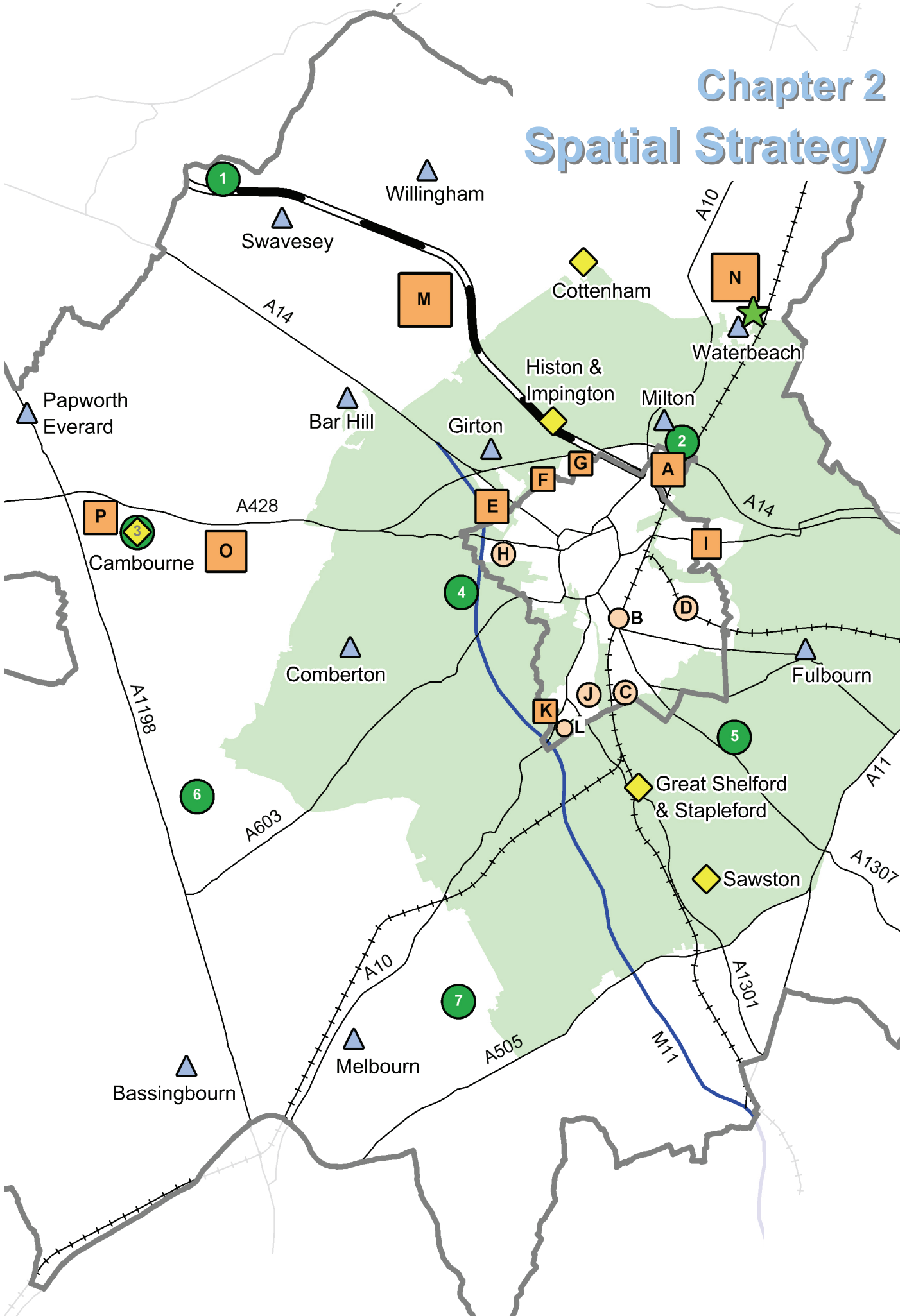


Chapter 2 Spatial Strategy



Chapter 2 Spatial Strategy

- 2.1 A number of factors contribute to quality of life and help make South Cambridgeshire such a good place to live, work and study. The successful economy, attractive villages, high quality new developments, and the quality of the local environment all come together to give the district its particular character. The relationship with Cambridge and the focus it provides for shopping, entertainment, culture and services for residents of South Cambridgeshire is also significant and a number of major new developments in the district lie on the edge of Cambridge. Parts of the area also look to surrounding market towns for services and employment.
- 2.2 For the success of the district to continue, it is important to make sure the Local Plan provides for the appropriate levels of growth with the right strategy that will deliver sustainable development. The Local Plan must provide for appropriate levels of employment so the Cambridge area can continue to develop as part of the home of one of the largest clusters of research and development activity in Europe, with housing in the right locations to support the local economy and provide for housing needs. It must do this whilst maintaining the quality of life for residents in existing and new communities, as well as the quality of the natural and built environment. It must also continue to provide an attractive rural hinterland and setting for the historic city of Cambridge, with those parts closer to Cambridge being protected by the Cambridge Green Belt.
- 2.3 This chapter sets out the vision and objectives for the Local Plan, including an overarching emphasis on delivering sustainable development. It establishes the number of jobs and homes to meet the objectively assessed needs of the district for the period to 2031. Key to the continued success of South Cambridgeshire is bringing together the three strands of economy, social and environment to ensure a sustainable future for the district over the period to 2031 and beyond. There will be considerable change, not least with significant developments already planned at the new town of Northstowe and on the Cambridge fringes as well as in surrounding areas such as at Alconbury Enterprise Zone, and this chapter plans for further major new developments to meet additional needs to 2031. The objective is that these new developments will become successful, vibrant, healthy new communities. As part of a sequential policy of encouraging a more sustainable pattern of living, only limited development to meet local needs will take place within villages in the district, with most of that limited development focussed into the larger, more sustainable villages. The emphasis will be on providing quality homes for all, including affordable housing to meet local needs, located where it has good access to services and facilities by sustainable modes of transport, to ensure the creation of sustainable and balanced communities.

Key Facts:

- An updated Local Plan is needed because the existing Plans are approaching the end of their plan period.
- The Cambridge area has proved relatively resilient to the impacts of the downturn, with significant jobs growth forecast over the plan period, although significantly lower than had been anticipated by the East of England Plan 2008.
- There is a high level of housing required in the district; some to support natural growth but mainly to support the growing economy.
- Around 25% of the district around Cambridge is designated as Green Belt.
- Previous plans shifted the balance of development away from villages towards the edge of Cambridge (through review of the Green Belt), the new town of Northstowe and larger villages.
- Settlements have a varied and distinct local character, ranging from compact hamlets to larger villages.
- Access to services and jobs for many is inconvenient, due to limited public transport in villages away from main transport corridors. 56% of our population live in villages without a doctors' surgery, primary school and food shop.
- The proportion of people that feel they can influence local decisions is higher in South Cambridgeshire than the national average.

Evolving the Strategy and Overview

- 2.4 A range of issues have been considered in evolving the development strategy for the Local Plan for the period 2011 to 2031, including:
- the previous development strategy for 1999 to 2016 contained in the Local Development Framework (adopted between 2007-2010), how it came about and progress in delivering the strategy;
 - identifying objectively assessed needs for the area for the plan period 2011-2031, working jointly with other authorities in the housing market area;
 - the Duty to Cooperate introduced by the Localism Act 2011;
 - considering the appropriate strategy jointly with Cambridge City Council for the Councils' respective Local Plans given the close relationship between the two areas, in particular:
 - whether the previous development sequence remained the most appropriate;
 - whether there was a case for a further review of the Green Belt ;
 - undertaking a further Green Belt review;
 - considering any reasonable options for development on the edge of Cambridge;
 - considering allocation of further new settlements and strategic scale village development;

- the emerging Transport Strategy for Cambridge and South Cambridgeshire;
- a comparison between the evolving development strategy and the previous strategy.

The Development Strategy 1999 to 2016

- 2.5 The strategy for the Cambridge area between 1999 and 2016 stemmed from work undertaken by Cambridge Futures (an influential group of local stakeholder organisations), which influenced the Regional Plan for East Anglia 2000 and the Cambridgeshire and Peterborough Structure Plan 2003. Prior to that, development in Cambridge had been constrained by the Green Belt. One of the effects of this constraint was that housing development that would otherwise have taken place in Cambridge was dispersed to towns and villages beyond the outer boundary of the Green Belt, with people commuting back to jobs in Cambridge contributing to congestion, greenhouse gas emissions, air quality problems and other quality of life issues. The change in strategy introduced in the Regional Plan and the Structure Plan recognised that a significant change in the approach to development in and close to the city was required in order to help redress an imbalance between homes and jobs in and close to Cambridge, whilst maintaining the special qualities of Cambridge and the surrounding area which are protected by a Green Belt. It also responded to the need to provide for the long-term growth of the University of Cambridge and Addenbrooke's Hospital, whilst minimising increases in congestion on radial routes into the city.
- 2.6 The Cambridge Local Plan (2006) and South Cambridgeshire Local Development Framework (adopted between 2007 and 2010) introduced a step change in levels of planned growth, unmatched since the interwar years, as the economy performed strongly in the early years of the new century. The Plans released significant land from the Cambridge Green Belt as identified in the Structure Plan, and allocated a number of urban extensions to the city in the south, north west, north east and east as well as the new town of Northstowe. Very little new development was proposed in the rural area, although a significant amount of housing already planned in villages under previous plans was still being built.
- 2.7 The main change that has taken place since the Local Development Framework was adopted is that the full development at Cambridge East, comprising 10,000-12,000 new homes, along with employment, shops and services in both Cambridge and South Cambridgeshire would not come forward in the plan period. It had been envisaged that around 7,500 new homes would be built in South Cambridgeshire. Marshall announced in April 2010 that it intends to remain at Cambridge Airport until at least 2031. Two areas of land in South Cambridgeshire are still intended to come forward in the plan period and the existing Area Action Plan provides a policy framework for those proposals, as confirmed by Policy SS/3 of the Local Plan.

2.8 Significant progress had already been made in delivering the strategy from the Local Development Framework at the time of preparing the Local Plan. The major existing sites in South Cambridgeshire that remain available and deliverable and which were found to be sound/sustainable locations for development by independent inspectors who examined the Local Development Framework are carried forward into the Local Plan. Whilst there was a slowdown in the delivery of these sites at the start of the recession, good progress is now being made. The major sites are:

Edge of Cambridge:

- Trumpington Meadows – 600 homes, with outline planning permission as part of a wider development of 1,200 which includes land in Cambridge City Council's area
- North West Cambridge – 1,155 homes in South Cambridgeshire with planning permission as part of a wider development of 3,000 homes which includes land in Cambridge City Council's area, to meet the needs of Cambridge University
- Land between Huntingdon Road and Histon Road – named Darwin Green, originally allocated for 1,100 homes but the capacity assumption has been revised to 900 dwellings in the light of pre-application discussions to allow a more appropriate density of development (see Policy SS/2)
- Land north of Newmarket Road – pre-application discussions in progress in 2013 for development of approximately 1,200 homes
- Land north of Cherry Hinton – 110 homes in South Cambridgeshire as part of a wider development of 500 homes which includes land in Cambridge City Council's area.

New settlement:

- Northstowe – new town of 9,500 homes, first phase of which was granted planning permission in 2013 for 1,500 homes and a development framework plan for the whole new settlement agreed at the same time. It is expected that approximately 6,000 homes will come forward by 2031.

Objectively Assessed Needs for New Jobs and Homes

2.9 A key role of the Local Plan is to provide for the development needs of the district over the plan period to 2031. Population growth and the continued success of the Cambridge and South Cambridgeshire economies are important drivers for further growth. There is a strong link between jobs and homes and it is important that the Local Plan provides an appropriate balance that will provide jobs for the whole community as well as supporting the nationally and internationally successful local economy with its focus on the high technology and research sectors, while at the same time delivering homes to meet the overall housing needs. This must be done while protecting the environment and what makes the area a successful and attractive place.

- 2.10 The National Planning Policy Framework (NPPF) requires that Local Plans should meet the objectively assessed housing, business and other development needs of an area in a positive and flexible way, unless any adverse impacts of doing so would significantly and demonstrably outweigh the benefits. This must involve using an evidence base to ensure that the Local Plan meets the full, objectively assessed needs for market and affordable housing in the local housing market area as far as is consistent with the policies set out in the NPPF. Councils should work with neighbouring authorities where housing market areas cross administrative boundaries and the NPPF requires the preparation of a Strategic Housing Market Assessment (SHMA) to assess full housing needs.
- 2.11 The local authorities in the Cambridge Sub Region Housing Market Area have been working together for some time on a range of planning and housing issues and have prepared a joint SHMA, which was updated to inform the new Local Plans being prepared by Councils in the area. The [Cambridge Sub Region SHMA 2012](#) identifies the objectively assessed need for housing in South Cambridgeshire and all other districts in the Cambridge Sub Region housing market area for the period 2011-2031 (Chapter 12). The SHMA considers jobs forecasts as a key part of the analysis of the overall number of homes required to meet the development needs of the area for the period 2011 to 2031. It identifies the objectively assessed need for 22,000 additional jobs and 19,000 new homes in South Cambridgeshire.

Duty to Cooperate

- 2.12 The Localism Act 2011 establishes a 'Duty to Cooperate' for local planning authorities in the preparation of their local plans. A key aspect of cooperation is around provision of jobs and homes to ensure that all the objectively assessed needs of the housing market area are met in full. The Cambridgeshire Authorities, together with Peterborough given the overlap between the two housing market areas, agreed a Memorandum of Cooperation (May 2013) that demonstrates that the full objectively assessed needs of the Cambridge Sub Region housing market area will be addressed. It confirms that South Cambridgeshire and Cambridge are both planning to meet their objectively assessed needs in full within their administrative areas in their new Local Plans.
- 2.13 The Duty to Cooperate also applies to county councils and a range of key public bodies with an interest in planning, including the Environment Agency, English Heritage, Natural England, and the Highways Agency. The Council has engaged with relevant bodies throughout the issues and options stage and in the preparation of the Local Plan, in particular on assessment of site options for development.

The Joint Spatial Approach for Cambridge and South Cambridgeshire

- 2.14 Interdependencies between the two administrative areas of Cambridge and South Cambridgeshire are well established through the location of key employment sites, patterns of travel to work and access to services and facilities. Both Councils have prepared new development plans that add to the development proposals from the Cambridge Local Plan 2006 and South Cambridgeshire Local Development Framework 2007-2010 to meet the needs of the Cambridge area for the period to

2031. The Councils have a long history of joint working reflecting the strong interaction between the two administrative areas and the two authorities have worked closely together on the preparation of their Local Plans, including joint consultation on issues and options of shared interest.

- 2.15 For the review of their development plans, the Councils considered whether the strategy for 1999 to 2016 remained the most appropriate development strategy to 2031, or whether circumstances required an alternative approach. The interrelationship between Cambridge and South Cambridgeshire means that decisions cannot be taken in isolation and the approach in the Local Plans needed to remain joined up, as it has been in the past.
- 2.16 The Councils reviewed jointly how far the sustainable development strategy for 1999 to 2016 had progressed, what evidence there was that it was achieving its original objectives and what a new sustainable development strategy would look like in view of changes in economic and other circumstances. The objective to locate as many jobs and homes in and on the edge of Cambridge had to be considered within the context of a recently reviewed tightly drawn Green Belt, which aims to protect the unique character of Cambridge as a compact, dynamic city with a thriving historic centre, maintain and enhance the quality of the city's setting, and prevent the city merging with the ring of necklace villages.
- 2.17 A number of factors influenced the joint work on the evolution of the development strategy to 2031:
- As part of the review of the East of England Plan 2008 (the Regional Spatial Strategy for the East of England), which was subsequently abandoned, the Cambridgeshire authorities commissioned consultants to prepare the Cambridgeshire Development Study 2009. The study looked at how well the development strategy was working, forecasts for economic growth taking account of the beginning of the downturn, and how the strategy could be developed if further growth was needed. The study identified a range of challenges for growth. These included that significant additional expansion to Cambridge (where the economy is stronger) would impact on the integrity of the Green Belt and the concept of Cambridge as a compact city. The study also concluded that without deliverable solutions for transport and land supply, Cambridge-centered growth would be difficult to achieve, and would require a fundamental step change in traffic management and travel behaviour.

The study recommended a spatial strategy for Cambridgeshire that was based on delivering the strategy in the Cambridge Local Plan 2006 and South Cambridgeshire Local Development Framework 2007-2010 but with further balanced expansion through regeneration in selected market towns, and focused on making best use of existing infrastructure. However, it did indicate that some additional growth could be located on the edge of Cambridge incorporating a limited review of the Green Belt boundary, and potential for a further new settlement to attract employment opportunities and be supported by adequate transportation and social infrastructure, although highlighted the challenges associated with this.

- As part of the plan making process, the two Councils jointly commissioned a review of the development strategy by the Cambridgeshire and Peterborough Joint Strategic Planning Unit to help test whether the development sequence remained the most appropriate for the Councils' respective new Local Plans.

The [Cambridge and South Cambridgeshire Sustainable Development Strategy 2012](#) provided a broad overview of the sustainability of different spatial options. Its findings were that the most sustainable focus for development was within and on the edge of Cambridge; development in market towns scored broadly the same as development of new settlements, with recognition that large free-standing developments present delivery challenges over long timescales. Development at the more sustainable villages was confirmed as the least sustainable location which, depending on the scale of development involved, could be mitigated by access to good quality public transport. However, within this broad assessment, the Strategy identified that there were considerable issues and complexities to resolve. The assessment did not take account of the committed development sites and locations in plans or the more detailed issues associated with the assessment and choice of new sites and locations. It recognised that detailed assessments needed to be undertaken in relation to development options and transport capacity at different locations, as well as critical policy issues such as the effect of development on the openness of the Green Belt and the purposes of including land within it.

- The Green Belt boundary on the edge of Cambridge was established in the Cambridge Local Plan 2006 and the South Cambridgeshire Local Development Framework 2007-2010 with the expectation that its boundaries could endure beyond the end of the plan period of 2016. However, circumstances changed with the decision to keep the current businesses at Cambridge Airport, and whilst good progress had been made towards achieving the current development strategy as a whole, the Councils needed to consider as part of preparing their Local Plans whether there were exceptional circumstances for reviewing Green Belt boundaries again.

The Councils took a joined up approach in the Issues and Options consultations in Summer 2012 and asked whether there should be more development on the edge of Cambridge, if there should be more land released from the Green Belt, and if so, where should this be. Ten Broad Locations around the edge of Cambridge were consulted on to explore whether any had potential to be released from the Green Belt for housing.

This was followed up by a joint review of the Green Belt, to provide detailed and up to date evidence on the potential impact of further releases on the purposes of the Green Belt and the setting of the City. The update found that most of the inner Green Belt continues to be of high importance for Green Belt purposes and specifically important to protect the setting and special character of Cambridge as a compact historic city. The adjacent areas to the previous releases are also considered to have gained a greater value to the purposes of the Green Belt.

Considering sites submitted through the Councils' respective Strategic Housing Land Availability Assessments 'call for sites' and identified through the joint Inner Green Belt Study Review 2012, a total of 41 sites were tested, using a joint pro-forma drawing on both Councils' Sustainability Appraisals. Following the assessment, 6 sites in the Green Belt on the edge of Cambridge were identified as being sites with development potential, albeit with some constraints or adverse impacts. These sites were subject to public consultation in January 2013 and subsequently identified as appropriate to include in the Local Plans.

- The Councils undertook a joint Sustainability Appraisal of the overall strategy as part of the plan making process. A range of options around the impact of different levels of growth in the Green Belt on the edge of Cambridge, the approach to new settlements, major expansion of Cambourne and the best available sites at villages were identified and tested through Sustainability Appraisal, to consider the relative impact of different development packages. This included looking at different levels of growth at some of the site options to minimise adverse impacts and secure the most sustainable form of development. It identified the importance of balancing the accessibility aspects of sustainable development and the environmental and social aspects.

It concluded that the removal of additional large scale sites from the Cambridge Green Belt could result in irreversible adverse impacts on the special character of Cambridge as a compact historic city and risk the economic success of the Cambridge area, which is in part built on its attractiveness as a place to live and work. It confirmed that new settlements offer focused opportunities for infrastructure improvements, opportunities to co-locate housing and employment, and achieve high modal share by sustainable transport than more dispersed strategies.

- Strategy development and options testing was guided by the Joint Strategic Transport and Spatial Planning Group (JST&SPG), the member governance group set up to guide the collaborative preparation of development plans in Cambridge and South Cambridgeshire and the associated Transport Strategy. The broad strategy options considered by the JST&SPG demonstrated that:
 - Focusing development on Cambridge remains the most sustainable location for additional development. The Cambridge Local Plan for the period 2011 to 2031 identifies significant potential within the urban area of Cambridge.
 - The edge of Cambridge is the next most sustainable location for growth in the development sequence and significant development will take place in the plan period on land already removed from the Green Belt. The new Cambridge Local Plan proposes modest further revisions to the Green Belt which means that Cambridge is able to meet its full objectively assessed needs within its administrative area, although it makes little additional contribution to South Cambridgeshire's objectively assessed needs.
 - After development on the edge of Cambridge, new settlements are the next most sustainable location for growth. South Cambridgeshire District Council considered a number of new settlement sites submitted through its 'call for sites' as part of the Strategic Housing Land Availability Assessment and Sustainability Appraisal processes. This identified two options for a new

town north of Waterbeach of different sizes and a new village at Bourn Airfield as options for consultation in Issues and Options 2012. Subsequently, versions of both sites were identified as appropriate to include in the Local Plan.

- Development in villages should continue to be limited for sustainability reasons. South Cambridgeshire District Council considered a strategic scale of village development at Cambourne submitted through its 'call for sites' as part of the Strategic Housing Land Availability Assessment and Sustainability Appraisal processes. This identified the site as an option for consultation in Issues and Options 2012 and subsequently a version of the site was identified as appropriate to include in the Local Plan.

The Transport Strategy for Cambridge and South Cambridgeshire

- 2.18 The 1999-2016 development strategy was predicated upon delivering efficient, sustainable patterns and choices of travel between home and work. Data from the Census 2011 shows that Cambridge has the highest proportion of people cycling to work in the United Kingdom with the lifestyle conditions that are also more likely to promote cycle based commuting choices than anywhere else in the United Kingdom.
- 2.19 The emerging Transport Strategy for Cambridge and South Cambridgeshire focuses on the capacity for sustainable modes of transport and what further measures need to be provided in the sub region between key economic hubs in and around the city, where people live, and where they access services. The development strategy locates development in areas where there is already good public transport or where it can be provided and concentrates development in rural South Cambridgeshire in major new developments as far as possible to support the greatest public transport improvements, so that further improvements can be made to the sustainable transport in and around the city by making movement straightforward and convenient. The Transport Strategy for Cambridge and South Cambridgeshire 2013 was prepared in parallel with the two new local plans and includes the mitigation and infrastructure requirements necessary to promote sustainable travel as part of the development strategy of the two plans.

Comparing the Development Strategy to 2031 with the Structure Plan

- 2.20 As part of the preparation of the Local Plan strategy in the new Local Plans to 2031, the Councils considered the proportions of planned development at the different stages in the development sequence and then tested whether it broadly continues the strategy set in train by the Structure Plan in 2003 as a benchmark of whether it provides an appropriate sustainable pattern of development for the Cambridge area into the future.

2.21 The distribution of housing across the development sequence in the Local Plans is shown below:

	Existing Completions and Commitments (both areas)	New Sites Cambridge	New Sites South Cambs	TOTAL	%
Cambridge Urban Area	3,287	3,324	0	6,611	20
Edge of Cambridge	11,361	430	100	11,891	35
New Settlements	5,965	0	4,370	10,335	31
Villages	3,853	0	895	4,748	14
TOTAL	24,466	3,754	5,365	33,585	100

2.22 This compares with the proportions at each stage in the sequence in the Structure Plan as shown below:

	Structure Plan 1999 to 2016	%	New Local Plan Strategy 2011 to 2031 (both areas)	%
Cambridge Urban Area	8,900	27	6,611	20
Cambridge Fringe Sites	8,000	25	11,891	35
New settlements	6,000	18	10,335	31
Villages	9,600	30	4,748	14
TOTAL 1999 to 2016	32,500	100	33,585	100

2.23 The development strategy identified in the Local Plans includes development at all stages in the sequence across both areas, taking account of the opportunities and constraints identified. It compares favourably with the Structure Plan with Cambridge remaining the focus of the development strategy comprising 55% of the housing requirement of both Councils 2011 to 2031. This is comparable with and slightly higher than the 52% in the Structure Plan strategy. The strategy has 35% of all new development planned on the edge of Cambridge, higher than the 25% in the Structure Plan, notwithstanding that Cambridge East is not now expected to come forward in the plan period at least. The main change is the swap in South Cambridgeshire between the proportion of development at new settlements and that at villages which sees a much higher proportion at new settlements than the previous strategy: 31% compared with 18%. This leaves the lowest percentage at the least sustainable stage in the sequence with only 14% of planned development identified at villages.

Vision and Objectives

- 2.24 The Local Plan contains policies and proposals which will shape the future direction of change in South Cambridgeshire over the years to 2031. The planning decisions that will be made in accordance with the Local Plan will affect the future well-being of people living and working in the district as well as others who visit and invest in South Cambridgeshire. This future direction is captured in the Council's vision, which has been drawn upon as the vision for the Local Plan.

Policy S/1: Vision

South Cambridgeshire will continue to be the best place to live, work and study in the country. Our district will demonstrate impressive and sustainable economic growth. Our residents will have a superb quality of life in an exceptionally beautiful, rural and green environment.

- 2.25 Reflecting the vision, are a set of more specific objectives for the Local Plan. In developing the objectives the Council has been guided by views gathered on what is important to local stakeholders.

Policy S/2: Objectives of the Local Plan

The vision for the Local Plan will be secured through the achievement of 6 key objectives:

- a. To support economic growth by supporting South Cambridgeshire's position as a world leader in research and technology based industries, research, and education; and supporting the rural economy.
- b. To protect the character of South Cambridgeshire, including its built and natural heritage, as well as protecting the Cambridge Green Belt. New development should enhance the area, and protect and enhance biodiversity.
- c. To provide land for housing in sustainable locations that meets local needs and aspirations, and gives choice about type, size, tenure and cost.
- d. To deliver new developments that are high quality and well-designed with distinctive character that reflects their location, and which responds robustly to the challenges of climate change.

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- e. To ensure that all new development provides or has access to a range of services and facilities that support healthy lifestyles and well-being for everyone, including shops, schools, doctors, community buildings, cultural facilities, local open space, and green infrastructure.
- f. To maximise potential for journeys to be undertaken by sustainable modes of transport including walking, cycling, bus and train.

2.26 South Cambridgeshire is a prosperous area with high levels of economic activity and low levels of unemployment. It's 350 square miles of countryside provide a high quality setting for its 105 settlements. In recent decades the district has experienced significant growth, reflecting the success of the local economy and the need for new homes. These high levels of growth have managed to balance development with maintaining a high quality social, built and natural environment which is valued locally and has ensured that South Cambridgeshire regularly performs well in national quality of life surveys. Public consultation in updating the Local Plan showed strong support for supporting economic growth, but a degree of nervousness amongst the residents of the district believing that continuing high levels of growth would put the environment and living standards at risk. This then is a clear challenge for the way in which the vision and objectives are implemented through policies and proposals in the Local Plan and decisions on planning applications to provide an appropriate balance between supporting the economy, providing for housing needs and protecting the environment.

Sustainable Development

Policy S/3: Presumption in Favour of Sustainable Development

1. When considering development proposals the Council will take a positive approach that reflects the presumption in favour of sustainable development contained in the National Planning Policy Framework. It will always work proactively with applicants jointly to find solutions which mean that proposals that accord with the Local Plan and Neighbourhood Plans can be approved wherever possible, and to secure development that improves the economic, social and environmental conditions in the area unless material considerations indicate otherwise.

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2. Where there are no policies relevant to the application or relevant policies are out of date at the time of making the decision then the Council will grant permission unless material considerations indicate otherwise – taking into account whether:
 - a. Any adverse impacts of granting permission would significantly and demonstrably outweigh the benefits, when assessed against the policies in the National Planning Policy Framework taken as a whole; or
 - b. Specific policies in that Framework indicate that development should be restricted.

2.27 The National Planning Policy Framework (NPPF) states that the purpose of planning is to help achieve sustainable development, and the NPPF has at its heart a presumption in favour of sustainable development, which it says should be seen as a golden thread running through both plan making and decision taking. For South Cambridgeshire, sustainable development means supporting the economic success of the Cambridge area, maintaining the setting of Cambridge as a compact historic city, and providing for development needs in a way that maintains the high quality of life enjoyed by residents that makes it such an attractive place to live, work and study, and locates new homes close to services and employment or on high quality public transport routes. The Local Plan has a number of chapters covering the full range of planning policy issues, which together contribute to the achievement of the three dimensions of sustainability: an economic role, a social role and an environmental role.

Cambridge Green Belt

Policy S/4: Cambridge Green Belt

A Green Belt will be maintained around Cambridge that will define the extent of the urban area. The detailed boundaries of the Green Belt in South Cambridgeshire are defined on the Policies Map, which includes some minor revisions to the inner boundary of the Green Belt around Cambridge and to the boundaries around some inset villages.

2.28 The Government attaches great importance to Green Belts, and this is set out in the NPPF. The fundamental aim of Green Belt policy is to prevent urban sprawl by keeping land permanently open and a specific function of some Green Belts, such as the one around Cambridge, is to preserve the setting and special character of historic towns. Cambridge has had a Green Belt since the 1965 Development Plan, which includes about 25% of South Cambridgeshire. A review of the Green Belt was undertaken in the 1980s resulting in the Cambridge Green Belt Local Plan 1992. A further and more strategically significant review was started in the Regional Planning Guidance for East Anglia (RPG6) with locations for Green Belt release

identified in the Cambridgeshire and Peterborough Structure Plan 2003 and detailed boundary changes made in the Cambridge Local Plan 2006 and the South Cambridgeshire Local Development Framework 2007-2010.

- 2.29 The Cambridge Green Belt surrounds Cambridge and is relatively small in extent, extending around 3 to 5 miles from the edge of the City and incorporates many of South Cambridgeshire's larger and most sustainable villages. The established purposes of the Cambridge Green Belt are to:
- Preserve the unique character of Cambridge as a compact, dynamic city with a thriving historic centre;
 - Maintain and enhance the quality of its setting; and
 - Prevent communities in the environs of Cambridge from merging into one another and with the city.
- 2.30 A number of factors define the special character of Cambridge and its setting, which include:
- Key views of Cambridge from the surrounding countryside;
 - A soft green edge to the city;
 - A distinctive urban edge;
 - Green corridors penetrating into the city;
 - Designated sites and other features contributing positively to the character of the landscape setting;
 - The distribution, physical separation, setting, scale and character of Green Belt villages;
 - A landscape that retains a strong rural character.
- 2.31 The NPPF is clear that where Green Belts are defined, they should only be altered in exceptional circumstances when preparing a Local Plan. When reviewing Green Belt boundaries, Councils are required to take account of the need to promote sustainable development and consider the consequences for sustainable development of channelling development towards urban areas within Green Belts, to villages inset within the Green Belt and to locations beyond the Green Belt.
- 2.32 The latest Green Belt work, undertaken jointly with Cambridge City Council, examined the Green Belt in detail and found a number of small areas on the edge of Cambridge that are not considered of long term importance to Green Belt purposes. Given the level of need for homes and jobs, it is considered that exceptional circumstances exist to justify their release. These comprise a site between Huntingdon Road and Histon Road as an extension to the housing allocation carried forward from the Local Development Framework (Policy SS/2) and a site on Fulbourn Road as an extension to the Peterhouse Technology Park (Policy E/2). In addition, land is released from the Green Belt at Sawston, Impington and Comberton (Policy H/1) to meet the overall need for housing and to provide a flexible and responsive package of sites that will best meet identified needs.
- 2.33 The Green Belt has also been extended to provide countryside separation between Waterbeach village and the proposed new settlement north of the village based on Waterbeach Barracks and airfield site. The NPPF allows for additional areas of Green Belt to be established if there is a significant change in circumstances, such
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as the creation of a new settlement. This area will be important for maintaining the village character of Waterbeach, and warrants the level of protection afforded by the Green Belt in order that it remains open.

Provision of New Jobs and Homes

Policy S/5: Provision of New Jobs and Homes

Development will meet the objectively assessed needs in the district over the period 2011-2031 for:

- a. 22,000 additional jobs to support the Cambridge Cluster and provide a diverse range of local jobs;
- b. 19,000 new homes, including affordable housing and 85 Gypsy & Traveller pitches.

- 2.34 The Cambridge Sub Region Strategic Housing Market Assessment 2012 (SHMA) identifies the objectively assessed need for additional jobs and homes in South Cambridgeshire over the plan period.
- 2.35 For jobs, this takes account of the findings of two different local economic forecasting models alongside a range of national and local demographic forecasts, having regard to the proportion of economic growth expected to be created in South Cambridgeshire. The predicted level of jobs growth is provided for in full in the Local Plan as a key part of the continued support for the Council's vision to demonstrate impressive and sustainable economic growth. This will help maintain the role of the Cambridge area as a world leader in higher education, research and knowledge based industries and the important role of South Cambridgeshire, including a number of major research parks at Cambridge Science Park, Hinxton Hall and Granta Park.
- 2.36 The number of jobs is a forecast and not a target to be met at all costs. The Economy chapter (Chapter 8) provides a set of flexible policies that focus on delivering the types of employment appropriate to both support the Cambridge cluster and to provide a diverse range of local jobs to ensure a strong and vibrant local economy into the future. The Employment Land Review identifies that growth on this scale would generate a net demand for around 143,000 m² of additional floorspace or 43 hectares of land in the 'B' use classes. The Local Plan identifies a supply of land that is sufficient to provide the predicted 22,000 additional jobs and includes sufficient surplus that would also ensure that if the economy performs better than expected, the plan will not constrain economic potential. It also responds to demand in Cambridge identified in the Employment Land Review by identifying opportunities on the edge of Cambridge at the Science Park, around the new Science Park Railway Station, and next to the Peterhouse Technology Park.
- 2.37 The SHMA identifies a need for 19,000 new homes in South Cambridgeshire by 2031. This takes account of natural change in the existing population, including

demographic changes such as an ageing population, having regard to the latest information available, including the Census 2011. It also takes account of forecast migration to South Cambridgeshire to support growth in the local economy. Should the economy perform less well than forecast then a revision to the Local Plan for a corresponding reduction in the number of new homes may be necessary. The SHMA confirms that there is no additional outstanding backlog arising from the Local Development Framework.

- 2.38 The SHMA includes consideration of need for affordable housing. Policy H/3 in Chapter 7: Delivering High Quality Homes requires the provision of affordable housing to respond to an identified high level of need. The Gypsy and Travellers Accommodation Needs Assessment identifies an objectively assessed need for 85 pitches to meet the needs of Gypsies and Travellers for the period 2011 to 2031. Policies in the High Quality Homes chapter provide more detail on how the needs of this group will be met.
- 2.39 Over the plan period, the figure of 19,000 new homes implies an average delivery rate of 950 homes per year. While less than the Core Strategy 2007 annualised average of 1,176 homes, for comparison over the period 2001 to 2011 a total of 7,663 homes were built at an average of 766 homes per year and the Local Plan therefore represents a consistent step change in housing delivery over a lengthy period.
- 2.40 Taking account of all forms of housing supply, comprising: completions in 2011-12 the first year of the plan period of 696 homes; supply of housing on the major sites expected by 2031 of 11,113 homes; and commitments on smaller rural sites with planning permission or allocated for 2,220 homes, in 2012 the Council had a supply of 14,000 homes towards the 19,000 home target. This required sufficient new land to be identified to deliver a further 5,000 new homes in the district between 2011 and 2031.
- 2.41 It will be important to monitor the need for jobs and homes regularly, as well as progress in delivery, and to review the Local Plan as necessary (see Policy S/12).

The Development Strategy to 2031

Policy S/6: The Development Strategy to 2031

1. The need for jobs and homes will be met as far as possible in the following order of preference, having regard to the purposes of the Cambridge Green Belt:
 - a. On the edge of Cambridge;
 - b. At new settlements;
 - c. In the rural area at Rural Centres and Minor Rural Centres.
2. Major site allocations from the South Cambridgeshire Local Development Framework 2007-2010 together with the Area Action Plans for Northstowe, North West Cambridge, Cambridge Southern Fringe and Cambridge East (except as amended by Policy SS/3) are carried forward as part of the development plan to 2031 or until such time as the developments are complete.
3. The following 3 new strategic scale allocations are proposed for housing-led development with associated employment and supporting services and facilities to meet the majority of the additional development needs to 2031 and beyond:
 - d. A new town north of Waterbeach for 8,000 to 9,000 homes, 1,400 of which by 2031;
 - e. A new village based on Bourn Airfield for 3,500 homes, 1,700 of which by 2031;
 - f. A major expansion of Cambourne for a fourth linked village of 1,200 homes, all of which by 2031.
4. Development in the rural area will be limited, with allocations for jobs and housing focused on Rural Centres and Minor Rural Centres, and rural settlement policies providing for windfall development for different categories of village consistent with the level of local service provision and quality of public transport access to Cambridge or a market town.

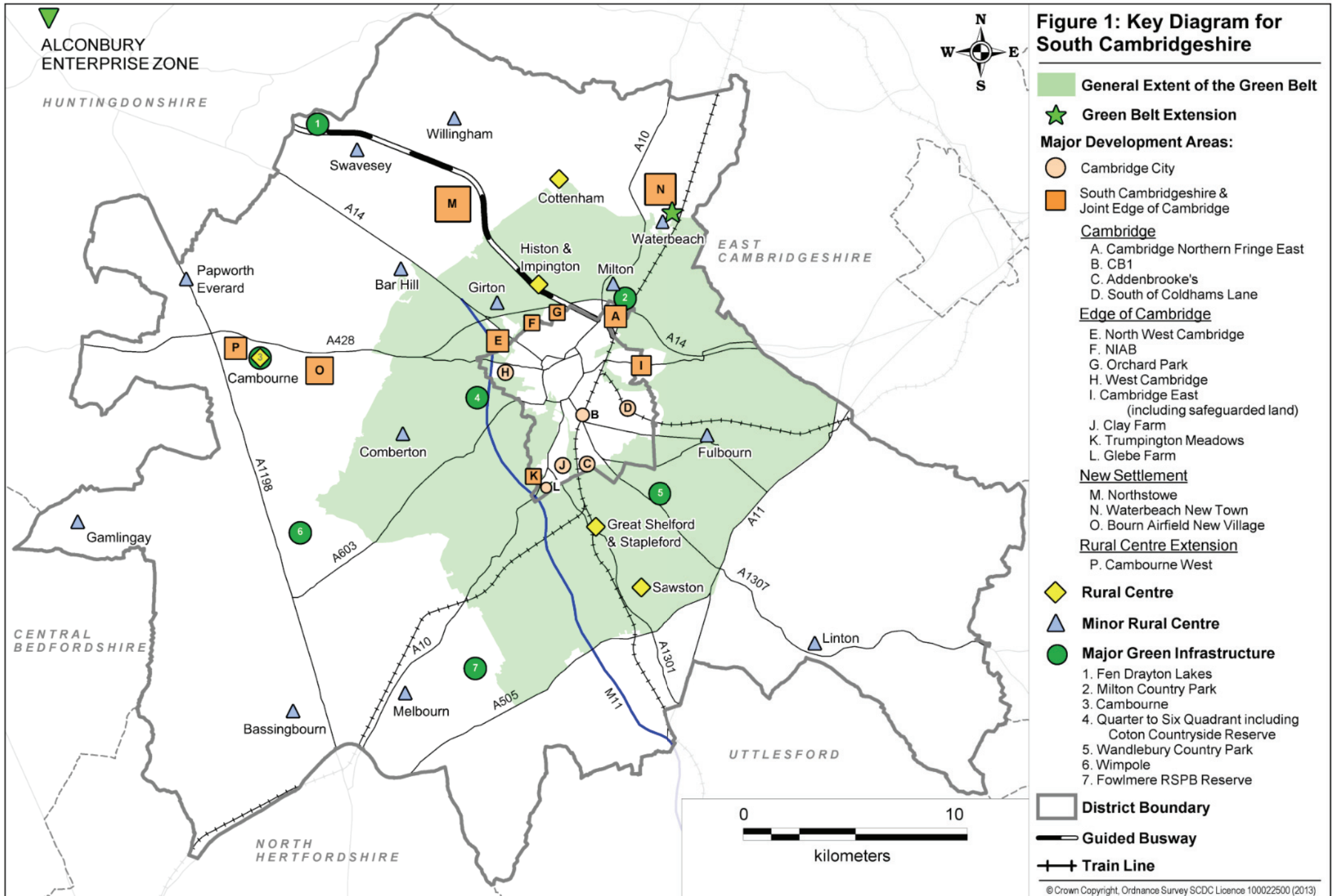


Figure 1: Key Diagram for South Cambridgeshire

General Extent of the Green Belt

Green Belt Extension

Major Development Areas:

Cambridge City

South Cambridgeshire & Joint Edge of Cambridge

Cambridge

- A. Cambridge Northern Fringe East
- B. CB1
- C. Addenbrooke's
- D. South of Coldhams Lane

Edge of Cambridge

- E. North West Cambridge
- F. NIAB
- G. Orchard Park
- H. West Cambridge
- I. Cambridge East
(including safeguarded land)
- J. Clay Farm
- K. Trumpington Meadows
- L. Glebe Farm

New Settlement

- M. Northstowe
- N. Waterbeach New Town
- O. Bourn Airfield New Village

Rural Centre Extension

- P. Cambourne West

Rural Centre

Minor Rural Centre

Major Green Infrastructure

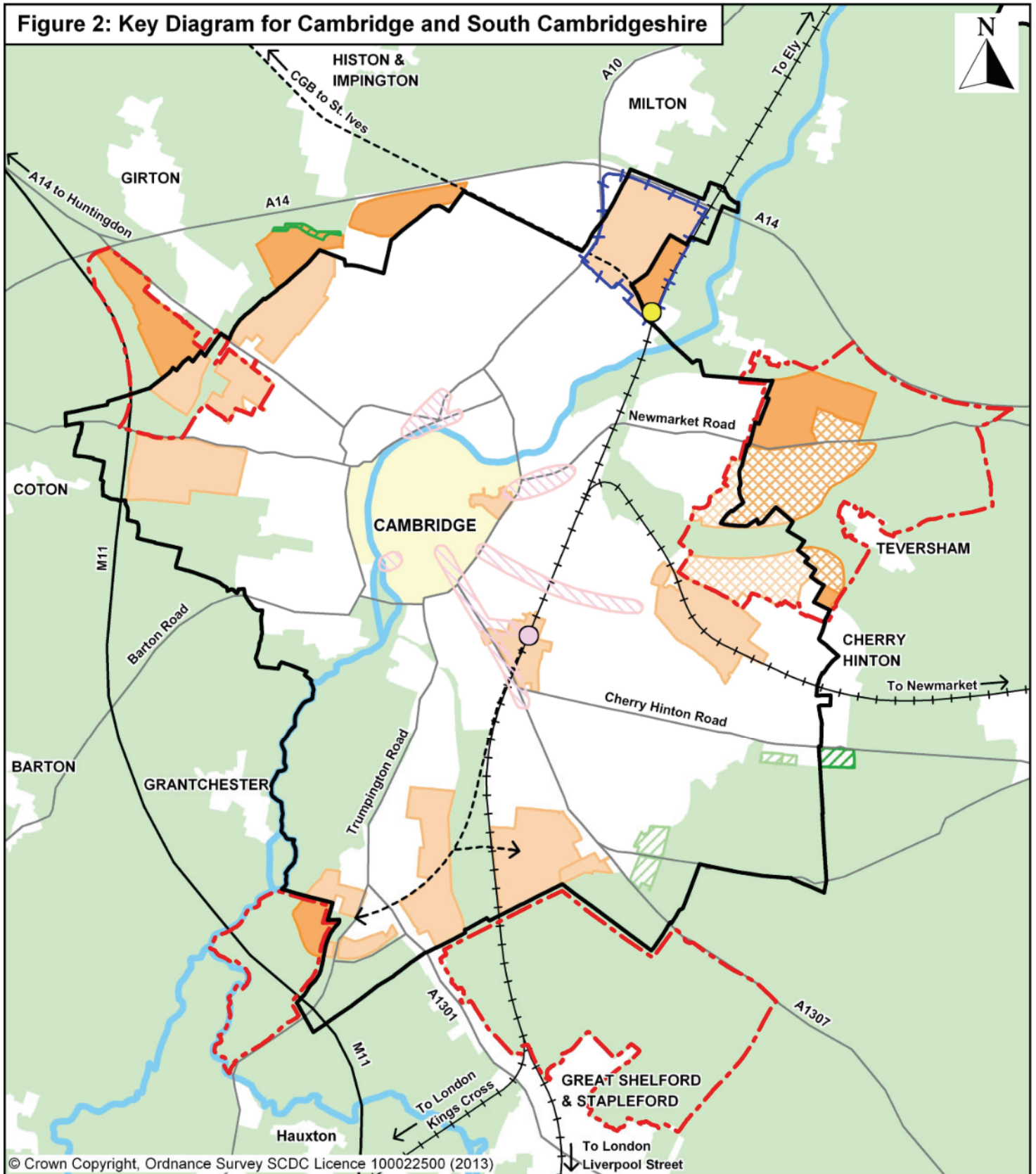
1. Fen Drayton Lakes
2. Milton Country Park
3. Cambourne
4. Quarter to Six Quadrant including Coton Countryside Reserve
5. Wandlebury Country Park
6. Wimpole
7. Fowlmere RSPB Reserve

District Boundary

Guided Busway

Train Line

Figure 2: Key Diagram for Cambridge and South Cambridgeshire



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- | | | |
|--|---|------------------------------------|
| Area Action Plan Boundary | Green Belt | Cambridgeshire Guided Busway (CGB) |
| Proposed Area Action Plan Boundary | Site to be released from the Green Belt in South Cambridgeshire | Major Road |
| Major Development Site within South Cambridgeshire | Site to be released from the Green Belt in Cambridge | Railway Line |
| Area of Major Change within Cambridge | Cambridge City Centre | Train Station |
| Area of Safeguarded Land within South Cambridgeshire | Opportunity Area in Cambridge | Proposed Science Park Station |
| Area of Safeguarded Land within Cambridge | District Boundary | River Cam |

Areas identified in Cambridge are indicative only and subject to confirmation via review of the Cambridge Local Plan

- 2.42 The sustainable development sequence has been carried forward from the previous plan balancing the sustainability merits of land on the edge of Cambridge in terms of accessibility to services and facilities and reducing emissions with the sustainability merits of land in the Green Belt on the edge of Cambridge in terms of protecting the special characteristics of Cambridge as a compact historic city. Away from Cambridge, the most sustainable categories of village for development in the context of South Cambridgeshire are Rural Centres and Minor Rural Centres for the purposes of making allocations for new housing.
- 2.43 The development strategy for 2011 to 2031 is shown on the Key Diagrams (see Figures 1 and 2). A significant proportion of the overall housing requirement is made up of allocations carried forward from the previous plan and the policy clarifies that the adopted Area Action Plans for some of those developments remain part of the development plan alongside the Local Plan.
- 2.44 Cambridge City Council and South Cambridgeshire District Council jointly reached the view on the extent of change on the edge of Cambridge where only minor revisions to the inner Green Belt boundary are proposed in the Local Plans including a change to the boundary of the site between Huntingdon Road and Histon Road in South Cambridgeshire for housing that would not increase the overall number of homes currently planned but instead provide more room to ensure a high quality development (see Chapter 3 Strategic Sites, Policy SS/2), and an employment allocation south of Fulbourn Road as an extension to Peterhouse Technology Park (see Chapter 8 Promoting a Strong and Competitive Economy, Policy E/2).
- 2.45 Two new settlements – a new town north of Waterbeach and a new village at Bourn Airfield - and a major village expansion at Cambourne will provide the majority of the additional housing required by 2031. The preference to allocate all three strategic sites was influenced by the long lead in times for new settlements which will therefore come forward later in the plan period and continue developing beyond 2031. Without including a major expansion of Cambourne, a significant amount of development would be required at villages and would result in the sort of dispersed development strategy confirmed as being unsustainable. The timing of development at Bourn Airfield new village has regard to the longer lead in times for the development of new settlements and so that the remainder of Cambourne is well progressed before any development starts at Bourn Airfield. This will also help provide additional flexibility and ensure a continuous supply of house building land. The new strategic sites will provide 4,370 homes in the plan period. Waterbeach not starting until towards the end of the plan period has the benefit of ensuring that delivery at Northstowe will be well established before another new town development begins, with about half the town having been built by the time Waterbeach starts delivering.
- 2.46 The major sites will be supported by limited development at the more sustainable villages in the order of 900 homes to provide flexibility and help ensure a continuous supply of housing land over the plan period, including if there is any delay in progress on any of the major sites. These are addressed in Chapter 7: Delivering High Quality Homes.
-

Development Frameworks

Policy S/7: Development Frameworks

1. Development and redevelopment of unallocated land and buildings within development frameworks will be permitted provided that:
 - a. Development is of a scale, density and character appropriate to the location, and is consistent with other policies in the Local Plan; and
 - b. Retention of the site in its present state does not form an essential part of the local character, and development would protect and enhance local features of green space, landscape, ecological or historic importance; and
 - c. There is the necessary infrastructure capacity to support the development;
2. Outside development frameworks, only development for agriculture, horticulture, forestry, outdoor recreation and other uses which need to be located in the countryside or where supported by other policies in this plan will be permitted.

- 2.47 Within settlements, policies in the plan generally support development and redevelopment of previously developed land subject to a range of policies which seek to ensure the development is sustainable.
- 2.48 The development frameworks define where policies for the built-up areas of settlements give way to policies for the countryside. This is necessary to ensure that the countryside is protected from gradual encroachment on the edges of villages and to help guard against incremental growth in unsustainable locations. In the countryside development is generally restricted to uses that need to be located there. The plan includes some flexibility for reusing existing buildings, and for development which supports the rural economy.
- 2.49 Frameworks have been defined to take into account the present extent of the built-up area, and planned development. Buildings associated with countryside uses (e.g. farm buildings, houses subject to agricultural occupancy conditions or affordable housing schemes permitted under the rural exceptions policy) are not normally included within the framework. Frameworks have not been defined around small clusters of houses or areas of scattered development where such buildings are isolated in open countryside or detached from the main concentration of buildings within Cambridge or a nearby village. Although it is recognised that such dwellings may be considered locally as 'part' of the nearest settlement in community terms, it is important in planning policy terms to limit the amount of new development that can take place in rural areas with few services and little or no public transport.

2.50 Property boundaries shown on the Ordnance Survey map have been taken into account in defining frameworks. However, since there are many large gardens on the edge of settlements, the framework boundaries sometimes cut across such gardens, especially (but not solely) if parts of those gardens relate more to the surrounding countryside than they do to the built-up areas. The 'cutting' of some gardens is regarded as a positive development control tool to limit the potential for further residential development in smaller villages with few facilities and little or no public transport. However, in such circumstances this policy will not be operated to establish a presumption against the grant of planning permission for ancillary domestic buildings in those parts of residential curtilages excluded from the framework. Where permission is required for such developments, applications will be considered on their individual merits.

Strategy for the Rural Area

2.51 The Local Plan classifies villages into four groupings, to reflecting their relative sustainability. This is an important element of the sustainable development strategy, helping to direct housing to the most sustainable locations and control the level of windfall development that takes place in the least sustainable areas of the district whilst enabling the recycling of land and delivering new homes to meet local housing needs. Villages were classified following a review of the services and facilities, education, public transport and employment available at each settlement.

Rural Centres

Policy S/8: Rural Centres

1. The following villages are identified as Rural Centres:
 - a. Cambourne
 - b. Cottenham
 - c. Great Shelford and Stapleford
 - d. Histon and Impington
 - e. Sawston

2. Development and redevelopment without any limit on individual scheme size will be permitted within the development frameworks of Rural Centres, as defined on the Policies Map, provided that adequate services, facilities and infrastructure are available or can be made available as a result of the development.

2.52 Rural Centres are the largest, most sustainable villages of the district. They have good access to a secondary school (either within the village or accessible by good public transport), employment opportunities, a variety of services and facilities and have good public transport services to Cambridge or a market town.

- 2.53 Future development will comprise development and redevelopment within the village frameworks. Since the Rural Centres comprise the most sustainable villages in South Cambridgeshire there is no strategic constraint on the amount of development or redevelopment of land for housing that can come forward within the development frameworks, provided that the proposals are in accordance with the policies in the Plan.
- 2.54 Sites for new housing development have been identified as extensions to Cambourne, Histon & Impington and Sawston and the development frameworks have been drawn to include those sites.

Minor Rural Centres

Policy S/9: Minor Rural Centres

1. The following villages are selected as Minor Rural Centres:
 - a. Bar Hill
 - b. Bassingbourn
 - c. Comberton
 - d. Fulbourn
 - e. Gamlingay
 - f. Girton
 - g. Linton
 - h. Melbourn
 - i. Milton
 - j. Papworth Everard
 - k. Swavesey
 - l. Waterbeach
 - m. Willingham
2. Residential development and redevelopment up to an indicative maximum scheme size of 30 dwellings will be permitted within the development frameworks of Minor Rural Centres, as defined on the Policies Map.

- 2.55 Minor Rural Centres have a lower level of services, facilities and employment than Rural Centres, but a greater level than most other villages in South Cambridgeshire, and often perform a role in terms of providing services and facilities for a small rural hinterland.
- 2.56 Within Minor Rural Centres there is scope in principle for larger scale windfall development within the village framework. This would allow larger villages with a reasonable level of services to provide services and facilities for surrounding smaller villages to achieve more development. However, the overall scale of development should be restricted in recognition of their more limited services

compared to Rural Centres. A maximum scheme size of 30 dwellings is used as a guideline figure to indicate the upper limit of housing development likely to be suitable. Development will not be permitted on sites capable of accommodating scheme sizes significantly larger than 30 dwellings in Minor Rural Centres.

- 2.57 Sites for new housing development have been identified as extensions to Comberton, Melbourn and Willingham and within Gamlingay and the development frameworks have been drawn to include those sites. The indicative scheme size does not apply to allocations forming part of the overall development strategy of the Local Plan.

Group Villages

Policy S/10: Group Villages

1. The following villages are selected as Group Villages:

Balsham	Fen Drayton	Little Abington
Barrington	Fowlmere	Longstanton
Barton	Foxton	Meldreth
Bourn	Great Abington	Oakington
Castle Camps	Great Wilbraham	Orwell
Coton	Guilden Morden	Over
Dry Drayton	Hardwick	Steeple Morden
Duxford	Harston	Teversham
Elsworth	Haslingfield	Thriplow
Eltisley	Hauxton	Whittlesford
Fen Ditton	Highfields Caldecote	

2. Residential development and redevelopment up to an indicative maximum scheme size of 8 dwellings will be permitted within the development frameworks of Group Villages, as defined on the Policies Map.
3. Development may exceptionally consist of up to about 15 dwellings where this would make the best use of a single brownfield site.

- 2.58 Group villages are generally less sustainable locations for new development than Rural Centres and Minor Rural Centres, having fewer services and facilities allowing only some of the basic day-to-day requirements of their residents to be met without the need to travel outside the village. All Group Villages have at least a primary school and limited development will help maintain remaining services and facilities and provide for affordable housing to meet local needs. Development will not be permitted on sites capable of accommodating scheme sizes significantly larger than 8 or exceptionally 15 dwellings in Group villages.

Infill Villages

Policy S/11: Infill Villages

1. The following villages are selected as Infill Villages:

Abington Pigotts	Heydon	Newton
Arrington	Hildersham	Pampisford
Babraham	Hinxton	Papworth St Agnes
Bartlow	Horningsea	Rampton
Boxworth	Horseheath	Shepreth
Carlton	Ickleton	Shingay-cum-Wendy
Caxton	Kingston	Shudy Camps
Childerley	Knapwell	Six Mile Bottom
Conington	Kneesworth	Stow-cum-Quy
Croxton	Landbeach	Tadlow
Croydon	Litlington	Toft
East Hatley	Little Chishill	Weston Colville
Grantchester	Little Eversden	Weston Green
Graveley	Little Gransden	West Wickham
Great Chishill	Little Shelford	West Wrattling
Great Eversden	Little Wilbraham	Whaddon
Harlton	Lolworth	Wimpole
Hatley St George	Longstowe	
Heathfield	Madingley	

2. Residential development and redevelopment within the development frameworks of these villages, as defined on the Policies Map, will be restricted to scheme sizes of not more than 2 dwellings (indicative size) comprising:
- A gap in an otherwise built-up frontage to an existing road, provided that it is not sufficiently large to accommodate more than two dwellings on similar curtilages to those adjoining; or
 - The redevelopment or sub-division of an existing residential curtilage; or
 - The sub-division of an existing dwelling;
 - The conversion or redevelopment of a non-residential building where this would not result in a loss of local employment.
3. In very exceptional circumstances a slightly larger development (not more than about 8 dwellings) may be permitted where this would lead to the sustainable recycling of a brownfield site bringing positive overall benefit to the village.

2.59 Infill Villages are generally amongst the smallest in South Cambridgeshire. These villages have a poor range of services and facilities and it is often necessary for local residents to travel outside the village for most of their daily needs. These villages generally lack any food shops, have no primary school and may not have a

permanent post office or a village hall or meeting place. Development on any scale would be unsustainable in these villages, as it will generate a disproportionate number of additional journeys outside the village. Development will not be permitted on sites capable of accommodating scheme sizes significantly larger than 2 or exceptionally 8 dwellings in Infill Villages.

Phasing, Delivery and Monitoring

Policy S/12: Phasing, Delivery and Monitoring

1. The Local Plan aims to achieve a continuous high level of housing production throughout the plan period to support predicted and actual jobs growth. Housing sites are not phased with the exception of:
 - a. New town at Waterbeach Barracks – to start delivering housing in 2026, unless otherwise determined through a review of the Local Plan;
 - b. New village at Bourn Airfield – to not start delivering housing before 2022, unless an undersupply of housing earlier in the plan period is demonstrated such that it needs to come forward earlier, including to provide an adequate 5-year housing land supply.
2. The Council will provide a 5% buffer as part of its 5-year housing land supply, met mainly through windfalls.
3. Compliance with policies and allocations in the Local Plan will be continuously monitored throughout the plan period. If, through monitoring, it appears that policies and allocations are not being achieved or more up to date forecasts suggest that the objectively assessed needs of South Cambridgeshire require different levels of development, the following mechanisms will be triggered:
 - c. Review of housing and employment land supply and allocations;
 - d. Action to bring forward sites for development, wherever possible in partnership with landowners and developers;
 - e. Action to bring forward development on previously developed land;
 - f. Action to secure the timely provision of infrastructure;
 - g. Review of all, or relevant parts of, the Local Plan.

Phasing

- 2.60 An important aspect of the Local Plan is to ensure that there will be a continuous supply of suitable, available and deliverable housing land to meet housing needs over the whole of the plan period. The allocations in the Plan have been made with the aim of ensuring a flexible and continuous supply of housing. To this end, the Council does not propose to phase the timing of housing development except in two important cases:

1. New town at Waterbeach Barracks – It is not expected that the new town will be able to deliver housing until towards the end of the plan period. This takes account of considerable experience in delivering new settlements in the district (Bar Hill, Cambourne and Northstowe). The Plan therefore takes a realistic view of delivery of a new town which is partly about the development needs in the plan period to 2031 but allocation is also about development needs in the period beyond and the recognition that given the long lead in time that, like Northstowe, if a new town is to form part of the long term development strategy, a decision to allocate needs to be made in this Local Plan. In reaching this view, the Council has allocated significant major sites elsewhere to provide for needs in the most sustainable way. Therefore to ensure a continuous supply of house building land, it would not be appropriate for Waterbeach to come forward significantly earlier than envisaged in the housing trajectory and more significantly, to avoid competition with delivery at Northstowe and Bourn Airfield with negative impacts on those other developments. Therefore, Waterbeach is phased to start delivering housing in 2026 and any earlier provision can only take place through a review of the Local Plan.
2. New village at Bourn Airfield – Given the expected level of delivery at Waterbeach new town, the new village at Bourn Airfield is also required to deliver housing in the plan period to ensure a sustainable pattern of development and not require significant levels of housing in a distributed pattern across existing villages. However, to provide flexibility and not to rely solely on major developments given their lead in times and greater vulnerability to slow down in adverse economic conditions, based on recent experience, the Council sees a need to allocate some development in existing villages. The start of development at Bourn Airfield should not start delivering housing until 2022 as part of a flexible package of sites and to ensure a continuous supply of house building land. However, if there were delay in delivery in other major sites, the Plan allows for Bourn Airfield to come forward earlier.

Delivery

- 2.61 The South Cambridgeshire Housing Trajectory set out in Figure 3 illustrates the expected rate and phasing of delivery of new homes. It demonstrates how the objectively assessed need for an additional 19,000 homes between 2011 and 2031 could be achieved. This represents an average of 950 homes a year but the delivery of homes will vary over the plan period responding to individual site circumstances and changes in the national economy. All dwelling figures in the trajectory are net additional dwellings (i.e. completed dwellings minus losses of dwellings). The trajectory relies on information about sites which have the potential to deliver dwellings over the next 15 years and beyond, taken from the Strategic Housing Land Availability Assessment and work on Local Plan allocation sites.

- 2.62 The NPPF requires the Council to maintain a 5-year land supply. This requires the sites that can actually be delivered within a rolling five year period to be identified. This is published each year in an updated housing trajectory in the Annual Monitoring Report. The NPPF also introduces a requirement to provide “an additional buffer of 5% (moved forward from later in the plan period) to ensure choice and competition in the market for land”. It goes on to say that “where there has been a record of persistent under delivery of housing, local planning authorities should increase the buffer to 20% (moved forward from later in the plan period) to provide a realistic prospect of achieving the planned supply and to ensure choice and competition in the market for land” (NPPF, paragraph 47).
- 2.63 The Council has a record of providing significant levels of housing and has a significant level of identified housing supply. The Council has also continued to maintain up to date development plans. The development strategy in the Local Development Framework 1999-2016 was always expected to deliver fewer than the annualised average number of homes in the first part of its plan period, with higher than the annualised figure in the later years once the major developments come forward, taking account of their longer lead-in periods. That was beginning to occur when the recession hit in 2008 and progress on the major sites stalled temporarily. The severe slow down in the house building industry had the effect that in recent years the Council has not had a 5-year land supply against the Core Strategy 2007 target, particularly impacted by the reducing amount of the plan period to 2016 remaining. Under these circumstances the Council considers that the normal 5% buffer is the appropriate buffer for the South Cambridgeshire Local Plan with an end date of 2031.
- 2.64 A 5-year supply of housing land, on the basis of the average annual figure of 950 homes required to meet the 19,000 housing requirement, is 4,750 homes. A 5% buffer would therefore be 238 homes capable of being brought forward from later in the plan period if needed.
- 2.65 The plan will provide sufficient flexibility in the range, size, type and location of housing allocations to enable a 5-year land supply to be maintained. The Council has fully allocated its housing requirement and has not relied on windfall sites even though it is confident that there will be a continuing supply of housing on such sites. Monitoring since 1999 shows that over a period of five years that South Cambridgeshire averages some 208 homes a year from windfall developments.
- 2.66 The Council has included a good degree of flexibility in the Local Plan capable of responding to rapid change, with a number of sites that could be brought forward in the plan period if needed, including the new village at Bourn Airfield, and also has significant supply through windfalls to help make up any shortfall if that were to occur at any point during the plan period.

Figure 3: Housing Trajectory

			HISTORIC & PROJECTED COMPLETIONS																			TOTALS				
			2011-2012	2012-2013	2013-2014	2014-2015	2015-2016	2016-2017	2017-2018	2018-2019	2019-2020	2020-2021	2021-2022	2022-2023	2023-2024	2024-2025	2025-2026	2026-2027	2027-2028	2028-2029	2029-2030	2030-2031	Post 2031	2011-2031		
Historic Completions			696	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	696		
Allocations without planning permission	Edge of Cambridge	Cambridge East	-	0	0	0	50	100	150	200	200	250	200	100	0	0	0	0	60	0	0	0	0	0	1,310	
		North-West Cambridge Area Action Plan area	-	0	20	70	195	105	90	185	150	250	90	0	0	0	0	0	0	0	0	0	0	0	0	1,155
		Land between Huntingdon Road, Histon Road & A14 (NIAB 2)	-	0	0	0	0	0	0	0	150	300	250	200	0	0	0	0	0	0	0	0	0	0	0	900
		Orchard Park - parcel K1	-	0	0	23	13	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	36
		Orchard Park - 3 additional land parcels including local centre	-	0	48	80	39	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	167
	Northstowe	-	0	0	65	175	215	310	400	400	400	400	400	400	400	400	400	400	400	400	400	400	400	400	3,535	5,965
		Fulbourn & Ida Darwin Hospitals	-	0	0	25	50	50	50	50	25	0	0	0	0	0	0	0	0	0	0	0	0	0	0	250
	Papworth Everard West Central	-	0	2	12	30	30	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	74	
	North of Impington Lane, Impington (northern part of site)	-	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	
Existing Permissions		Trumpington Meadows (Cambridge Southern Fringe)	-	0	0	29	0	0	100	103	120	100	75	10	0	0	0	0	0	0	0	0	0	0	537	
		Orchard Park - parcels H1 & G	-	34	16	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	50	
		Cambourne	-	39	4	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	43	
		Cambourne (additional 950 dwellings)	-	80	120	145	140	160	85	60	105	55	0	0	0	0	0	0	0	0	0	0	0	0	0	950
		Bayer Cropscience	-	0	30	60	60	60	60	15	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	285
		North of Impington Lane, Impington (southern part of site)	-	31	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	31
		Historic Rural Allocations with planning permission	-	169	145	63	63	53	17	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	510
		Other Estate-level sites	-	74	138	69	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	281
		Small Sites Already Under Construction	-	77	25	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	102
		Small Sites Not Under Construction	-	25	70	100	55	31	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	281
Planning applications for 9 or more dwellings where decision to grant planning permission but awaiting resolution of outstanding issues (at March 2012)			-	0	82	60	49	30	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	221	
Sites consulted on in Issues & Options that have planning permission or resolution to grant planning permission (since April 2012)		SCA Packaging, Villa Road, Impington	-	0	0	36	36	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	72	
		London Road, Great Shelford & Granta Terrace, Stapleford	-	0	0	0	22	44	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	66	
		Land at junction of Long Drove & Beach Road, Cottenham	-	0	30	17	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	47	
Projected Completions Total			-	529	730	854	977	878	862	1,013	1,150	1,355	1,015	710	400	400	400	400	460	400	400	400	3,535	13,333		
TOTAL: HISTORIC AND PROJECTED COMPLETIONS 2011-2031			696	529	730	854	977	878	862	1,013	1,150	1,355	1,015	710	400	400	400	400	460	400	400	400	3,535	14,029		
New Allocations	Strategic Sites	NIAB 3	-	0	0	0	0	0	0	0	0	0	0	0	100	0	0	0	0	0	0	0	0	0	100	
		Northstowe Reserve	-	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	
		Waterbeach New Town	-	0	0	0	0	0	0	0	0	0	0	0	0	0	0	100	200	300	400	400	6,600	1,400		
		Bourn Airfield New Village	-	0	0	0	0	0	0	0	0	0	0	60	100	220	220	220	220	220	220	220	220	1,800	1,700	
	Village Sites	Land west of Cambourne (Swansley Wood)	-	0	0	0	0	30	70	100	150	150	150	150	150	150	100	0	0	0	0	0	0	0	0	1,200
		Dales Manor Business Park, Sawston	-	0	0	0	0	0	20	60	60	60	0	0	0	0	0	0	0	0	0	0	0	0	0	200
		Land south of Babraham Road, Sawston	-	0	0	0	0	0	0	0	0	35	35	40	40	45	40	25	0	0	0	0	0	0	0	260
		Land north of Babraham Road, Sawston	-	0	0	0	0	0	20	40	20	0	0	0	0	0	0	0	0	0	0	0	0	0	0	80
		Land north of Impington Lane, Impington	-	0	0	0	0	10	15	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	25
		Land west of New Road, Melbourn	-	0	0	0	0	40	25	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	65
		Green End Industrial Estate, Gamlingay	-	0	0	0	0	0	0	0	0	30	30	30	0	0	0	0	0	0	0	0	0	0	0	90
		Land at Bennell Farm, West Street, Comberton	-	0	0	0	0	30	30	30	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	90
		East of Rockmill End, Willingham	-	0	0	0	0	25	25	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	50
New Allocations Total			-	0	0	0	0	135	205	230	230	275	215	280	390	415	360	345	420	520	620	620	8,400	5,260		
OVERALL TOTAL			696	529	730	854	977	1,013	1,067	1,243	1,380	1,630	1,230	990	790	815	760	745	880	920	1,020	1,020	11,935	19,289		
Comparison against annualised average of 950 dwellings			-254	-421	-220	-96	27	63	117	293	430	680	280	40	-160	-135	-190	-205	-70	-30	70	70	-	-		
Windfalls			-	0	0	0	50	50	200	200	200	200	200	200	200	200	200	200	200	200	200	200	200	-	2,900	

2.67 The housing trajectory shows that delivery above the annualised average is anticipated for the early years of the Plan that more than compensate for delivery below the annualised average in the middle years. Any slippage in the early years provision would smooth out the overall rate of delivery. This is without including any allowance for windfalls, which provide greater reassurance that delivery rates will be achieved.

Monitoring

- 2.68 Monitoring provides information on the performance of policy, the delivery of development and impacts on the environment. Monitoring will help the local planning authority assess whether its plans remain sound or whether adjustments need to be made to continue to meet the Local Plan's objectives.
- 2.69 In order to assess the effectiveness of the policies in the delivery of development and protection of the environment, it is important that continuous monitoring and review of policies in the Local Plan is undertaken. Monitoring and review will take place on an annual basis through the Annual Monitoring Report (AMR). If, as a result of monitoring and review, it appears that development is not coming forward in a sustainable or timely manner, the Council will be proactive in using its powers to respond to changing circumstances, for example, through the use of Compulsory Purchase Orders to unlock sites, or through the review of land allocations or policies in the Local Plan. A set of indicators has been developed specifically for monitoring the Local Plan; these are set out in Figure 4.
- 2.70 Additional indicators will be developed for Cambridge Northern Fringe East and land surrounding the proposed Cambridge Science Park Station, Waterbeach New Town and the New Village at Bourn Airfield through the preparation of the Area Action Plans for these areas.

Figure 4: Monitoring Indicators

Chapter	Indicator Number	Indicator Description	Policy
Spatial Strategy	M1	Housing Trajectory showing: <ul style="list-style-type: none"> net additional dwellings completed in previous years and the current year; predicted completions in future years; and progress against the housing target. 	S/5
	M2	Total dwellings built by settlement category	S/6, S/8, S/9, S/10, S/11
	M3	Amount and type of completed employment floorspace on previously developed land	
	M4	Percentage of new and converted dwellings completed on previously developed land	
	M5	Amount of new residential development within 30 minutes public transport journey time of key services	S/3, S/6
	M6	Number of new jobs created.	S/5

Chapter	Indicator Number	Indicator Description	Policy
Strategic Sites	M7	Progress and development on strategic site allocations	SS/1 – SS/8
Climate Change	M8	Renewable energy capacity installed by type	CC/2, CC/3
	M9	Renewable energy capacity with planning permission by type	CC/2, CC/3
	M10	Proportion of development proposals for new dwellings and new non-residential buildings of 1,000 m ² or more reducing carbon emissions by a minimum of 10% using on site renewable energy technologies	CC/3
	M11	Amount of new development completed on previously undeveloped functional floodplain land, and in flood risk areas, without agreed flood defence measures	CC/9
	M12	Number of planning permissions where the Environment Agency initially objected on flooding and water quality grounds	CC/9
	M13	Proportion of new homes achieving water consumption levels equivalent to Code for Sustainable Homes Level 4 (105 litres per person per day or less)	CC/4
	M14	Proportion of non-residential developments demonstrating a minimum water efficiency standard equivalent to the BREEAM non-residential standard for 2 credits for water use levels	CC/4
Delivering High Quality Places	M15	Number of housing developments of 10 or more dwellings achieving each Building for Life standard	HQ/1
Protecting and Enhancing the Natural and Historic Environment	M16	Amount of new development completed within, or likely to adversely affect, internationally or nationally important nature conservation areas	NH/4, NH/5
	M17	Amount of inappropriate development completed in the Green Belt	NH/8, NH/9
	M18	Amount of land within a Local Green Space or PVAA designation that has been lost to development	NH/11, NH/12
	M19	Amount of land adjacent to an Important Countryside Frontage that has been lost to development	NH/13
	M20	Change in areas of biodiversity importance (international, national and local designations)	NH/4, NH/5
Delivering High Quality Homes	M21	Average net density of all completed new housing developments on sites of 9 or more dwellings	H/7
	M22	Proportion of new housing developments of 9 or more dwellings achieving less than 30 dph, 30-50 dph and 50 or more dph	H/7
	M23	Housing completions by number of bedrooms	H/8
	M24	Market housing completions on developments of over 10 dwellings by number of bedrooms	H/8
	M25	Gross affordable housing completions	H/9
	M26	Affordable housing completions on rural exception sites	H/10

Chapter	Indicator Number	Indicator Description	Policy
	M27	Gypsy & Traveller pitches and Travelling Showpeople plots completed	S/5, H/19, H/20, H/21
	M28	Number of caravans on unauthorised Gypsy & Traveller sites	S/5, H/19, H/20, H/21
	M29	Progress and development on residential allocations at villages, Papworth West Central, Fen Drayton Former LSA Estate, and Bayer CropScience Site	H/1 – H/4
	M30	Development of Residential Moorings at Chesterton Fen Road, Milton	H/6
	M31	Number of Lifetime Homes completed	H/8
	M32	Affordable dwellings permitted as a percentage of all dwellings permitted on sites where the policy requiring affordable dwellings applies	H/9
Building a Strong and Competitive Economy	M33	Amount and type of completed employment floorspace and land	S/5
	M34	Amount and type of employment land available	S/5
	M35	Amount of employment land lost	E/14
	M36	Amount of employment land lost to residential development (i) within village development frameworks and (ii) in South Cambridgeshire	E/14
	M37	Amount of completed and committed floorspace for retail	E/21 – E/23
	M38	Progress and development on allocations for employment uses, Fulbourn Road East, Papworth Hospital, Fulbourn & Ida Darwin Hospitals, Histon & Impington Station area, and Cambridge Science Park	E/1 – E/5, E/7, E/8
Promoting Successful Communities	M39	Progress of open space allocations	SC/1
	M40	Losses of village services, allotments and orchards resulting from new developments	SC/3, SC/9
	M41	Gains or losses of open space and outdoor recreation resulting from new developments	SC/7 – SC/8
Promoting and Delivering Sustainable Transport and Infrastructure	M42	Investment secured for infrastructure and community facilities through developer contributions	TI/8