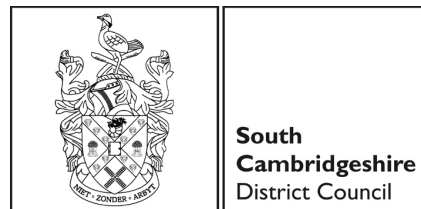


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4 March 2005

To: Chairman – Councillor RF Bryant
Vice-Chairman – Councillor Mrs CAED Murfitt
All Members of the Council

Dear Councillor

You are invited to attend a special meeting of **COUNCIL**, which will be held in **COUNCIL CHAMBER** at South Cambridgeshire Hall on **TUESDAY, 15 MARCH 2005** at **9.30 a.m.**

Yours faithfully

GJ HARLOCK

Finance and Resources Director

AGENDA

	PAGES
1. MINUTES OF PREVIOUS MEETINGS	1 - 18
To authorise the Chairman to sign as a correct record the Minutes of the special Council meetings on 20 and 21 January 2005.	
2. DECLARATIONS OF INTEREST	
To receive any declarations of interest from Members on matters arising in this agenda.	
3. LDF - CORE STRATEGY AND RURAL CENTRES (DECISION ON DETAIL OF POLICIES AND PROPOSALS FOR THE DPD)	19 - 28
The following appendices are attached separately:	
• Appendix 1: Core Strategy (Index and Eleven Chapters)	
• Appendix 2: Key and Maps	
• Appendix 3: Sustainability Appraisal (Four Chapters)	
• Appendix 4: Schedule of Changes of Draft Strategic Environmental Assessment (SEA)	
• Appendix 5: Urban Capacity Study (Study, Key and Maps)	

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SOUTH CAMBRIDGESHIRE DISTRICT COUNCIL

At a special meeting of the Council held on
Thursday, 20 January 2005 at 9.00 a.m.

PRESENT: Councillor RF Bryant – Chairman
Councillor Mrs CAED Murfitt – Vice-Chairman

Councillors: Dr DR Bard, RE Barrett, JD Batchelor, EW Bullman, NN Cathcart, JP Chatfield, Mrs PS Corney, Mrs SJO Doggett, Mrs A Elsby, R Hall, Dr SA Harangozo, Mrs SA Hatton, Mrs JM Healey, Dr JA Heap, Mrs HF Kember, RMA Manning, RB Martlew, MJ Mason, DC McCraith, Mrs JA Muncey, CR Nightingale, Dr JPR Orme, A Riley, Mrs DP Roberts, NJ Scarr, Mrs GJ Smith, Mrs HM Smith, Mrs DSK Spink MBE, RT Summerfield, Dr SEK van de Ven, Dr JR Williamson, NIC Wright and SS Ziaian-Gillan

Officers: Chris Bethell Planning Officer (Tourism & Monitoring)
Jonathan Dixon Senior Planning Officer (Economic Policy)
David Hussell Development Services Director
Keith Miles Planning Policy Manager
Michael Monk Principal Planning Policy Officer (Transport)
Claire Spencer Senior Planning Officer (Transport Policy)
Chris Taylor Head of Legal Services

Apologies for absence were received from Councillors SM Edwards, Mrs EM Heazell, JA Hockney, SGM Kindersley, R Page, EJ Pateman, JH Stewart, Mrs BE Waters, JF Williams and TJ Wotherspoon. Councillors Dr DR Bard and Mrs DP Roberts apologised for their late arrivals.

1. DECLARATIONS OF INTEREST

The Head of Legal Services emphasised that Members would not be discussing policies and that declarations of interest should depend only on a Member's personal judgement of how close he or she was to a particular issue, and whether or not an independent person, knowing the particular circumstances, would consider a Member's judgement to be biased. Members who had made representations during the consultation period were welcome to repeat their comments during the meeting.

The Chairman reminded Members that it was inappropriate for a Member to sit in the Mezzanine during consideration of an issue for which he or she had declared a prejudicial interest and withdrawn from the Chamber.

The following personal interests were declared:

Councillor Dr DR Bard	As his pension provider was the University Superannuation Scheme, one of the joint funders of the Monsanto site
Councillor NN Cathcart	Representation 4804 (Land between 63 and 71 Spring Lane, Bassingbourn) of the Core Strategies Development Control Policies Response: as owner of a neighbouring property
Councillor CR Nightingale	In representations 5789 (Land at Mingle Lane and Hinton Way, Great Shelford) and 5816 (Large site at Mingle Lane and Hinton Way, Great Shelford) as a local

landowner: would not participate in any vote on these issues

Councillor Dr JPR Orme As recipient of a pension from Bayer CropScience

2. LOCAL DEVELOPMENT FRAMEWORK (LDF) - CORE STRATEGY AND RURAL CENTRES

The purpose of the meeting was for Council to consider the general direction of the Local Development Framework (LDF) approach, not the policies, after which officers would draft policies for further consideration before submission to the Secretary of State. Council on 22 July 2004 had approved the Preferred Options documents for public participation and the Planning Policy Team was congratulated on having received nearly 6,000 representations during the consultation exercise.

2 (a) Sustainability Appraisal Scoping Report

The Sustainability Appraisal Scoping Report related to all Development Plan Documents and set out how to assess the extent to which the options would help to achieve relevant environmental, social and economic objectives. Cambridgeshire District Councils developed the methodology and independent consultants prepared the initial appraisals. In light of representations received, greater emphasis should be given to health issues and to Rights of Way, and the Strategic Health Authority was developing a Health Impact Assessment protocol with Cambridgeshire Horizons. Further consultation with the health authority would be undertaken to address how to include the protocol in Core Strategy policies.

Methodology

European directives and PPS12 requirements directed the agreed methodology, resulting in delivery of a complex system, incorporating necessary tables and documents. A more publicly accessible document would be produced at the next stage in the LDF process.

Transport

Transport criteria had not been specifically addressed as government guidance was to measure related outcomes, such as pollution, although officers would endeavour to make transport an important issue at the next stage of the LDF process.

Water and Sewage

Cambridge Water hoped to make a presentation to full Council about its ability to deliver water to new developments. Cambridgeshire Horizons, having responsibility for infrastructure, had approached Anglian Water for a response on sewage disposal, and it was hoped that the response would be reported at the next Cambridgeshire Horizons board meeting.

Conclusion

Council **AGREED** the recommendations as set out in the Sustainability Appraisal Scoping Report and Appendix 1 as the approach to be taken for all Development Plan Documents, subject to the issues raised during discussion.

2 (b) Core Strategy and Development Control Policies and Rural Centres: Preferred Options Reports

The Core Strategy was a critical document within the LDF, setting the scene for all Area Action Plans and providing the basis for development control actions across the district.

Preferred Approach for the Strategic Vision

The policy document would include a section on monitoring as the new LDF system required annual monitoring and was designed to be flexible, taking into account changing circumstances. Officers agreed to include in the Strategic Vision statements about monitoring, changing circumstances and review.

Village Categories

Criteria for Rural Centres had been defined in the Structure Plan as the final level in the sequence in which development should be accommodated; however, representations received indicated that the Structure Plan approach was too rigid. Officers therefore recommended the introduction of a Minor Rural Centre level, allowing flexibility for larger villages which did not meet all the Rural Centre criteria yet provided a degree of services for a wider geographic area than the village alone.

The Structure Plan set out specific criteria for Rural Centres. Local Plan No. 2 already contained a rural settlement policy and no radical changes were suggested. Four categories of village were proposed:

Rural Centres	No additional housing allocation to be made, although existing allocations under Local Plan No. 2 to be rolled forward. All development to take place within the village framework. No ceiling on scale of development where a suitable site could be assembled.
Minor Rural Centres	No additional housing allocation to be made, although existing allocations under Local Plan No. 2 to be rolled forward. All development to take place within the village framework. Development ceiling limited to 25 dwellings.
Group Villages	Development ceiling limited to 8 dwellings, possibly expanded to 15 in exceptional circumstances to make best use of a brownfield site.
Infill Only Villages	

Rural Centres

The policy would include links between service provision, facility improvements to villages and the effect of both on the quality of village life in identified Rural Centres. As no threshold would be applied to a windfall development size, providing a suitable location within the village framework could be identified, specific qualifications about developer contributions to village facilities and services would have to be tested during the Development Control process through a planning application.

Minor Rural Centres

The Minor Rural Centres concept had been an integral part of the first Structure Plan as a way to introduce a category to serve smaller rural settlements and officers recommended that it be adopted in the LDF as appropriate for the area. Selection criteria of Minor Rural Centres had included taking account of the ability to accommodate growth, the provision of services to rural settlements and the availability of rural transport. The introduction of a category of Minor Rural Centres also allowed a greater geographic spread of services and facilities across the district. Cambridgeshire County Council had not yet been asked to comment on the proposal for designation of Minor Rural Centres until South Cambridgeshire District Council had decided whether or not to include the concept in the LDF.

The policy would make clear that peripheral development outside Minor Rural Centres, or greenfield development on the village edge, would not be allowed. Given the limited size of development in Minor Rural Centres, developer contributions to village services,

although likely to be modest, could be based on identification of any service shortfall and whether the new development could contribute and improve rather than exacerbate the situation.

Gamlingay had been designated as a Minor Rural Centre as it already served as a focus for the surrounding smaller villages, although its proximity to Sandy and Biggleswade had been considered. Waterbeach had been inadvertently left off the list of settlements qualifying as Minor Rural Centres (Appendix 2).

Group Villages

The Development and Conservation Control Committee would need to be aware of the possibility of piecemeal development, with planning applications being made below the ceiling limit of 8 dwellings, exempting developers from making contributions to village facilities. It could be necessary to draft a Supplementary Planning Document to address situations where developers sought to subdivide a larger site and submit applications below the 8 dwelling limit.

Infill Villages

Flexibility was limited as government direction and the Structure Plan would direct the majority of development into the most sustainable locations, possibly causing discrimination against infill villages, although, given the tremendous pressure for large-scale development in any available community in the Cambridge Sub-Region, there could be room for policy exceptions, such as on certain brownfield sites, to ensure growth in smaller villages.

Bar Hill

Bar Hill had not been included on the list of Rural Centres as it did not satisfy the criteria for public transport or access to secondary education, nor would it serve as a Minor Rural Centre following development of Northstowe. Councillor R Hall, Local Member, felt that Bar Hill currently served as a *de facto* Rural Centre and would continue to serve villages south of the A14 even after Northstowe had begun to develop.

Cambourne and A428 Dualling

Representations made on the Rural Centres Preferred Options Report indicated that residents of Cambourne did not want to see development above the 3,000 +10% of homes initially agreed, while the developers preferred the Cambourne Enhanced approach or an expansion of the village framework. Officers recommended maintaining Cambourne as three separate rural villages.

The government had delayed the dualling of the A428, stating that the road was of regional, not national, importance, and that funds should be invested in a rural transport body. Consultation had begun on how the rural transport body would be established and it was unlikely funds would be available until 2008. This information had not been available to put to the Inspector during the Cambourne Enhanced appeal and the Council was seeking legal advice whether to draw attention to it at this late point, as it was believed that the Inspector's report on the Cambourne Enhanced appeal had now been given to the Deputy Prime Minister, although it was unknown when the outcome would be published. Councillor Mrs DSK Spink, Local Member, noted that the Cambourne Enhanced application had given weight to extra money being available for improved bus links, which would be of little benefit if dualling the A428 remained partially completed. Congestion on the A428 would increase substantially when improvements began on the A14.

Cambridge East and Marshalls Aerospace

These issues would be considered at the separate Cambridge East meetings, although

officers advised that there was no basis to consider alternative development strategy options at the present time.

Employment Opportunities and Local Economy

Although employment would be considered at a later stage in the LDF process, policies in the current Local Plan No. 2 which encouraged small industrial development within the local village framework were intended to continue.

Histon and Impington

The Principal Planning Policy Officer (Transport) explained that Histon and Impington had scored well against all the Rural Centre criteria, except for employment opportunities, but cautioned that making an exception to exclude Histon and Impington from the Rural Centre designation would create a difficult precedent.

Residents of Histon Road, Cottenham would not support any amendments to the village framework, which would effectively amalgamate the two settlements.

Northstowe and A14 Improvements

Specific discussion on Northstowe and its relationship with the A14 would be held at the Northstowe meeting on 1 February 2005. Concern was expressed about the delay of the A14 improvements and officers would be investigating ways to establish a relationship between the development of Northstowe and the A14 improvements.

Planning applications received for any villages along the A14 transport corridor would be subject to consultation with Cambridgeshire County Council and the Highways Authority and the Development and Conservation Control Committee would have to consider the position on the improvements at that time.

Over

Officers noted that the final column on page 103 of the agenda (Page 72 of 358 of Appendix 2) should be omitted as it had been left over from a drafting exercise: Over was not designated as a Minor Rural Centre. If residents of Over wished to be so designated, the Parish Council could make representations to the Inspector during the Examination in Public.

Papworth Everard

Papworth Everard did not meet the criteria for designation as a Rural Centre and, considering its proximity to Cambourne, would not serve the purpose of a Minor Rural Centre, thus it had been classified as a Group Village. Existing development allocations under Local Plan No. 2 would be rolled forward into the LDF. If Papworth Hospital relocated, designation of the village as a Group Village would limit development on the hospital site to 8 dwellings, therefore a specific policy response would be required for the site unless special provision was made in policy.

Sawston

Representation 5986 should refer to Deal Grove, not Dean Grove.

Sewage

Cambridgeshire Horizons was awaiting the outcome of an infrastructure feasibility study by Anglian Water.

Speed Limits

Cambridgeshire County Council used agreed village framework boundaries as locations for placing speed limit signs, but many villages had residential dwellings outside the framework. It was important to persuade the Cambridgeshire County Council to consider such exceptional areas to which speed limits could be extended. Officers

agreed to try to include village traffic management in the travel section.

West Wratting and Weston Colville

Councillor RE Barrett, Local Member, supported the representations to amend the Weston Colville village framework to allow additional growth and asked that this be considered in conjunction with similar representations about West Wratting. Officers agreed to review the situation.

Conclusion

On a proposal by Councillor R Hall, seconded by Councillor RMA Manning, Council, by 17 votes to 12

AGREED to include Bar Hill on the list of Rural Centres.

Councillor MJ Mason, seconded by Councillor Mrs JA Muncey, proposed that Histon and Impington be moved from the list of Rural Centres to the list of Infill Villages. The proposal was **LOST** by 17 votes to 12.

On a proposal by Councillor RMA Manning, seconded by Councillor A Riley, Council, by 15 votes to 12

AGREED to include Willingham on the list of Minor Rural Centres.

Council **AGREED** the following recommendations as set out in the Core Strategy & Development Control Policies and Rural Centres Preferred Options Reports and Appendices 2 and 3 as the basis for developing the policies to be set out in the Core Strategy and Development Control Policies and Rural Centres Development Plan Documents, subject to the issues raised during discussion:

- (a) To confirm the Preferred Approach to the Strategic Vision (CS1), subject to minor wording changes as recommended in the schedule and statements about monitoring, changing circumstances and review;
- (b) To amend the Preferred Approach for Strategy Options (CS2) to take account of climate change, the need to sustain the high technology research and development industry, and to recognise that the requirement to improve biodiversity needs to be appropriate to the development;
- (c) To retain the established approach to the definition of village frameworks (CS3), and that changes be made only where it is clear that there has been a relevant change in circumstances or an anomaly has been identified;
- (d) That the revised list of Rural Centres (CS4, RC1 and RC2) be:
 - Bar Hill
 - Cambourne
 - Sawston
 - Histon & Impington
 - Great Shelford & Stapleford;
- (e) That the new category of Minor Rural Centre be created and that these be:
 - Cottenham
 - Fulbourn
 - Gamlingay
 - Linton
 - Melbourn
 - Waterbeach
 - Willingham;
- (f) That there be no ceiling on windfall development in Rural Centres (CS5) and that all Rural Centres be classified as Rural Centres without peripheral development;
- (g) That there would be a ceiling of 25 dwellings on windfall development in Minor

- Rural Centres and that there would be no peripheral development in any Minor Rural Centre;
- (h) To confirm the Preferred Approach for additional development in Rural Centres (RC3), but that greater development on the existing residential land parcels in the Cambourne Masterplan beyond that suggested by Annexe C to the Rural Centres Preferred Options report or by enlargement of the site should be resisted as being inconsistent with maintaining the character of Cambourne as three separate villages;
 - (i) To confirm the Preferred Approach for development in Group Villages (CS7) as up to 8 dwellings and exceptionally 15 where it would make best use of a brownfield site; and
 - (j) To confirm the Preferred Approach for development in Infill Only Villages (CS8).

2 (c) Green Belt

Core Strategies 9-12 set out the Preferred Approach for Green Belt objectives and boundary definition, and the Preferred Approaches for development within the Green Belt and for Major Developed Sites (MDS) within the Green Belt. Many representations sought changes to the established Green Belt boundary, but the recommendations acknowledged maintaining the status quo except where changes would be required, such as at Cambridge East and Northstowe, both of which were subjects for future LDF meetings. Unless specific anomalies could be identified, it was recommended that the established boundaries be confirmed as set out in Local Plan No. 2 and rolled forward into the LDF. Officers now considered that the Bayer CropScience site at Hauxton should be treated as an island within the Green Belt in order to allow flexibility in redevelopment proposals.

The policy would not allow greenfield allocation on the edge of Rural Centres or Minor Rural Centres. The Development and Conservation Control Committee would be in an even stronger position if the village edge were reinforced by a Green Belt in addition to the village framework. Government advice was that brownfield development should occur only where the brownfield site was in a sustainable location.

Members noted that the latest government circular said that travellers could be given planning permission in the Green Belt.

Representation 5985 (Dean Grove, Sawston) should read Deal Grove, Sawston. Representation 6085 (Land West of Ida Darwin Hospital, Fulbourn) would be considered in the context of development in the context of the Fulbourn and Ida Darwin Hospitals site, although it was noted that it had previously been the site of the Chesterton Rural District Council dump.

Conclusion

Council **AGREED** the following Cambridge Green Belt recommendations as set out in the report and Appendix 2 as the basis for developing the policies to be set out in the Core Strategy and Development Control Policies Development Plan Documents, subject to the identification of the Bayer CropScience site at Hauxton as an island in the Green Belt:

- (a) To confirm the Preferred Approach for Green Belt objectives and boundary definition (CS9 and CS10); and
- (b) To confirm the Preferred Approach for development within the Green Belt and for Major Development Sites (MDS), subject to inclusion of a definition of what would constitute an MDS (CS11 and CS12).

2 (d) Development Principles

Core Strategies 13-18 set out the Preferred Approach for the Development Principles objectives, including sustainability, design and landscape, and preparing a policy setting out development criteria for all developments.

Although Area Transport Plans were also included in the travel chapter, the wording of CS13 Development Principles Objectives – Preferred Approach would be strengthened to refer to the recently adopted Supplementary Planning Document on transport plans. Officers agreed to revise the wording in CS16 Design of New Development – Preferred Approach to clarify that material planning considerations in individual design statements and Parish Plans had to conform to agreed planning policy before being adopted as Supplementary Planning Documents. Councillor Mrs SA Hatton agreed to speak to officers about the wording of CS14 Sustainable Development – Preferred Approach.

Conclusion

Subject to the re-wording of Core Strategies 13, 14 and 16, Council **AGREED** the Development Principles recommendations set out in the report as the basis for developing the policies to be set out in the Core Strategy and Development Control Policies Development Plan Documents.

**The Meeting ended at 1.00 p.m., to
reconvene on the following day at 9.30 a.m.**

SOUTH CAMBRIDGESHIRE DISTRICT COUNCIL

At a special meeting of the Council held on
Friday, 21 January 2005 at 9.40 a.m.

PRESENT: Councillor RF Bryant – Chairman
Councillor Mrs CAED Murfitt – Vice-Chairman

Councillors: Dr DR Bard, RE Barrett, JD Batchelor, NN Cathcart, Mrs A Elsby, R Hall,
Mrs SA Hatton, Mrs JM Healey, Dr JA Heap, Mrs HF Kember, RMA Manning,
RB Martlew, MJ Mason, DC McCraith, Mrs JA Muncey, Dr JPR Orme, A Riley,
NJ Scarr, Mrs GJ Smith, Mrs HM Smith, Mrs DSK Spink MBE, JH Stewart,
RT Summerfield, JF Williams, Dr JR Williamson and NIC Wright

Officers: Jonathan Dixon Senior Planning Officer (Economic Policy)
Caroline Hunt Principal Planning Officer (Housing)
Michael Monk Principal Planning Policy Officer (Transport)
Claire Spencer Senior Planning Officer (Transport Policy)

Apologies for absence were received from Councillors JP Chatfield, Mrs SJO Doggett,
SM Edwards, Mrs EM Heazell, SGM Kindersley, R Page, Dr SEK van de Ven and SS Ziaian-
Gillan.

1. DECLARATIONS OF INTEREST

The following personal interests were declared:

Councillor Dr DR Bard	As his pension provider was the University Superannuation Scheme, one of the joint funders of the Monsanto site
Councillor Mrs HF Kember	As an ordinary member of English Heritage, the National Trust and the Wildlife Trust
Councillor RMA Manning	Owner of land on which a telecommunications mast is situated, for which he is paid rent

2. CHAIRMAN'S ANNOUNCEMENT

The Chairman informed Members that Cambridge Water would be giving a presentation before the 24 February 2005 meeting of full Council, outlining their ability to deliver water to new settlements. The Planning Policy Manager was arranging this presentation at the request of Members.

3. LOCAL DEVELOPMENT FRAMEWORK (LDF) - CORE STRATEGY AND RURAL CENTRES

This second part of the meeting gave Council the opportunity to consider the Core Strategy as it related to Housing (and supporting Urban Capacity Study), Economy and Tourism, Services and Facilities, Recreation, Papworth Hospital, The Natural Environment, Energy, Protecting South Cambridgeshire's Landscapes, Cultural Heritage and Travel.

3 (a) **Housing and Urban Capacity Study**

Land Supply and Windfall Allowance (CS19 and CS20)

Further housing allocations in villages were not required as Council had agreed on 20 January 2005 that additional capacity at Cambourne would be sufficient to satisfy housing land supply needs.

Whilst locating housing and employment in close proximity to help reduce travel to work were aims of the Plan, it was acknowledged that people did not always wish to live and work in the same area. The Structure Plan made allowance for some small-scale general employment opportunities to take advantage of local skills, and local employment opportunities were key criteria for the identification of Rural Centres.

Contrary to some representations, it was felt that the windfall allowance had not been overestimated, although the allowance would be monitored and managed, and could be adapted as necessary in future reviews of the Core Strategy. As agreed on 20 January 2005, windfalls within Rural Centres' frameworks could be brought forward into the LDF with no development ceiling.

The allocation at Highfields Caldecote referred to the residue of land left for development from the original site; this would be clarified in the final document.

Members noted that the rate of construction, rather than land supply, often slowed development pace.

Densities (CS22)

Densities from the adopted Structure Plan and PPG3 had been included in CS22. It was confirmed that the 30 dwellings per hectare (dph) minimum required in the Structure Plan allowed for the provision of gardens. Officers confirmed that CS22 provided for densities below 30 dph in very special circumstances that required a different treatment. This would be included in the wording of the policy in the draft Core Strategy.

Proposals for major developments would be considered in Area Action Plans, but it was likely that there would be, potential for higher with densities in the new settlements and on urban extensions to Cambridge than in existing villages. Although historically development had at low density on village edges, the LDF sought the most sustainable form of development, which could include higher densities on village edges where appropriate, subject to a suitable edge treatment to the village. Apartments could also be constructed in higher density areas.

Parking allocations would be considered in the travel chapter, but developments of at least 40 dph would be sought in areas with good access to public transport.

Members commented on the use of quality landscaping and design, and constructing smaller houses and apartments to look like 4 or 5 bedroom houses to give the impression of lower densities in higher density areas.

Market Housing (CS23 – CS26)

CS26 required a 50% District-wide target for market housing for 1 and 2 bedroom properties as a single category without prescribing how many of each size of dwelling should be provided within that percentage. The actual provision would be market-driven, although the Development and Conservation Control Committee would decide what was appropriate to local circumstances on a case-by-case basis. The policy aimed at being flexible while still requiring developers to provide a suitable proportion of smaller dwellings. The LDF would not be able to specify minimum interior room sizes and the

reference to “bedroom size” would be clarified to refer to the number of bedrooms in the property. Northstowe and the Cambridge edge developments had separate targets in the Area Action Plans.

Separate Building Control legislation governed sound insulation between houses and such issues therefore could not be included in the LDF. Members were encouraged to contact the Building Control section if they had specific questions about lifetime housing standards and other building regulations.

Affordable Housing (CS27 – CS33)

The draft Core Strategy would address situations where developers parcelled land into smaller packages to avoid meeting affordable housing requirements. Density policies would guide the appropriate number of dwellings on a site, which should reduce the amount of applications for fewer houses per site than could be accommodated.

Caution was urged on introducing a policy requiring affordable housing to be required based on density, as it was considered that the proposed 50% target was challenging but still reasonable. Councillor NJ Scarr, seconded by Councillor Mrs SA Hatton, proposed that the distinction between larger and smaller villages be abolished and the threshold of two or more dwellings be applied district-wide. Officers explained that the Council had successfully introduced in the 2004 Local Plan a minimum threshold of more than 10 dwellings in villages of 3,000 or more population, while the national requirement was for a minimum of 25 dwellings, or 15 in areas of high need. Members were encouraged to roll forward into the LDF the tested and approved 2004 Local Plan policy, as changing the policy was high-risk and could result in the Inspector applying the national thresholds, thus reducing affordable housing provision in South Cambridgeshire. The Housing Corporation did not appear to have different funding regimes available based on village sizes. Officers explained that the national policy was being reviewed imminently and, if this enabled thresholds to be reviewed, they would be as part of the preparation of the Core Strategy, having regard to Members' views. In view of the risks of changing the accepted policy, Councillors Scarr and Mrs Hatton **WITHDREW** their proposal. It was confirmed that a 50% affordable housing target had been suggested for the Northstowe Area Action Plan.

It was important to have a suitably flexible policy to take account of the changing situation in light of conflicting signals from the government on affordable housing funding. There could be some exceptional circumstances where a 50% affordable housing requirement would not be appropriate on a particular site, for example on a very small site in a smaller village, in which case the Council may accept a financial contribution to help fund affordable housing elsewhere. It was unlikely that the Inspector would approve a policy of accepting a financial contribution to affordable housing on sites of a single dwelling.

Councillor Mrs GJ Smith, seconded by Councillor RB Martlew, proposed that, subject to the matter being examined, any developers building housing below the threshold of more than 10 dwellings be required to make an appropriate contribution to affordable housing, the contribution to be kept in a ring-fenced account to be used for RSL or other affordable housing providers. Members were reminded that government consultation had been conducted previously on a similar “roof tax”, to which the Council had been strongly opposed. Councillor Dr DR Bard cautioned that, if implemented, the Cambridgeshire County Council may wish to enact a similar tax requiring a contribution to education and Councillor Mrs DSK Spink reminded Members that RSLs received central government funding through the Housing Corporation, so the Council would have no control over directing the funding, assuming that the central government allowed the Council to retain its own funding pot. As government consultation on revisions to its

affordable housing policy was due on 24 January 2005, Councillors Mrs Smith and Martlew **WITHDREW** their motion and officers agreed to consider the strategy in light of the government consultation.

In situations where existing housing was demolished and replaced by new build, the net figure was considered when imposing affordable housing requirements, therefore a site where one house had been demolished and replaced by two new dwellings, the net change was one property, which was too low for affordable housing requirements.

Existing policies for exception sites outside the village framework in areas with a high level of need would be rolled forward into the draft Core Strategies and were in line with government policies of 100% affordable housing to meet local needs.

With higher percentages of affordable housing, it was important to have a mix of tenure in affordable housing provision and to distribute affordable dwellings within sites.

CS30 would be amended to refer specifically to "2 or more dwellings".

Conclusion

Council **AGREED** the following recommendations, subject to issues raised during discussion:

- (a) To confirm the Preferred Approach to housing objectives (CS19);
- (b) To confirm the Preferred Approach to roll forward the existing housing allocations made in the 2004 Local Plan (CS20);
- (c) To confirm the Preferred Approach to densities of at least 30 dwellings per hectare and at least 40 dwellings per hectare in more sustainable locations (CS22);
- (d) To confirm the Preferred Approach for the target for the mix of house sizes, based on the number of bedrooms, in market housing:
 - 40% 1 and 2 bedroom : 30% 3 bedroom : 30% 4 or more bedrooms for Northstowe to address locally identified housing needs whilst not compromising the development of a balanced community in a new town (CS23); *[This decision was subsequently overturned by full Council on 1 February 2005 in favour of a 50 : 25 : 25 ratio]*
 - 50% 1 and 2 bedroom : 25% 3 bedroom : 25% 4 or more bedrooms for development district-wide (primarily in villages) to address the high level of need for 1 and 2 bedroom properties identified in the Housing Needs Survey (CS26);
- (e) To confirm the Preferred Option for the target of Affordable Housing at approximately 50% of all dwellings proposed (CS27);
- (f) To confirm the Preferred Approach of requiring Affordable Housing to be provided as set out in the 2004 Local Plan, i.e., a threshold of more than 10 dwellings in settlements over 3,000 population and 2 or more dwellings elsewhere (CS30);
- (g) To confirm the Preferred Options for funding Affordable Housing:
 - To pursue CS32 District-wide, negotiating a lower proportion of Affordable Housing if there were insurmountable subsidy issues; and
 - To pursue CS33 for small sites, negotiating a contribution to Affordable Housing to be provided elsewhere.

3 (b) Economy and Tourism

Officers explained that the bullet points in the Preferred Approach to CS35 would be expanded in the final LDF and agreed to review the wording used regarding the agricultural contribution to the economy in line with PPS7. The 2004 Local Plan policy

concerning the special status of the Imperial War Museum at Duxford would be rolled forward into the LDF. Strategies regarding the redevelopment of farm buildings for other use would be carefully worded.

It was confirmed that the LDF could support the tourism industry of South Cambridgeshire, but could not be more specific.

Council **AGREED** the options for employment (CS35 – CS43), subject to the re-wording as discussed.

3 (c) Services and Facilities

Dual Use (CS44)

The strategy set out the objective that there was a benefit to using existing facilities more widely, but officers agreed to speak with the Community Services section about specific reference to Dual Use, and to include a reference that the current Dual Use funding policy was changing. It was important to explore other financially viable models other than the existing Dual Use scheme and officers agreed to consider the wording of the sections referring to larger villages without secondary schools but still in need of central facilities.

Security during daytime community use was a Community Services issue, not part of the LDF.

Health and Social Care (CS46)

Officers agreed to speak with Councillor RE Barrett, the Council's Member on the Cambridgeshire County Council Health and Social Care Scrutiny Committee, about the wording of the health provision policy.

Retail Hierarchy (CS46)

Traffic and parking issues would be considered through the Development and Conservation Control Committee. The retail hierarchy was consistent with government policy and it was noted that PPG6 was being reviewed. Development policies would ensure that the scale of a retail area was in scale with its location. The Northstowe shopping centre would be carefully modelled in the Masterplan.

Applications for New Retail Development (CS47)

Studies had shown that the Cambridge area did not need more large supermarkets and sub-regional shopping areas, except at Northstowe and in the Cambridge East area. Small-scale retail development was welcomed.

Telecommunications (CS48)

Officers agreed to utilise the most current planning guidance on the inclusion of health and safety implications of telecommunications masts in the strategy, especially with regards to their placement near primary schools, when drafting the LDF.

Public Art (CS50)

The Senior Planning Officer (Economic Policy) confirmed that public art would be encouraged and sought through negotiation, but would not be an absolute requirement, in accordance with the Council's adopted Public Art Strategy. Any public art would be done in consultation with, and with the support of, the local community, and the included items such as street furniture, iron gates, street signs or other similar features.

Council **AGREED** the following recommendations, subject to the issues raised during discussion:

- (a) The objectives for services and facilities (CS44), with the inclusion of health and social care;
- (b) The Preferred Approach for the protection of village services and facilities, with the inclusion of recreation and sports facilities (CS45);
- (c) The retail hierarchy for the District (CS46); and
- (d) The Preferred Approach to encourage developers to provide public art as part of their development (CS50).

3 (d) Recreation

A mixed response had been received to the open space standards and it was recommended to continue with the Preferred Approach of a standard higher than the NFTA. The standard for informal open space of 0.4 hectares was in addition to the currently agreed open space provisions and accorded with government guidelines; PPG17 said that robust needs studies were required when defining open spaces, which included informal areas, children's play areas and sports areas. Planning Policy and Community Services officers were working together on safety and design issues towards production of a Supplementary Planning Document.

The requirement in CS52 for all new dwellings to contribute towards the provision or improvement of open space was meant to redress the historic lack of recreation provision from previous developments and the Council was seeking land provision where possible rather than a financial contribution. Officers would develop a form of words to indicate that Parish Councils were under no obligation to accept the maintenance of new open spaces.

Council **AGREED** the following recommendations, subject to issues raised during discussion:

- (a) The Preferred Approach for open space standards (CS51);
- (b) The option that new developments be required to contribute to the provision of strategic open space (CS54); and
- (c) To note the findings of the Recreation Study and Annex.

3 (e) Papworth Hospital

Councillor NIC Wright, Local Member, strongly supported the preferred option (CS55) that the current functions remained on site, but recognised that government guidance was that the LDF could not require the current use of the Papworth Hospital site to continue, therefore the LDF needed to prepare for the possibility of the current functions at the Hospital relocating. Officers' advice was that the LDF could continue to press the Council's view that the cardio-thoracic unit remained on site, but it was understood that the Health Authority would undertake formal consultation later in 2005 on relocating the cardiovascular surgery unit to the Addenbrooke's site.

The Principal Planning Policy Officer (Transport), the Council's representative on the Papworth Hospital Site Usage Group, explained that the Group was considering the potential alternative uses of the existing site. The development of Addenbrooke's would be considered as part of the proposals in Cambridge City Council's area for the Cambridge Southern Fringe and the Addenbrooke's 2020 Vision depended on the M11 link road being in place.

Members noted that the Council had given permission for 1,000 houses to be built in Papworth Everard on assurance that the Hospital would not be moving and that the Council had previously resolved to support the Hospital remaining in Papworth Everard.

Council **AGREED** that, whilst it was inappropriate for a Local Development Framework policy to dictate to the health authorities whether the current activities continue on the Papworth Hospital site, a policy should be included within the LDF to guide a mixed development and set the criteria against which any redevelopment proposals should be tested, this policy to be augmented by a Supplementary Planning Document.

3 (f) **St Mary's Church, Gamlingay**

Councillor Mrs A Elsby, Local Member, confirmed that the proposed allocation for an additional graveyard at Gamlingay was in the centre of the village near the existing cemetery, making it easy for people to travel on foot between the two. It was not proposed to develop the entire site all at once, and ecological works had not been marked on the map.

Council **AGREED** the Preferred Approach for Land Allocations for Community Facilities (CS59): St Mary's Church, Gamlingay.

3 (g) **The Natural Environment**

There was general support for the natural environment objectives and it was recommended that the Core Strategy include a policy on habitat creation. Members queried whether biodiversity could be enhanced through development and it was explained that new habitats could be provided on development sites, and that releasing farmland for development could increase biodiversity, especially through gardens.

Council **AGREED** the natural environment objectives (CS60) and that the Core Strategy include a policy on habitat creation.

3 (h) **Energy**

Officers explained that a number of the District Council's assessments in Appendix 1 incorrectly referred to affordable housing thresholds: this had been caused by a software error and would be corrected. The amended schedule of responses would be re-issued to those who had made representations.

The Preferred Approach for development of renewable energy sources (CS61) was a criteria-based policy, which would set out all the factors to be considered when reviewing renewable energy provision, rather than being directed at particular types of provision. This robust approach would be applicable to current and future renewable energy technologies and any applications would be tested on a case-by-case basis. The policy sought to take a holistic approach to landscape character. Officers confirmed that the Green Belt was a spatial tool rather than a landscape tool, and would likely be covered by separate criteria in the policy.

The Preferred Approach to ensure that at least 10% of the energy needs of larger developments be met by renewable energy technologies (CS62) was broadly consistent with the emerging Regional Plan. However, consistency was sought with the emerging Cambridge City Local Plan and a revision to the threshold for residential development was proposed from 50 dwellings down to 10 dwellings. This was equivalent to the 1,000 m² threshold for commercial development.

Officers were in the early stages of consultation with Cambridgeshire Horizons whether Northstowe could have its own energy supply company (ESCO) and a study was proposed to be undertaken.

Energy from waste could not be classed as renewable and would be considered by Cambridgeshire County Council as the waste planning authority.

Officers advised that in response to representations from GO-East, CS63 was proposed to be revised to ensure that it did not seek to amend requirements of Building Regulations, whilst encouraging developers to strive for greater energy efficiency.

Council **AGREED** the following recommendations, subject to issues raised during discussion:

- (a) To confirm the Preferred Approach for developing renewable energy sources (CS61) through development of a criteria-based policy, including visual and noise impact;
- (b) To confirm the Preferred Approach that at least 10% of the energy needs of larger developments be met by renewable energy technologies (CS62), and that the threshold for providing renewable energy should be lowered from 50 dwellings to 10 dwellings; and
- (c) That the Preferred Approach for all new development would be to require developers to maximise energy efficiency through sustainable design and construction and to encourage developers to strive to achieve energy efficiency standards above the minimum Building Regulations' standards in force at that time (CS63).

3 (i) **Protecting South Cambridgeshire's Landscapes**

The Preferred Approach for Landscape Character Areas (CS64) was a 2004 Local Plan policy and a similar policy would be developed for the LDF.

Concern was expressed at the Preferred Approach for River Valleys (CS67) as it was important to remember that drains served a function to remove water not to provide wildlife habitats. The Council's Land Drainage Manager and Ecology Officer worked closely to achieve a balance between both issues and both would be consulted on the final wording of the policy.

The proposed actions for the Preferred Approach for Flood Risk (CS68) acknowledged a catchment approach.

The Environment Agency would provide expert advice on sustainable drainage systems (CS69) and had some funding available for flood risk assessments. Members asked that the policy specify that the design of sustainable drains should be for ease of maintenance.

Light pollution issues (CS70) could only be considered in cases requiring planning permission. Environmental Health should be consulted where situations arose with security lights being left on overnight.

Council **AGREED** the following recommendations, subject to issues raised during discussion:

- (a) To confirm the Preferred Approaches for Landscape Character Areas, Natural Areas, Biodiversity and River Valleys (CS64 – CS66), with further guidance to be set out in Supplementary Planning Documents;
- (b) To confirm the Preferred Approach for flood risk (CS68), including the need to consider flooding on a catchment basis not just within the floodplain; and
- (c) That the Preferred Approach for sustainable drainage systems (CS69) would be to seek such systems only where they are practicable.

3 (j) Cultural Heritage

In response to some representations received, officers would re-word the section on archaeological heritage. Conservation areas would be assessed through a process separate from the LDF.

Council **AGREED** the recommendations as set out in the Appendix.

3 (k) Travel

In response to representations received, officers would introduce a new policy to address Rights of Way and to link new paths to existing routes.

Although members felt that minimising the amount of car parking provided in new developments (CS78) would not reduce reliance on private vehicles without better public transport, the policy reflected government guidance in PPG13. Councillor Mrs DSK Spink, Local Member, reported the difficulties experienced in School Lane, Cambourne, with cars parked on what had become a major road since the opening of the Caxton By-Pass. Officers explained that the objective was aspirational, but would try to re-word it to reflect that minimisation of car parking would be sought only in locations where suitable alternative modes of travel existed.

Councillor RMA Manning, seconded by Councillor JA Muncey, proposed the removal of the sixth bullet point in CS78, "to minimise the amount of car parking provided in new developments, compatible with its location, to reduce over-reliance on the car". Members were reminded that the bullet point was an objective, not a policy, and that the reduction of car parking would be done only where it was appropriate and compatible with its location and public transport provision, such as in Northstowe, Cambridge East and Cambridge Southern Fringe. The motion was **LOST** by 9 votes to 10.

The Cycle Provision Prioritisation (CS82) was queried, with the reduction of the cycleways budget, and it was confirmed that the option referred to new cycleway provision through s106 agreements.

With regards to Aviation-Related Development Proposals (CS87), it was confirmed that Waterbeach and other sites were now back in consideration for the relocation of Marshall's. The Development and Conservation Control Committee would consider the proposed wind farm at Boxworth when the application was received, including the impact on nearby aviation sites and the airfield relocation.

Council **AGREED** the recommendations as set out in the Appendix, subject to the re-wording agreed during discussion.

The Meeting ended at 5.26 p.m.

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SOUTH CAMBRIDGESHIRE DISTRICT COUNCIL

REPORT TO: Council

15th March 2005

AUTHOR: Director of Development Services

**SOUTH CAMBRIDGESHIRE LOCAL DEVELOPMENT FRAMEWORK:
CORE STRATEGY / DEVELOPMENT CONTROL POLICIES / SITE SPECIFIC POLICIES -
FOR SUBMISSION TO SECRETARY OF STATE**

Purpose

1. A working meeting to consider the emerging content of the draft Core Strategy / Development Control Policies / Site Specific Policies development plan document. A final version will be brought back to Members at the Council meeting of 9th May, to determine the plan for Submission to the Secretary of State. Members are reminded to bring to the meeting the Preferred Options Reports for the Core Strategy and Rural Centres and also the Recreation Study, Urban Capacity Study and Sustainability Appraisal Scoping Report, all published in October 2004.

Effect on Corporate Objectives

2.	<p>High quality, accessible, value for money services.</p> <p>Quality village life.</p> <p>A sustainable future.</p> <p>A better future through Partnerships.</p>	<ul style="list-style-type: none"> • Assist the Council's objectives to deliver quality accessible development in the district. • The provision of affordable housing and the effective delivery of sustainable development at Northstowe and other major developments on the edge of Cambridge and development of sustainable communities. • Assist the delivery of the Community Strategy. • Be used by Cambridgeshire Horizons (formerly the Infrastructure Partnership) to help the early and sustained development of the necessary services and infrastructure.
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Background

3. The Council published Preferred Options Reports for a number of Development Plan Documents on 1st October 2004. Supporting Studies were also published for consultation. Public participation on the matters raised in these reports took place over a six-week period ending on 12th November.
4. The Preferred Options Reports covered:
 - Core Strategy and Development Control Policies
 - Rural Centres
 - Northstowe Area Action Plan
 - Cambridge Southern Fringe Area Action Plan
 - Cambridge East Area Action Plan (prepared jointly with Cambridge City Council)

The supporting studies published as consultation drafts were:

- Sustainability Appraisal Scoping Report
- Urban Capacity Study

- Recreation Study, including Annexe 1 - the Village Results.
5. Some 5,500 representations to all the Preferred Options Reports and Studies were received in total, of which just over 1,800 related to the Core Strategy / Development Control Policies, 230 to the Rural Centres, 90 to the Urban Capacity Study, 47 to the Recreation Study and its Annexe and 30 to the Sustainability Appraisal Scoping Report.
 6. The Preferred Options reports were prepared under the “jumping the gun” regulations in the lead up to the new system of plan making which did not come into force until September 2004, after Council had agreed the reports. The new system requires the preparation of a Local Development Scheme which sets out the LDF documents that a local authority intends to prepare over the next three year period and a timetable for their preparation. On 9th December 2004, Cabinet agreed a draft Local Development Scheme which lists the documents (both Development Plan Documents and Supplementary Planning Documents) which the Council intends to prepare over the next 3 years. This will be submitted formally to the Government Office (GO-East) in March.
 7. Members considered responses to the Preferred Options Reports and background studies at a series of full Council Meetings. The Core Strategy / Development Control Policies, as well as the Rural Centres Preferred Options Report, were considered on 20th and 21st January 2005. Site-specific policies were also considered at the same meeting, as part of the Core Strategy Preferred Options Report. However, in response to the final version of the regulations, published after the preferred options were prepared, the site-specific policies will be drawn out into a separate section of the submission Development Plan Document.
 8. Although a Rural Centres Preferred Options report was published separate to the Core Strategy, the responses have made it clear that this is a matter which is so intertwined with the Core Strategy through a rural settlement strategy that it is considered that Rural Centres should not be a separate Development Plan Document and is therefore incorporated into the Core Strategy draft.

The Next Steps

9. This is the first of a series of meetings of Council to consider the policy approach in the draft Development Plan Documents: Core Strategy / Development Control Policies / Site Specific Policies (15th March), Northstowe (23rd March), Cambridge Southern Fringe (8th April) and Cambridge East (15th April). A final meeting of Council on 9th May is programmed to deal with any amendments which need to be considered as a result of any of the previous meetings or the findings of the independent Sustainability Appraisal / Strategic Environmental Assessment, and determine the Local Development Framework for submission to the Secretary of State (20th May has also been reserved as a fall-back position if required).
10. The Cambridge East Area Action Plan is being prepared jointly with Cambridge City Council. As such, the programme takes account of the need to allow for meetings of the Joint Member Reference Group (21st February and 5th April) and also Cambridge City Council meetings (Environment Scrutiny Committee on 22nd March and 12th April and City Full Council Meeting on 28th April with a fall-back of 19th May).
11. LDF documents will be submitted to the Secretary of State in June 2005. They will then be subject to public participation for a six-week period. An additional participation period on objectors' sites is scheduled for October 2005. It is envisaged

that the Public Examination will start in February 2006, with the Inspector's binding report being received late 2006 with adoption end 2006/early 2007.

The Main Issues to be resolved

12. Attached to this Agenda Item are the following Appendices:
- Appendix 1: Draft Core Strategy / Development Control Policies / Site Specific Policies Submission DPD
 - Appendix 2: Draft Inset Proposals Maps
 - Appendix 3: Sustainability Appraisal / Strategic Environmental Assessment of Draft Core Strategy / Development Control Policies Submission DPD
 - Appendix 4: Schedule of changes to Draft Sustainability Scoping Report October 2004
 - Appendix 5: Urban Capacity Study 2005

Approach to Drafting the Core Strategy / Development Control Policies / Site Specific Policies DPD

13. Members provided a clear steer on the policy direction to be incorporated in the Core Strategy / Development Control Policies / Site Specific Policies DPD at the Council meetings on 20th and 21st January, when considering the representations received as a result of public participation on the Preferred Options Reports.
14. The Preferred Options Reports focused on key issues for the DPD and issues where there were choices to be made on the policy direction. They did not cover all issues to be included in the LDF. For example, there are a number of issues that are consistent with the Structure Plan and PPGs, or have been tested historically and have worked well in past Development Plans, and are rolled forward. In addition, revisions to Government guidance published after the Preferred Options Reports were prepared have been taken into account in drafting of the Core Strategy and Development Control Policies.

Sustainability Appraisal / Strategic Environmental Assessment

15. Under the new system of plan making, a key aspect to the preparation of plans is the use of Sustainability Appraisal and Strategic Environmental Assessment (SA / SEA) to help test evolving options and policies and ensure that the most sustainable are pursued. It also provides valuable information for those considering policies through the participation process, enabling them to make an informed decision on their representations.
16. A Scoping Report was prepared by the Council, ahead of its preferred options reports, to identify relevant sustainability issues in the district, develop sustainability objectives, decision-making criteria and indicators to test the plan against. This report has already been subject to public participation at the preferred options stage, and Members agreed a set of changes to this report at the Council Meeting of 20th January 2005. A schedule is attached in Appendix 4, detailing the changes to the draft report.
17. The Draft Core Strategy / Development Control Policies have been subject to full SA / SEA appraisal by independent consultants, following the methodology approved in the Scoping Report. The sustainability assessments include an appraisal matrix for each policy, detailing how it scored against the sustainability objectives developed

through the Scoping Report. Testing includes consideration of potential short, medium and long term effects, secondary, cumulative and synergistic effects.

18. The Final Sustainability Report will be a complete report, explaining the process, and also including a publicly accessible summary. This will be put before members at the Council meeting of 9th May. The current report is effectively also a draft, to support Members' consideration of the draft policies. Any policy changes will require re-appraisal, with results put to Members at the Special Council meeting on 9th May.

**Draft Core Strategy / Development Control Policies /Site Specific Policies
Submission Development Plan Document**

19. The document will effectively be a trio of documents, containing three distinct sections - a Core Strategy; Development Control Policies; and Site Specific Policies.

- **Introduction**

20. An introduction to the Local Development Framework, explaining its content, form and status, the preparation process, and links to other documents such as the Community Strategy. The introduction also sets out the process for public involvement following submission to the Secretary of State.

Part A The Core Strategy

- **Strategy**

21. The Core Strategy sets out the overall approach to development in the District. In this first version of the Core Strategy it takes the strategy from the Cambridgeshire Structure Plan 2003, which is very locationally specific and determines the main spatial strategy for the District. The Core Strategy sets out the sequential approach to development and the Cambridge focus for significant levels of housing development to help redress the current imbalance between jobs and houses close to Cambridge. It therefore identifies the urban extensions proposed to Cambridge and the proposed new town of Northstowe for which Area Action Plans are proposed to be prepared.
22. It also establishes the strategy for development in the rural area. Focussed on larger, more sustainable villages, it identifies Rural Centres as required by the Structure Plan, and introduces a category of Minor Rural Centres to respond to the characteristics of South Cambridgeshire. The rural element of housing land supply in the Core Strategy has been adjusted from the preferred options report stage to take account of the revised Urban Capacity Study, and housing numbers developed around the base date of March 2004 as opposed to March 2003. The results indicate the strategy agreed in the Preferred Options Report remains sound, and that taking into account predicted windfalls and with the residual dwelling requirement being provided through operating current density policies on remaining land parcels at Cambourne, sufficient land supply has been identified that there is no need for additional allocations in the rural area.
23. Settlement policies for Rural Centres, Minor Rural Centres, Group Villages and Infill Villages have been developed, for the village categorisations agreed by Council. This is followed by details of current employment land supply. There is sufficient land supply not allocate additional sites except through Strategic Employment Allocations in Area Action Plans as required by the Structure Plan.

24. Finally a policy makes clear the need for monitoring and operation of a plan, monitor and manage approach to the Local Development Framework.

Part B - Development Control Policies

• **Development Principles**

25. Following support from the preferred options public participation detailed criteria based policies have been developed for Sustainable Development, Design of New Development, and Development Principles. A policy on the potential impact of Cumulative Development has been drafted to deal with concerns about making best use of sites and securing infrastructure requirements on parcels of land that could be regarded as forming part of a larger site.
26. A policy on Construction Methods has been developed following representations received on the Area Action Plans including from Go-East, where it was determined that the approach to these issues could actually apply to any development and not only the new town and urban extensions, and therefore covered in the district-wide Development Control policies.

• **Green Belt**

27. The Green Belt boundaries remain as adopted in Local Plan 2004, with the exception of changes resulting from strategic development sites, such as at Northstowe and Cambridge East. Where these changes have implications for land not covered by the Area Action Plans, the Inset Maps for settlements affected by these changes have been amended accordingly. The key area where this applies is the extension to the Green Belt around Northstowe.
28. Following support from the preferred options public participation, policies on Development in the Green Belt and Major Developed Sites have been developed according to the agreed approaches.

• **Housing**

29. Since the Council meeting on 21st January, Government has published several consultation documents, including updates to Planning Policy Guidance note 3: Housing. The latest draft guidance suggests that Local Development Frameworks (LDFs) should not prescribe a market housing mix by number of rooms because this is for the market to respond to, although they should plan for a mix of housing having regard to household composition. It also suggests that thresholds below 15 dwellings can be included for affordable housing if it can be justified in sustainability terms and the need cannot be met on larger sites.
30. On balance, it is considered that the LDF should continue to include market housing mix targets based on the number of rooms because monitoring, together with our Housing Needs Survey, shows that the market has not delivered against our identified needs. However, the policy has been worded to allow for flexibility on a site-by-site basis. Following the clear steer from Members, and in light of the high level of identified need, the Affordable Housing Threshold has been lowered to developments of two or more dwellings in all sizes of settlement. Clearly these are currently draft guidance, but they are likely to be finalised before the Public Examination in early 2006, and it is recommended these approaches are included in the draft Development Plan Document.

31. Policies on Housing Density and Affordable Housing Funding have been developed according the agreed approaches.

32. The government adopted PPS7 Sustainable Development in Rural Areas, which replaced PPG7, after the preferred options report had been agreed for public participation. PPS7 requires authorities to include criteria-based policies for conversion of rural buildings, including for residential purposes. Residential conversion is a last resort, with conversion for employment uses being the preferred option. However, an intermediate approach would be a live work unit, an employment use supported by a subordinate residential use. The policy creates a requirement for applicants to demonstrate first, that a building is unsuitable for pure employment use then, secondly that it is unsuitable for an employment unit with a subordinate residential use, and only then residential.

- **Economy & Tourism**

33. Policies on selective management of employment, support for clusters, policies on new and expansion of employment have been developed following the approaches agreed at the preferred options stage.

34. Where previously PPG7 included a number of tests to be used when considering conversion of rural buildings for employment, PPS7 requires Local Development Frameworks to include criteria-based policies. PPS7 places greater emphasis on the replacement of rural buildings where it would bring about an environmental improvement in terms of the impact of the development on its surroundings and the landscape, and a policy has been developed to that effect.

35. PPS7 also strengthens support for farm diversification. While the preference must be for re-use, or in suitable circumstances replacement of existing buildings, greater flexibility is provided for new buildings directly related to a farm diversification scheme. Any new development would have to be of an appropriate scale, and subject to the development principles and other policies of the plan. Policies are included on this basis.

36. Policies relating to tourism are also included, continuing the approach from Local Plan 2004.

- **Services & Facilities**

37. Policies on Protection of Village Services, Retail uses, Public Art, Telecommunications, and Recreation have been developed according to the agreed approaches.

- **Natural Environment**

38. A criteria-based policy on Renewable Energy has been drafted, to address concerns raised, although many relevant criteria are addressed in the Development Principles policies and have not been duplicated.

39. A single new policy on Sites of Biodiversity Importance has been drafted to protect all sites designated at the international and national level, as well as non-statutorily protected sites at the local level. These include Special Areas of Conservation, Special Protection Areas, Sites of Special Scientific Interest, and County Wildlife Sites.

40. The Council will produce a Biodiversity Strategy, to be adopted as a Supplementary Planning Document, in due course. This will provide a lot of the detailed background for the implementation of many of the policies in the Natural Environment, where they relate to biodiversity and their habitats.

41. Policies on Energy Efficiency, Landscape Character Areas, Countryside Enhancement Areas, Natural Areas, Biodiversity, Flood Risk, Sustainable Drainage Systems, Water Conservation and Lighting Proposals have been developed according to the agreed approaches.

- **Cultural Heritage**

42. Policies on Historic Landscapes, Archaeological Sites, Listed Buildings, Conservation Areas, Protected Village Amenity Areas and Important Countryside Frontages have been developed according to the approaches agreed by Council.

- **Travel**

43. A policy on Cycling and Walking Provision, which incorporates the agreed Cycle Provision Prioritisation, has been drafted to deal with concerns relating to the development of the rights of way network and to ensure development is designed at the outset with the needs of pedestrians and cyclists in mind.

44. Policies on Planning for More Sustainable Travel, Mitigating Travel Impact, and Aviation-Related Development Proposals have been developed according to the agreed approaches. In addition, policies safeguarding road and rail infrastructure have been developed according to the agreed approaches and included in the Site Specific Policies, reflecting the Local Transport Plan.

- **10.1 - Standards For Car Parking Provision**

45. The standards for car parking provision are rolled forward from Local Plan 2004, with some minor amendments to the supporting text to provide more detail on their interpretation.

46. The standards are classified by land use according to the Town and Country Planning (Use Classes Amendment) Order 2005, which is proposed to take effect on 21st April 2005. The main change is the introduction of Use Classes A4: Pubs and Bars (previously part of Use Class A3); and the introduction of Use Class A5: Take-aways. Standards have been incorporated for these new classifications.

- **10.2 – Standards For Cycle Parking Provision**

47. The standards for cycle parking provision are largely rolled forward from Local Plan 2004, although there are a few minor amendments to ensure consistency with the Redeposit Draft Cambridge City Local Plan. Where changes have been made, the standards have become less stringent. In addition, further explanatory text has been added to aid their interpretation.

48. Cycle standards are also structured according to the Town and Country Planning (Use Classes Amendment) Order 2005 and new standards have been incorporated for the new Use Classes.

Part C - Site Specific Policies

49. Under the new system of plan making, Site Specific Policies must be kept separate to the Core Strategy and Development Control Policies.
50. This section sets out the housing and employment allocations not addressed in the Area Action Plans, and includes those allocations rolled forward from Local Plan 2004, including policies for the Cambridge Northern Fringe, and new policies for Cambourne reflecting the use of district-wide density policies in the remaining undeveloped areas of the new village. This section also includes a number of specific village policies, including relating to the Papworth Everard hospital and west central area redevelopment, developing the approach agreed by the Council.

Proposals Map

51. Draft inset proposals maps for all Villages are included for consideration. A draft large-scale district-wide map, covering the areas not covered by the inset maps, will be prepared for the Council meeting of 9th May 2005.
52. The Local Development Framework district-wide Proposals Map must include land designations from not only the Core Strategy / Development Control / Site Specific Policies, but also the Area Action Plans. At this time, the draft Area Action Plans have yet to be agreed, and will be considered by Council at future meetings. The maps in Appendix 2 indicate areas where land uses will be determined by the Area Action Plan.

Urban Capacity Study

53. Following public participation at the preferred options stage, Members considered responses to the Urban Capacity Study Consultation Draft 2004, at the Council meeting on 21st January 2005. A number of changes to the methodology were agreed. For the final version, the study has been updated to take account of the latest planning monitoring information available, and the draft policies in the draft LDF Core Strategy Development Plan Document. This moved the base date of the study forward from March 2003 to March 2004. The study continues to indicate that sufficient land supply is available to meet requirements up to 2016 without additional housing allocations in villages, through operating the latest housing density requirements within existing land parcels at Cambourne.

Financial Implications

54. The cost of progressing the LDF is set out in the Council's budget.

Legal Implications

55. The Planning and Compulsory Purchase Act 2004 imposes a statutory duty to prepare a Local Development Framework and to keep it up to date.

Staffing Implications

56. The programme for the LDF has been compiled having regard to the staffing resources that the Council can commit to planning policy preparation in the context of wider pressures for the early delivery of the development strategy set out in the Structure Plan.

Risk Management Implications

57. The Core Strategy is a key Development Plan Document within the LDF. Given the imperative from the Regional Planning Guidance and the Structure Plan that an early start must be made on the increased rate of development in the Cambridge Sub-region, it is important that the District Council, as the plan-making authority, is able to ensure that development takes place consistent with the LDF. If the LDF is not in place at an early stage there is the risk of developments being determined by the development control and appeal process.

Consultations

58. The Preferred Options Reports that guided preparation of the draft documents have been the subject of extensive public participation.

Recommendations

59. Council is recommended to:
- i. Agree the emerging policy approach for the Draft Core Strategy / Development Control Policies / Site Specific Policies DPD
 - ii. Agree the draft inset proposals maps (subject to any modifications resulting from points i);
 - iii. Agree the changes schedule to the draft Sustainability Appraisal Scoping Report SCDC October 2004
 - iv. Agree to submit the independent Sustainability Appraisal / Strategic Environmental Assessment (subject to any modifications resulting from points i and ii above);
 - v. Approve the Urban Capacity Study 2005.

Background Papers: the following background papers were used in the preparation of this report:

Core Strategy Preferred Options Report, SCDC, October 2004
Draft Sustainability Appraisal Scoping Report SCDC October 2004
Rural Centres Preferred Options Report, SCDC, October 2004
Northstowe Preferred Options Report, SCDC, October 2004
Cambridge East Preferred Options Report, SCDC, October 2004
Cambridge Southern Fringe Preferred Options Report, SCDC, October 2004
Recreation Study Consultation Draft, SCDC, October 2004
Urban Capacity Study Consultation Draft, SCDC, October 2004.
Agenda & Minutes - Council 20-21st January 2005 (includes responses to Preferred Options Public Participation)
Agenda & Minutes - Joint Planning Policy Advisory Group / Development & Conservation Control Committee 9th & 12th July 2004 (Recommendations considered by Council 22nd July) (Agreed Core Strategy Preferred Options Report and other documents for public participation, and considered results of Statutory bodies consultation)

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