge and comprises over 100 villages, none currently larger than 8,000 persons. It is surrounded by a ring of market towns just beyond its borders, which are generally 10–15 miles from Cambridge. Together, Cambridge, South Cambridgeshire and the Market Towns form the Cambridge Sub-Region. South Cambridgeshire has long been a fast growing district and in 2003 had a population of over 130,000 persons (bigger than Cambridge itself) and has become home to many of the clusters of high technology research and development in the Cambridge Sub-Region.

1.6 The regional context is set out in the Regional Planning Guidance for East Anglia (RPG6) which was approved in November 2000. It aims to focus a higher proportion of Cambridgeshire's growth into the Cambridge Sub-Region and proposes a sequential approach to the planning of development, with much of the development concentrated into and on the edge of Cambridge (subject to a review of the Cambridge Green Belt), including development in South Cambridgeshire, and into a new town beyond the outer boundary of the Green Belt.

1.7 The LDF will enable the step change in growth required in the Regional Spatial Strategy and Structure Plan, particularly in the rate of housing development. South Cambridgeshire will be experiencing an almost 40% increase in housing development between 1999 and 2016. In the past much of the housing development in the Cambridge area has been directed to the villages and towns beyond the city. Whilst there has been employment growth elsewhere, Cambridge has remained the dominant centre of employment. As demand has outstripped the supply of housing close to Cambridge, people have located further from Cambridge increasing commuter flows through the District. Most of the new development in the District (on sites not yet committed) will in future take place on the edge of Cambridge and in a new town near to Longstanton and Oakington, named Northstowe.

1.8 The national context is set out in Planning Policy Statements (the replacement to Planning Policy Guidance Notes), Circulars and other advice from Government. Whilst some of those national policies will require local interpretation, a great number do not. The Local Development Framework will not repeat that advice which must also be taken into account in determining planning applications.

COMMUNITY STRATEGY

1.10 The Local Development Framework will be a key mechanism for delivering the South Cambridgeshire Community Strategy. All local authorities are required by the Local Government Act 2000 to "prepare a community strategy for promoting the economic, environmental and social

well-being of their areas and contributing to the achievement of sustainable development in the UK.”

1.11 The Strategy is the result of a partnership between the District and County Councils, working with the health services, the police, parish councils, the business and voluntary sector. These groups have come together in the South Cambridgeshire Strategic Partnership to produce the Community Strategy. The Local Strategic Partnership will continue to develop a joint approach to the important issues, whenever possible, and will oversee the delivery of the Strategy. The Local Development Framework will be important in securing those parts of the Community Strategy which involve the development, or use of land and buildings.

1.12 The Community Strategy's vision is split into 6 aims as set out below:

- ACTIVE, SAFE AND HEALTHY COMMUNITIES where residents can play a full part in community life, with a structure of thriving voluntary and community organisations.
- BUILDING SUCCESSFUL NEW COMMUNITIES where large-scale developments have created attractive places with their own identity, supported by a range of quality services.
- A PROSPEROUS DISTRICT where jobs, skills and learning are developed and sustained to benefit everyone.
- GOOD ACCESS TO SERVICES for all sections of the community, including older people, children and families, through better transport links and improved local services.
- QUALITY HOMES FOR ALL with new affordable homes developed to meet local needs and assistance provided for those needing help.
- A HIGH QUALITY ENVIRONMENT with better access to a more biodiverse countryside, which is protected and improved, and sustainable measures implemented, minimising waste and tackling climate change.

1.12 The Community Strategy is reviewed regularly and includes actions for the following 3 year period which focus on meeting key aspects of the vision taking priority at the time and reflecting potential opportunities. Some of these will relate to district wide policies contained in the LDF, including issues such as affordable housing. Others will relate to the major developments in the district, which are addressed in planning terms in Area Action Plans, and which are a key priority for many of the stakeholders and service providers involved in the Local Strategic Partnership.

RELATIONSHIP WITH OTHER PLANS AND STRATEGIES

1.13 The Council has consulted all key stakeholders at three stages in the preparation of the DPDs and it is for them to advise the Council how their own strategies affect the South Cambs LDF. Where such information has been received, this has been taken into account in preparing the DPDs. Where organisations did not advise the Council of their delivery plans, it will be for Cambridgeshire Horizons, as the delivery vehicle for the Cambridge Sub-Region, to draw together the delivery plans for all aspects of the major developments as part of the negotiations on the planning obligations agreements.

CORNERSTONE OF SUSTAINABILITY

1.14 The LDF aims to improve the overall quality of life for residents of South Cambridgeshire in a way which will also benefit future generations. Taking a sustainable approach to economic, social and environmental issues will be at the heart of the plan and will be closely related to the national strategy for sustainable development which has four objectives:

- Social progress which recognises the needs of everyone;
- Effective protection and enhancement of the environment;
- Prudent use of natural resources; and
- Maintenance of high and stable levels of economic growth and employment.

1.15 European Directive 2001/42/EC requires an 'environmental assessment' of plans and programmes prepared by public authorities that are likely to have a significant effect upon the environment. This process is commonly known as 'strategic environmental assessment' (SEA), and covers relevant plans and programmes whose formal preparation begins after 21 July 2004. Among the documents to which this requirement will apply are land use plans that cover a wide area, such as the LDF.

1.16 The Planning and Compulsory Purchase Act 2004 requires a Sustainability Appraisal (SA) of all emerging Development Plan Documents and Supplementary Planning Documents. As the draft guidance explaining this requirement makes clear, SA and SEA are similar processes that involve a comparable series of steps. If there is a difference between them, it lies in the fact that SEA focuses on environmental effects whereas SA is concerned with the full range of environmental, social and economic matters.

1.17 A Sustainability Appraisal Scoping Report has been prepared, and been the subject of public participation. This highlights economic, social and environmental issues relevant to the area, and objectives to test the LDF against. A Sustainability Report, incorporating an 'Environmental Report' has been prepared to accompany each DPD.

1.18 A further requirement comes from the Habitats Directive (Council Directive 92/43/EEC) which requires Assessment of plans or projects

affecting Natura 2000 sites. Natura 2000 is a Europe-wide network of sites of international importance for nature conservation. Ramsar sites support internationally important wetland habitats, and are also included in the Assessment in line with Government policy in PPS9. The DPD has been subject to a Screening Assessment which identifies the likely impacts of the DPD on a Natura 2000 site or Ramsar site, either alone or in combination with other projects or plans, and considers whether these impacts are likely to be significant. The sites assessed have been agreed with Natural England and include those within and outside the district where assessment is required because of their proximity to South Cambridgeshire and / or the nature of their conservation interest. The Assessment objectively concluded that the DPD is not likely to have any significant effects on any Natura 2000 or Ramsar sites. There is therefore no requirement to proceed to the next stage of an Appropriate Assessment.

COMMUNITY INVOLVEMENT

1.19 The Development Control Policies DPD has been prepared following a programme of consultation and public participation. Consultation with the community on the future planning of South Cambridgeshire began at the end of 2001 with the publication of an Issues Report. In April 2004 the Council carried out an initial consultation with statutory bodies, as required under the new system of plan making, to ensure that it was aware at an early stage of any programmes and plans that would affect the LDF. This was followed in October 2004 by consultation on issues and options, which gave people the opportunity to comment on how the local planning authority should approach the preparation of a particular development plan document. The Issues and Options Reports focused on key issues for the DPDs and issues where there were choices to be made on the policy direction. A Preferred Options Report (pre-submission draft) of the DPD was published in June 2005 and was subject to a six-week long public participation period, allowing people to make representations to be considered by the Council.

1.20 The DPD was then submitted to the Secretary of State in January 2006, and made available for a further six-week consultation period. Representations received were considered at an independent Examination, conducted by Inspectors appointed by the Secretary of State to consider the "soundness" of the plan. The independent Inspector subsequently produced a report, which was binding on the Council. Further information on the plan preparation process can be found on the Council's website: www.scams.gov.uk.

1.21 The policies in this document apply district wide. That means that they will govern development in the areas of major change, covered by separate Area Action Plan documents, except where those documents include a policy or policies which vary the requirements. In the latter case, the policies of the AAP will take precedence within the area covered by that document.

1.22 A Glossary of Technical and Other Terms is to be found at the back of this document.

APPENDIX B: REVISED TEXT FOR GLOSSARY

	Above Ordnance Datum	The Ordnance Datum is the mean sea level at Newlyn in Cornwall calculated between 1915 and 1921, taken as a reference point for the height data on Ordnance Survey maps.
	Affordable Housing	A wide variety of types and tenures of housing where the common feature is that it is subsidised in some way to make it affordable to those who cannot afford a home on the open market.
AMR	Annual Monitoring Report	An annual report monitoring the LDF's performance against a number of national and local indicators.
AAP	Area Action Plan	A Development Plan Document setting out policy and proposals for a specific area.
	Biodiversity	Biodiversity is a term used to describe the richness of the living environment around us. It is the variety of life in all its forms, including richness of species, complexity of ecosystems and genetic variation.
BAP	Biodiversity Action Plan	Encouraging a wide range of fauna and flora in a locality.
	Biophysical	Biophysics is an interdisciplinary field which applies techniques from the physical sciences to understanding biological structure and function. The subject lies at the borders of biology, physics, chemistry, mathematics, engineering, genetics, physiology and medicine.
	Biotechnology	The application of science and engineering to the direct or indirect use of living organisms, or parts or products of living organisms, in their natural or modified forms.
	Brownfield land	Previously developed land (PDL) which is or was occupied by a permanent structure (excluding agricultural or forestry buildings), and associated with fixed surface infrastructure. The definition covers the curtilage of development. Previously developed land can occur in both urban and rural settings. The precise definition can be found in PPS3.
	Building Regulations	Building Regulations ensure the health and safety of people in and around buildings by providing functional requirements for building design and construction. They also promote energy efficiency in buildings and contribute to meeting the needs of disabled people. Builders and

		developers are required by law to obtain building control approval - an independent check that the Building Regulations have been complied with. There are two types of building control providers - the Local Authority and Approved Inspectors.
BIS	Bus Information Strategy	Part of the Local Transport Plan.
	Cambridge Area	The area covered by Cambridge City Council and South Cambridgeshire District Council.
	Cambridgeshire and Peterborough Structure Plan	Statutory plan that sets out broad development requirements in the County to 2016 (Prepared by the County Council).
CGB	Cambridgeshire Guided Busway	Proposed bus-based Rapid Transit System to operate along the former St. Ives railway line. See Rapid Transit System.
	Cambridgeshire Horizons	Cambridgeshire Horizons is the local delivery vehicle established by the Cambridgeshire local authorities to drive forward the development of new communities and infrastructure in the Cambridge Sub-Region in a sustainable way, in accordance with the approved planning policies.
	Cambridge Sub-Region	Comprises Cambridge, South Cambridgeshire and the Market Towns.
	Car Pooling	Shared use of a car(s) by a group of people.
CiWS	City Wildlife Site	Sites designated of particular local importance for nature conservation by Cambridge City Council and the Wildlife Trust.
	Climate Proofing	Climate proofing aims to ensure buildings and associated infrastructure are capable of enduring the future impacts of climate change, for example minimising risk of flooding, minimising risk of subsidence, installing water saving measures and devices, and using materials that have low / zero CO ₂ and green house gas emissions.
	Cluster	Clusters are defined as concentrations of companies in related activities, specialised suppliers, service providers and institutions, which are co-operating, collaborating and competing to build competitive advantage often across sector boundaries (EEDA Regional Economic Strategy 2001). Clusters may be concentrated in a particular location or linked locations.
CPZ	Controlled Parking Zone	An area in which special parking controls are applied.
	Community facilities	Facilities, which help meet the varied needs of the residents for health, educational and public

		services as well as social, cultural and religious activities.
	Community Strategy	Strategy for promoting the economic, environmental and social well-being of the area and contributing to the achievement of District Wide sustainable development.
	Comparison shopping	Goods that are purchased occasionally and for longer term use, such as electrical goods, clothing, household goods, books, jewellery, furniture etc. which consumers will compare before making a choice.
	Concept Plan	Shows in diagrammatic form the structure and the distribution of the main land uses and their inter-relationships within the new development.
	Conservation Area	Areas identified by the Council, which have 'special architectural or historic interest', which makes them worth protecting and improving.
	Conservation Area Appraisals	Produced by the Council covering various Conservation Areas within the district. The appraisals define the special character and evolve guidelines for development and enhancement schemes.
	Considerate Contractors Scheme	Requires that all contractors, sub contractors, suppliers and others working on a project minimise disturbance on neighbouring uses.
	Convenience shopping	Goods that are purchased regularly and for immediate consumption, such as foods, drink, groceries, confectionary, tobacco, newspapers for which convenience is a prime consideration.
	Core Strategy	An element of planning policy within the LDF.
	Countryside Enhancement Areas	Areas that have potential for undisturbed enjoyment of the countryside and for their landscapes and habitats to be significantly enhanced.
	Country Park	An area of countryside which is landscaped and managed for informal recreation and includes some visitor facilities such as car parking, toilets and an interpretation centre.
CWS	County Wildlife Site	Sites identified as being of particular local importance for nature conservation at county, rather than at national level
	Definitive Map	A legal record of the public's rights of way. The maps are produced by the Local Authority (Cambridgeshire County Council). Note there may be additional rights over land, which have not yet been recorded on the map or there may be rights, which are incorrectly recorded on the map.

	Design and Access Statement	A statement submitted alongside a planning application by the applicant to demonstrate that: <ul style="list-style-type: none"> proper consideration has been given to the impact of the proposal and account taken of all relevant factors in the design and landscaping of the scheme development will be accessible to everybody regardless of age, gender or disability.
	Design Code	Will guide the nature, scale and form of new development.
	Design Guide	Identifies the particular character of an area and sets out the general principles for good design.
	Development Brief	Describes how proposals for a site will be implemented.
	Development Framework	Line on the Proposals Map defining where policies for the built-up areas of settlements give way to policies for the countryside.
DPD	Development Plan Document	Statutory document having been through Independent Examination.
dph	Dwellings per hectare	30 dph is the national indicative minimum, as set out in PPS3: Housing.
EEDA	East of England Development Agency	
EERA	East of England Regional Assembly	
EA	Environment Agency	
EIA	Environmental Impact Assessment	Considers the potential environmental effects of land use change, enabling decisions on land use change to be taken with full knowledge of the likely environmental consequences.
EiP	Examination in Public	Inquiry led by an independent Planning Inspector into proposals for and objections to LDDs.
	Farm diversification	Where a farm diversifies into non-agricultural activities.
FRA	Flood Risk Assessment	An assessment of impact of development on flooding, including the run-off implications of proposals.
	Flood Zones	Zones identified by the Environment Agency to indicate the risk of flooding.
GPDO	General Permitted Development Order	Provides permitted development rights which allow certain types of development to proceed without the need for a planning application.
	Good local public transport service	Minimum service frequencies of every 30 minutes during the day, hourly in the evenings and on Saturdays. Every 2 hours or better on Sundays.
GO-East	Government Office for the Eastern Region	

	Grampian condition	Planning condition restricting development unless and until an event had occurred which was not within the power of the applicant to bring about. (Grampian Regional Council v. Aberdeen DC (1984) JPL 590 H.L).
	Green Corridor	Areas of open land which penetrate into an urban area for amenity and recreation.
	Green Belt	A statutory designation made for the purposes of: checking the unrestricted sprawl of large built-up areas, preventing neighbouring towns from merging into each other, assisting in safeguarding the countryside from encroachment, preserving the setting and special character of historic towns and assisting in urban regeneration by encouraging the recycling of derelict and other urban land.
	Green Fingers	As Green Corridors, but on a smaller scale.
	Green Separation	An area of open land required to keep apart two separate communities and maintain their individual identities.
	Greenfield land	Land which has not previously been developed or which has returned to greenfield status over time.
	Greenhouse Gases	Carbon Dioxide and other emissions, causing global warming.
	Greywater	The mildly polluted wastewater from shower / bath, washbasin and washing machine.
HIA	Health Impact Assessment	An assessment of the impact of the proposed development on health and identifies actions that can enhance positive effects and reduce or eliminate negative effects.
HSA	Health and Safety Executive	The Health and Safety Executive is responsible for health and safety regulation in Great Britain.
	High Quality Agricultural Land	Land designated as Grades 1, 2 and 3a on the Agricultural Land Classification maps produced by Department for Environment, Food and Rural Affairs.
HQPT	High Quality Public Transport	Generally service frequencies of at least a 10 minutes peak / 20 minutes inter-peak. Weekday evening frequencies of ½ hourly until 11pm, Saturday ½ hourly 7am - 6pm, then hourly and Sunday hourly 8am - 11pm. Also provides high quality low floor / easy access buses, air conditioning, prepaid / electronic ticketing, Real Time information and branding to encourage patronage.
	Home Zone	Roads / neighbourhoods that are designed not just to allow the passage of motor vehicles, but

		so that all road users, pedestrians and cyclists as well as drivers can share the road space. Streets will be safer, greener, friendlier and more attractive, encouraging both social interaction and child's play to be part of the normal use of the street.
	Housing Association	Sometimes referred to as a Registered Social Landlord; a non profit making organisation which provides housing for people in need.
HNS	Housing Needs Survey	Assessment of housing needs across the whole district.
	Housing Trajectory	Assessments showing past, and estimating future, housing performance. They should consider past rates of housing completions and conversions and projected completions and conversions to the end of the specified framework period or ten years from the adoption of the relevant development plan document.
	Important Countryside Frontages	Land with a strong countryside character that penetrates or sweeps into the villages or separates two parts of the built-up area. Such land enhances the setting, character and appearance of the village by retaining the sense of connection between the village and its rural origins and surroundings.
	Infrastructure	Basic structure of systems such as utilities (gas, electricity, water) drainage, flood defences, transportation, roads, healthcare, education and other community facilities.
	Infrastructure Partnership	Responsible for co-ordination of the delivery of housing and infrastructure across the Cambridge Sub-Region. See: Cambridgeshire Horizons
	Intermediate housing	Housing for those who do not qualify for social rented housing, but whose incomes are such in relation to local housing costs that they are nonetheless not able to access market housing. This includes intermediate rented and low cost home ownership.
	Intermediate rented housing	Rents are not to exceed 30% of net median household incomes in Cambridge and South Cambridgeshire taken as a whole except where provided for specific groups of workers, where they should not exceed 30% of the net median income for the specific group.
	Key Diagram	Illustrates the broad strategy for the area in a diagrammatic format.
	Key Worker Housing	Discounted market housing targeted at specific groups, including teachers, nurses and others whose role relates to the care and comfort of the

		community or sustaining the local economy, and who are unable to meet their housing needs on the open market.
	Landscape Character Assessment	Assessment of the landscapes, wildlife and natural features into distinct Landscape Character Areas.
	Landscape Statement	A statement submitted alongside a planning application by the applicant to demonstrate that they have properly considered the impact of their proposal on the particular site and surroundings.
	Legible	A legible place is one whose landmarks or pathways are easily identified; a place that can be easily understood and which people can navigate simply and safely.
	Lifetime mobility standard / lifetime homes	Developed by the Joseph Rowntree Foundation to provide dwellings that cater for the needs of residents throughout their lifetime, including the possibility of impaired mobility. These standards exceed the requirements of the Building Regulations.
	Listed Building	A building or structure of special architectural or historic interest and included in a list, approved by the Secretary of State. The owner must get Listed Building Consent to carry out alterations, which would affect its character.
LAP	Local Area for Play	A small area of unsupervised open space specifically designated for young children for play activities close to where they live. The target user is mainly for 4-6 year olds, although they can attract other children in slightly older and younger age groups.
LAPC	Local Authority Pollution Control	
LAPPC	Local Authority Pollution Prevention and Control	
	Local Centre	Smaller scale than a District Centre, and includes a primary school, provides for the day-to day shopping needs of local residents for convenience shopping and service provision, and small-scale local employment.
LDD	Local Development Document	Development Plan Documents (DPDs) and Supplementary Planning Documents (SPDs).
LDF	Local Development Framework	A "folder" containing LDDs, LDS, SCI etc.
LDS	Local Development Scheme	Sets out the LDDs to be produced over the next 3 years.
LEAP	Local Equipped Area	Mainly for accompanied children from 4 to 8

	for Play	although consideration is given to the needs of supervised children from 4 years, and unaccompanied children older than 8.
LNR	Local Nature Reserve	Reserves with wildlife or geological features that are of special interests locally.
LPA	Local Planning Authority	e.g. South Cambridgeshire District Council.
LSP	Local Strategic Partnership	Public service providers, local communities, voluntary, public and private sectors co-ordinate improvements in public services to achieve sustainable economic, social and physical regeneration.
LTP	Local Transport Plan	Sets out transport strategy for Cambridgeshire.
	Long Term Transport Strategy	Sets out the longer term transport strategy for Cambridgeshire to 2021.
	Low cost home ownership	Including shared ownership, equity share, and discounted market housing. Costs (mortgage and any rent) are not to exceed 30% of gross median household incomes in Cambridge and South Cambridgeshire taken as a whole except where provided for specific groups of workers, where they should not exceed 30% of the gross median household income for that specific group.
	Masterplan	Strategic & Local Master Plans.
	Material consideration	Something, which should be taken into account when making planning decisions such as determining planning applications.
MOD	Ministry of Defence	
	Mixed-use development	Development comprising two or more uses as part of the same scheme. This could apply at a variety of scales from individual buildings to an urban extension. Mixed-use development can help create vitality and diversity and can help to reduce the need to travel, which is more sustainable.
	Monitoring Strategy	Sets out how the LDF will be monitored against a number of indicators.
MUGA	Multi-Use Games Area	Used for ball rebound sports such as tennis, netball, basketball, and five-a-side football, hockey, lacrosse and general sports, training and play depending upon the surface material.
NNR	National Nature Reserve	Protect the important areas of wildlife habitat and geological formations.
	Natural Areas	Natural Areas are identified by a unique combination of physical attributes such as geology, plant and animal species, land-use and culture.
NEAP	Neighbourhood	Unsupervised site servicing a substantial

	Equipped Area for Play	residential area, equipped mainly for older children but with opportunities for play for younger children. Equipment will be similar to that of LEAP's but on a larger scale and may well include facilities for teenagers.
	Open Space Standards	The amount of open space required as part of new development.
	Parish Plan	A vision of how a town or village should be, addressing social, economic or environmental issues.
	Park and Ride	A system where private motorists are encouraged to leave their car at an out of centre public car park and travel the rest of the way to their destination by public transport.
	Parking standards	Maximum permissible levels of car parking for various use-classes, along with minimum levels of cycle parking.
	Permeable	A permeable place is one which is based on the idea of linked streets and spaces, and which provides high levels of accessibility without long detours.
	Photovoltaic Energy Planning Condition	Solar energy from photovoltaic cells. Requirement attached to a planning permission. It may control how the development is carried out, or the way it is used in the future. It may require further information to be provided to the Council before or during the construction.
	Planning Obligation	A binding legal agreement requiring a developer or landowner to provide or contribute towards facilities, infrastructure or other measures, in order for planning permission to be granted. Planning Obligations are normally secured under Section 106 of the Town & Country Planning Act 1990.
PPG	Planning Policy Guidance	National planning guidance.
PPS	Planning Policy Statement	New form of national planning guidance replacing PPGs.
PPC	Pollution Prevention Control	
PDL	Previously developed land	See brownfield land.
PENS	Previously Established New Settlements	e.g. Bar Hill.
	Proposals Map	Map, which is part of the LDF showing all designations and site allocations.
PVAA	Protected Village Amenity Area	Open land protected for its contribution to the character of the village.

	Public Art	Publicly sited works of art, which make an important contribution to the character and visual quality of the development and community at large and is accessible to the public.
RWH	Rainwater Harvesting	Using rainwater for flushing toilets, etc.
	Rapid Transit System	Rail or bus transit service operating completely separate from any other modes of transportation (fully or partially) on an exclusive right of way.
RTBI	Real Time Bus Information	A display in the bus shelter showing how long until the next bus arrives.
RPG	Regional Planning Guidance	Planning guidance for the region (See RSS).
RSS	Regional Spatial Strategy	New name for RPG.
RSL	Registered Social Landlord	An organisation registered by the Housing Corporation to provide Affordable Housing.
	Research and development	The investigation, design and development of an idea, concept, material, component, instrument, machine, product or process, up to and including production for testing (not mass production), where the work routine requires daily discussion and action on the part of laboratory and design staff.
	Research establishments / institutes	Provide accommodation for organisations whose primary purpose is to research or investigate ideas, theories and concepts, and / or to design and develop instruments, processes or products, up to and including production for testing, but excluding manufacture.
	Resource Re-use and Recycling Scheme	Promotes waste minimisation, and maximises opportunities for re-use and recycling of materials.
	Right of Way	A route over which the public has a right to pass and re-pass, including; Footpath (for use on foot only), Bridleway (for use by horses, pedal cycle or on foot), Byway (for use by motor vehicles, horses, pedal cycle or on foot). Public footpaths are not to be confused with highway footways, which are pavements to the side of the road. Public right of ways are legally recorded on the Definitive Map.
ROWIP	Rights of Way Improvement Plan	Statutory plan required by the Countryside and Rights of Way Act 2000 which will support improvements to the rights of way network.
	Rural Enterprise	An enterprise where a countryside location is necessary and acceptable, which contributes to the rural economy, and / or promotes recreation in and the enjoyment of the countryside. Examples may include types of farm

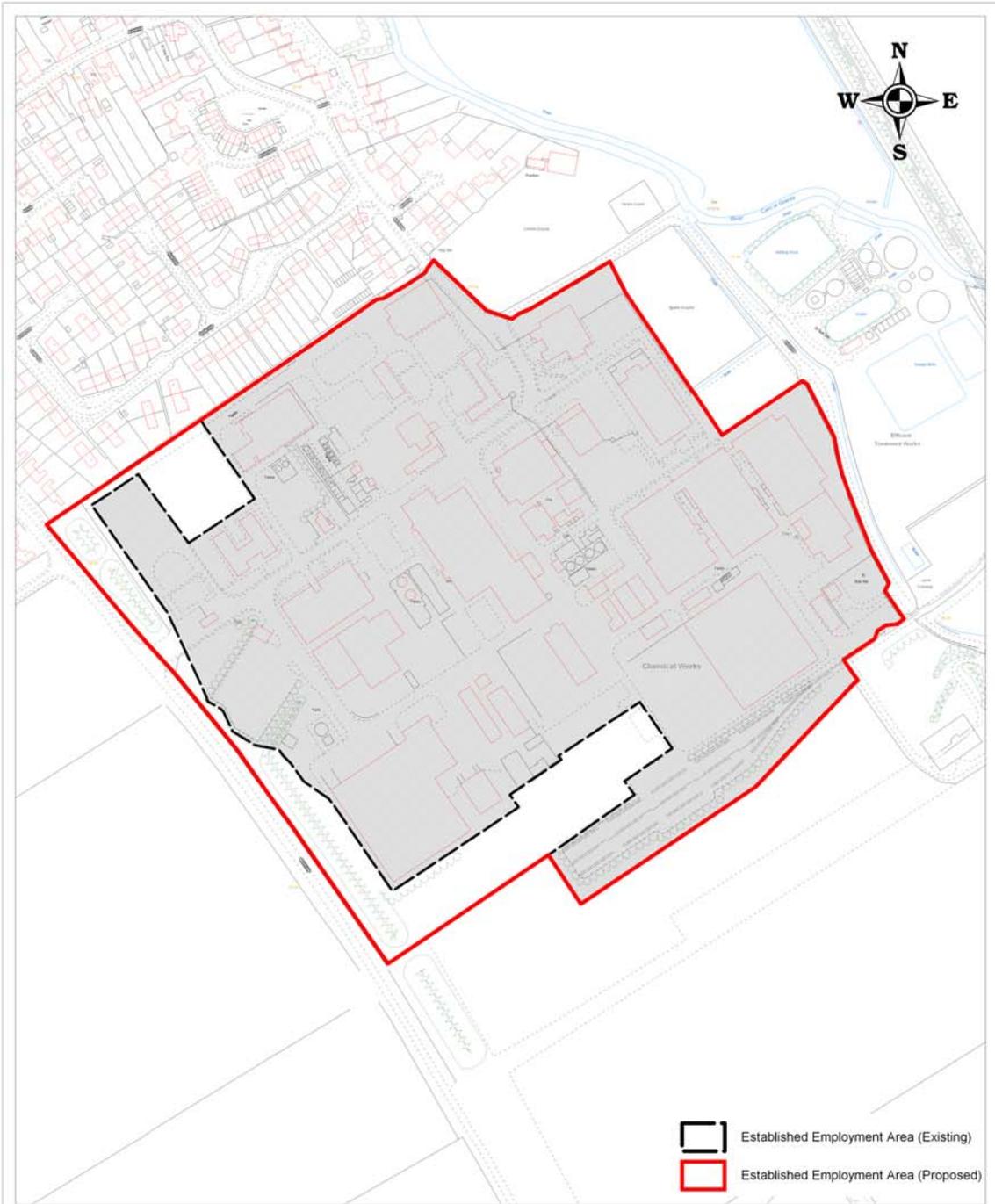
		diversification, recreation and tourism.
	Safeguarded land	Land identified to meet longer-term development needs, beyond the plan period.
	Safer Routes to School	Making the environment safer so that children can walk, cycle or use public transport to and from school as opposed to being carried in the car.
	Scheduled Ancient Monument	Archaeological sites, buried deposits or structures of national importance by virtue of their historic, architectural, traditional or archaeological interest.
S106	Section 106	Planning agreements that secure contributions (in cash or in kind) to the infrastructure and services necessary to facilitate proposed developments.
	Sequential approach	A sequential approach to site selection and the planning of development encouraging a more sustainable pattern of living, with much of the development concentrated into and on the edge of Cambridge and at a new town.
SSSI	Site of Special Scientific Interest	Designated site of national importance to wildlife and / or geology.
	Social rented housing	Housing provided at below market rents at levels controlled by the Housing Corporation, normally provided by Registered Social Landlords (Housing Associations).
SIP	Space for Imaginative Play	
	Spatial Masterplan	Describes how proposals for a site will be implemented. The level of detail required in a spatial masterplan will vary according to the scale at which the masterplan is produced.
SAC	Special Areas of Conservation	Designated site of international importance to wildlife and / or geology.
SPA	Special Protection Areas	Designated site of international importance to wildlife and / or geology.
SAP	Standard Assessment Procedure	Assessment procedure for energy rating of dwellings.
SCI	Statement of Community Involvement	Shows how the wider community and stakeholders are to be involved in the process of producing a LDF.
SEA	Strategic Environmental Assessment	Integration of environmental considerations into the preparation and adoption of plans, promoting sustainable development.
	Sui-generis	Those uses not allocated to a particular Use Class. See Use Class Order.

SPD	Supplementary Planning Document	Informal policy which has been the subject of public participation (the new name for SPG).
SPG	Supplementary Planning Guidance	See SPD.
	Supported housing	Is a generic term used to include supported housing for all client groups covered by the Supporting People Strategy (including people with physical or other disabilities) who cannot afford to buy or rent on the open market.
SA	Sustainability Appraisal	An appraisal against sustainability criteria of proposals for LDDs by independent consultants.
	Sustainable Development	Development that meets the needs of the present, without compromising the ability of future generations to meet their own needs.
SuDS	Sustainable Drainage Systems	Control surface water run-off by mimicking natural drainage processes and may take the form of swales, lagoons, permeable paving, green roofs and sensitively re-engineered channels or reed beds.
TA	Transport Assessment	Assessment of the potential transport impacts of a proposed development, with an agreed plan to reduce or mitigate any adverse consequences and where appropriate establish how more sustainable modes of travel can be increased.
TP	Travel Plan	Package of measures tailored to a particular site, aimed at promoting more sustainable travel choices (such as walking, cycling, public transport) and reducing car use. It may include initiatives such as car sharing schemes, provision of cycle facilities, improved bus services, and restricting or charging for car parking.
	Traveller & Gypsy	Circular 01/2006 defines this as persons of nomadic habit of life whatever their race or origin, including such persons who on grounds only of their own or their family's or dependants' educational or health needs or old age have ceased to travel temporarily or permanently, but excluding members of an organised group of travelling show people or circus people travelling together as such.
UCS	Urban Capacity Study	Assessment of vacant land within built-up areas which could be developed.
	Urban Design	The complex relationships between all the elements of built and unbuilt space.
	Urban extension	Development built on the edge of an existing town or city which extends the built area of the settlement.

	Use Classes Order	The Town and Country Planning (Use Classes) Order 1987 (as amended) established Use Classes, which is a system of classifying uses of land.
B1(a)	Use Class B1(a)	An office other than within Use Class A2.
B1(b)	Use Class B1(b)	Research and development, studios, laboratories, high technology.
B1(c)	Use Class B1(c)	Light Industry.
B2	Use Class B2	General Industry.
B8	Use Class B8	Wholesale warehouse, distribution centres and repositories.
C2	Use Class C2	Hospitals, nursing homes.
D1	Use Class D1	Places of worship, public halls, health centres, educational uses, libraries.
VDS	Village Design Statement	Produced by communities to show what kind of development they want as part of their settlement.
	Windfall site	A site which becomes unexpectedly available for development (usually for housing) during the Plan period and which is not already identified as a potential development site.

APPENDIX C: PLANS

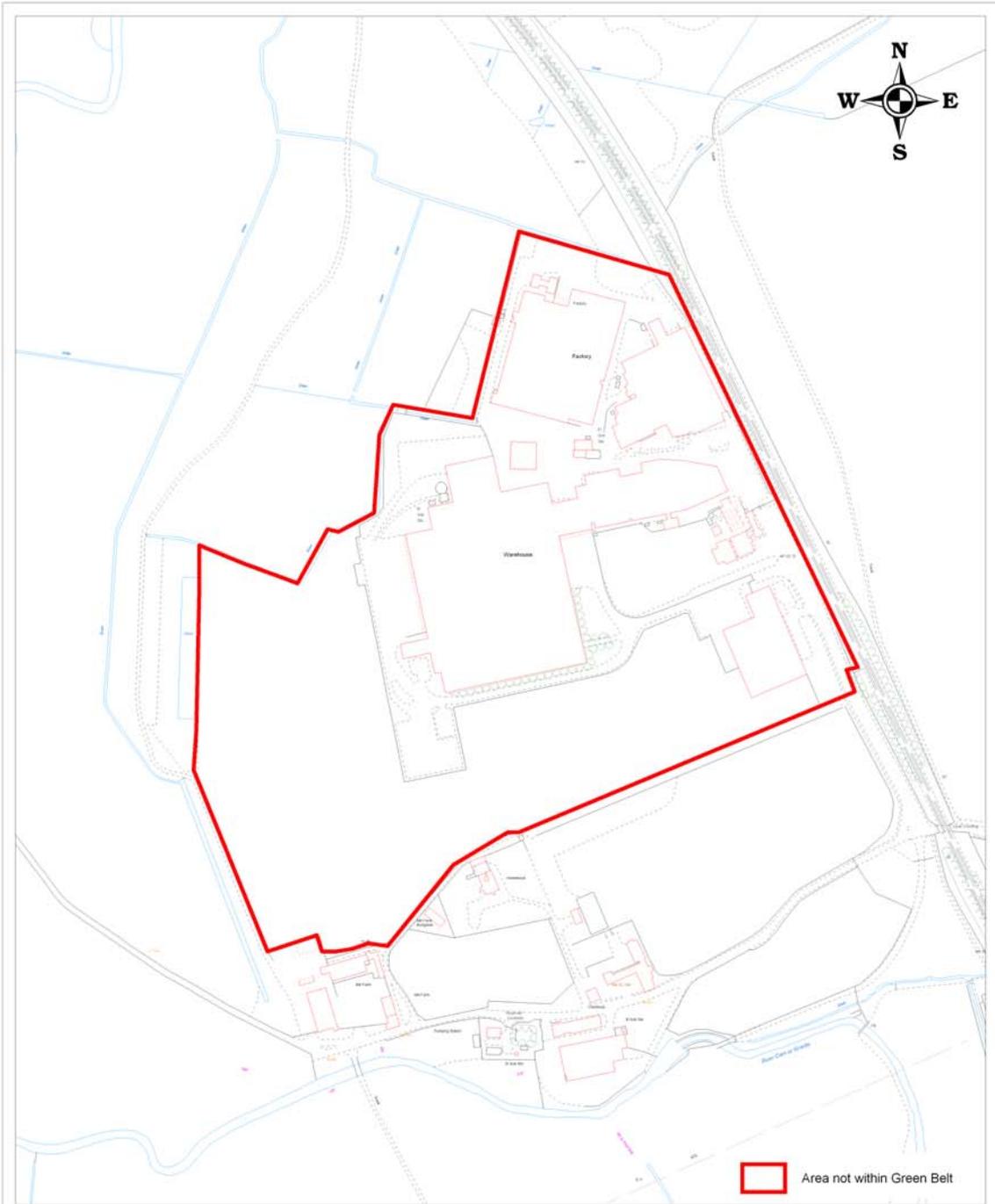




**Land at Hinxton Road,
 South of Duxford**

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Produced by:	Simon Parker
Service:	Planning Policy, Development Services
Scale:	1:4,800



South
Cambridgeshire
District Council

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Sawston

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