



South Cambridgeshire District Council

Council Meeting  
Thursday, 30 March 2023

Agenda and Reports

South Cambridgeshire Hall  
Cambourne Business Park  
Cambourne, Cambridge  
CB23 6EA

### **Exclusion Of Press And Public**

The law allows Councils to consider a limited range of issues in private session without members of the Press and public being present. Typically, such issues relate to personal details, financial and business affairs, legal privilege and so on. In every case, the public interest in excluding the Press and Public from the meeting room must outweigh the public interest in having the information disclosed to them. The following statement will be proposed, seconded and voted upon.

"I propose that the Press and public be excluded from the meeting during the consideration of the following item number(s) ..... in accordance with Section 100(A) (4) of the Local Government Act 1972 on the grounds that, if present, there would be disclosure to them of exempt information as defined in paragraph(s) ..... of Part 1 of Schedule 12A of the Act (as amended)."

If exempt (confidential) information has been provided as part of the agenda, the Press and public will not be able to view it. There will be an explanation on the website however as to why the information is exempt.

## **South Cambridgeshire District Council**

TO: The Chair and Members of the  
South Cambridgeshire District Council

**Notice Is Hereby Given** that the next meeting of the **Council** will be held in the **Council Chamber - South Cambs Hall** at **2.00 P.M.** on

**Thursday, 30 March 2023**

and I therefore summon you to attend accordingly for the transaction of the business specified below.

**Dated** this date

**Liz Watts**  
Chief Executive

**The Council is committed to improving, for all members of the community, access to its agendas and minutes. We try to take all circumstances into account but, if you have any specific needs, please let us know, and we will do what we can to help you.**

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### **Agenda**

1. **Apologies**  
To receive Apologies for Absence from Members.
2. **Declaration of Interest**
4. **Minutes**  
To authorise the Chair to sign the Minutes of the meeting held on the 21 February 2023 as a correct record.
5. **Announcements**  
To receive any announcements from the Chair, Leader, the executive or the head of paid service.
6. **Questions From the Public**  
To answer any questions asked by the public.

**(Pages 11 - 46)**

The deadline for receipt of public questions is midnight on Friday 24 March

The Council's scheme for public speaking at meetings may be inspected here:

## Public Questions at Meetings

### **7. Petitions**

To note all petitions received since the last Council meeting.

### **8. Result of Cottenham Ward By-election**

**(Pages 47 - 48)**

### **9. To Consider the Following Recommendation:**

#### **9 (a) Pay Policy Statement (Employment Committee, 23 February)**

**(Pages 49 - 62)**

#### **9 (b) Assistants for Political Groups (Civic Affairs Committee on 2 March 2023)**

**(Pages 63 - 68)**

#### **9 (c) Investment Strategy (Cabinet, 20 March 2023)**

**(Pages 69 - 104)**

### **10. Making of Fulbourn Neighbourhood Plan**

**(Pages 105 - 250)**

### **11. Appointment of Monitoring Officer**

**(Pages 251 - 254)**

### **12. Cambridgeshire and Peterborough Combined Authority**

Attached is a decision summary from the Cambridgeshire and Peterborough Combined Authority Board meeting on 8 February 2023.

**(Pages 255 - 258)**

### **13. Greater Cambridge Partnership**

Attached are two reports:

- Report from Greater Cambridge Partnership Joint Assembly on 16 February 2023 to the Board.
- Decisions taken by the Greater Cambridge Partnership Executive Board at its meeting on 9 March 2023.

**(Pages 259 - 266)**

### **14. Questions From Councillors**

A period of 30 minutes will be allocated for this item to include those questions where notice has been provided (as set out on the agenda below) and questions which may be asked without notice.

Members wishing to ask a question without notice should indicate this intention to the Interim Democratic Services Team Manager prior to the commencement of the item. Members' names will be drawn at random by the Chairman until there are no further questions or until the expiration of the time period.



**14 (a) From Councillor Daniel Lentell**

At the previous Full Meeting of this Council the Leader and her Cabinet proposed & supported the maximum allowable rise in the rent paid by Social Housing tenants, arguing that such a rise would fund upgrades to the energy efficiency of homes, thus reducing utility bills.

Analysis, such as that carried out by Cornwall Insight - as quoted by the BBC's money-saving expert Martin Lewis, suggests that a typical energy bill will drop back to £2,153pa by July this year.

Will the leader specify, and timetable, what additional benefits Council Tenants can expect after their rents go up? And was any effort made to consult with tenants as to whether they would have prioritised lower rents over someday maybe getting triple-glazed windows etc.?

**14 (b) From Councillor Peter Sandford**

Would the Leader use her position on the Combined Authority board to ensure that South Cambs council tax payers are receiving value for money from the subsidised bus services?

**14 (c) From Councillor Sally Ann Hart**

Does Ermine Street Housing just deliver a receipt to this Council or are there other benefits?

**14 (d) From Councillor Lisa Redrup**

Does the Leader know the Government's preferred route for EWR, and how will this Council be engaging with them and the rail minister moving forward?

**14 (e) From Councillor Helene Leeming**

How are the Council and local partner organisations ensuring that the asylum seekers being housed in Bar Hill are being given all the appropriate support as new members of our South Cambs community?

**14 (f) From Councillor Graham Cone**

Will the Leader commit to whether or not the administration will be consulting residents on their plans for a four day week at any point?

**14 (g) From Councillor Heather Williams**

Will the Leader review how residents are able to report planning compliance complaints as the "fill the form in" approach has now been introduced?

**14 (h) From Councillor Tom Bygott**

When will the Leader say where the approximate 8,000 houses are going to go in the next local plan?

**14 (i) From Councillor Sue Ellington**

As there has now been ample opportunity to analyse Cambridgeshire Water Draft resources plan, when will the Leader be informing residents and us alike of the impact this has on the housing growth agenda being pushed for by this council?

**14 (j) From Councillor Mark Howell**

Will the Leader explain any repercussions there may be following the County Council's error in relation to the Council Tax Bills?

**14 (k) From Councillor Bunty Waters**

What is this council doing to ensure the residents of South Cambs can adequately celebrate the King's coronation?

**15. Notices of Motion**

A period of 30 minutes will be allowed for each Motion to be moved, seconded and debated, including dealing with any amendments. At the expiry of the 30 minute period, debate shall cease immediately, the mover of the original Motion, or if the original Motion has been amended, the mover of that amendment now forming part of the substantive motion, will have the right of reply before it is put to the vote.

**15 (a) Standing in the name of Councillor Heather Williams**

This council notes the outcome of the County Councils vote on Tuesday 21st March 2023 in regards to a referendum on Congestion Charging. While disappointed by the outcome it does not alter our view that there still should indeed be a referendum.

This council will write to the Leader of Cambridgeshire County Council expressing this Council's support for a referendum on the introduction of a "sustainable travel charge" otherwise known as the "Cambridge Congestion Charge".

**16. Chair's Engagements**

To note that there have been no Chair's engagements since the last Council meeting.

## **Guidance For Visitors to South Cambridgeshire Hall**

### **Notes to help those people visiting the South Cambridgeshire District Council offices**

While we try to make sure that you stay safe when visiting South Cambridgeshire Hall, you also have a responsibility for your own safety, and that of others.

#### **Security**

When attending meetings in non-public areas of the Council offices you must report to Reception, sign in, and at all times wear the Visitor badge issued. Before leaving the building, please sign out and return the Visitor badge to Reception.

Public seating in meeting rooms is limited. For further details contact Democratic Services on 03450 450 500 or e-mail [democratic.services@scambs.gov.uk](mailto:democratic.services@scambs.gov.uk)

#### **Emergency and Evacuation**

In the event of a fire, a continuous alarm will sound. Leave the building using the nearest escape route; from the Council Chamber or Mezzanine viewing gallery this would be via the staircase just outside the door. Go to the assembly point at the far side of the staff car park opposite the staff entrance

- **Do not** use the lifts to leave the building. If you are unable to use stairs by yourself, the emergency staircase landings have fire refuge areas, which give protection for a minimum of 1.5 hours. Press the alarm button and wait for help from Council fire wardens or the fire brigade.
- **Do not** re-enter the building until the officer in charge or the fire brigade confirms that it is safe to do so.

#### **First Aid**

If you feel unwell or need first aid, please alert a member of staff.

#### **Access for People with Disabilities**

We are committed to improving, for all members of the community, access to our agendas and minutes. We try to take all circumstances into account but, if you have any specific needs, please let us know, and we will do what we can to help you. All meeting rooms are accessible to wheelchair users. There are disabled toilet facilities on each floor of the building. Infra-red hearing assistance systems are available in the Council Chamber and viewing gallery. To use these, you must sit in sight of the infra-red transmitter and wear a 'neck loop', which can be used with a hearing aid switched to the 'T' position. If your hearing aid does not have the 'T' position facility then earphones are also available and can be used independently. You can get both neck loops and earphones from Reception.

#### **Toilets**

Public toilets are available on each floor of the building next to the lifts.

#### **Recording of Business and Use of Mobile Phones**

We are open and transparent about how we make decisions. We allow recording, filming and photography at Council, Cabinet and other meetings, which members of the public can attend, so long as proceedings at the meeting are not disrupted. We also allow the use of social media during meetings to bring Council issues to the attention of a wider audience. To minimise disturbance to others attending the meeting, please switch your phone or other mobile device to silent / vibrate mode.

### **Banners, Placards and similar items**

You are not allowed to bring into, or display at, any public meeting any banner, placard, poster or other similar item. Failure to do so, will result in the Chairman suspending the meeting until such items are removed.

### **Disturbance by Public**

If a member of the public interrupts proceedings at a meeting, the Chairman will warn the person concerned. If they continue to interrupt, the Chairman will order their removal from the meeting room. If there is a general disturbance in any part of the meeting room open to the public, the Chairman may call for that part to be cleared. The meeting will be suspended until order has been restored.

### **Smoking**

Since 1 July 2008, South Cambridgeshire District Council has operated a Smoke Free Policy. No one is allowed to smoke at any time within the Council offices, or in the car park or other grounds forming part of those offices.

### **Food and Drink**

Vending machines and a water dispenser are available on the ground floor near the lifts at the front of the building. You are not allowed to bring food or drink into the meeting room.

## **Declarations of Interest - Information for Councillors**

### **DECLARATIONS OF INTEREST**

As a Councillor, you are reminded of the requirements under the Council's Code of Conduct to register interests and to disclose interests in a meeting. You should refer to the requirements set out in the Code of Conduct which are summarised in the notes at the end of this agenda frontsheet.

### **Disclosable pecuniary interests**

A "disclosable pecuniary interest" is an interest of you or your partner (which means spouse or civil partner, a person with whom you are living as husband or wife, or a person with whom you are living as if you are civil partners) which falls within the categories in [Table 1 of the code of conduct, which is set out in Part 5 of the Constitution](#).

Where a matter arises at a meeting which directly relates to one of your disclosable pecuniary interests you must:

- disclose the interest;

- not participate in any discussion or vote on the matter; and
- must not remain in the room unless you have been granted a dispensation.

If it is a 'sensitive interest', you do not have to disclose the nature of the interest, just that you have an interest. Dispensation may be granted in limited circumstances, to enable you to participate and vote on a matter in which you have a disclosable pecuniary interest.

It is a criminal offence to:

- fail to notify the monitoring officer of any disclosable pecuniary interest within 28 days of election
- fail to disclose a disclosable pecuniary interest at a meeting if it is not on the register
- fail to notify the Monitoring Officer within 28 days of a disclosable pecuniary interest that is not on the register that you have disclosed to a meeting
- participate in any discussion or vote on a matter in which you have a disclosable pecuniary interest
- knowingly or recklessly provide information that is false or misleading in notifying the Monitoring Officer of a disclosable pecuniary interest or in disclosing such interest to a meeting.

### **Other registerable interests**

These are categories of interest which apply to the Councillor only (not to their partner) and which should be registered. Categories are listed in [Table 2 of the code of conduct, which is set out in Part 5 of the Constitution](#). Where a matter arises at a meeting which directly relates to the financial interest or wellbeing of one of your Other Registerable Interests, you must disclose the interest. You may speak on the matter only if members of the public are also allowed to speak at the meeting but otherwise must not take part in any discussion or vote on the matter; and must not remain in the room unless you have been granted a dispensation.

If it is a 'sensitive interest', you do not have to disclose the nature of the interest.

### **Disclosure of non-registerable interests**

Where a matter arises at a meeting which directly relates to your financial interest or well-being (and is not a Disclosable Pecuniary Interest set out in Table 1) or a financial interest or well-being of a relative or close associate, you must disclose the interest. You may speak on the matter only if members of the public are also allowed to speak at the meeting. Otherwise you must not take part in any discussion or vote on the matter and must not remain in the room unless you have been granted a dispensation.

If it is a 'sensitive interest', you do not have to disclose the nature of the interest.

Where a matter arises at a meeting which affects – a. your own financial

interest or well-being; b. a financial interest or well-being of a relative or close associate; or c. a financial interest or wellbeing of a body included under Other Registrable Interests as set out in Table 2 you must disclose the interest.

In order to determine whether you can remain in the meeting after disclosing your interest the following test should be applied. Where a matter (referred to in the paragraph above) affects the financial interest or well-being: a. to a greater extent than it affects the financial interests of the majority of inhabitants of the ward affected by the decision and; b. a reasonable member of the public knowing all the facts would believe that it would affect your view of the wider public interest, you may speak on the matter only if members of the public are also allowed to speak at the meeting. Otherwise you must not take part in any discussion or vote on the matter and must not remain in the room unless you have been granted a dispensation.

If it is a 'sensitive interest', you do not have to disclose the nature of the interest.

[Where you have an Other Registerable Interest or Non-Registerable Interest on a matter to be considered or is being considered by you as a Cabinet member in exercise of your executive function, you must notify the Monitoring Officer of the interest and must not take any steps or further steps in the matter apart from arranging for someone else to deal with it]

# Agenda Item 4

## South Cambridgeshire District Council

Minutes of a meeting of the Council held on  
Tuesday, 21 February 2023 at 2.00 p.m.

PRESENT: Councillor Anna Bradnam – Chair  
Councillor Peter Fane – Vice-Chair

Councillors: Michael Atkins, Henry Batchelor, John Batchelor, Paul Bearpark,  
Dr. Shrobona Bhattacharya, Tom Bygott, Ariel Cahn, Dr. Martin Cahn,  
Graham Cone, Libby Earle, Sue Ellington, Corinne Garvie, Jose Hales,  
Bill Handley, Sunita Hansraj, Sally Ann Hart, Geoff Harvey,  
Dr. Tumi Hawkins, Pippa Heylings, James Hobro, Carla Hofman,  
Mark Howell, Helene Leeming, Daniel Lentell, Peter McDonald,  
Brian Milnes, Lina Nieto, Annika Osborne, Dr Lisa Redrup,  
Judith Rippeth, Bridget Smith, Richard Stobart, Dr Susan van de Ven,  
Dr. Aidan Van de Weyer, Natalie Warren-Green, Bunty Waters,  
Heather Williams, John Williams and Dr. Richard Williams

Officers:	Andrew Francis	Elections and Democratic Services Manager
	Peter Maddock	Head of Finance
	Rory McKenna	Monitoring Officer
	Liz Watts	Chief Executive

### 1. Apologies

Apologies for Absence were received from Councillors Stephen Drew, William Jackson-Wood and Peter Sandford.

### 2. Declaration of Interest

Councillor Sue Ellington declared an interest in agenda 10, as the member for Swavesey, though not a payer of the byeway rates.

Councillor Peter Fane declared an interest as director of Shire Homes. He left the room during agenda item 8, did not participate in the debate and did not vote.

Councillor Dr James Hobro declared an interest as a director of Ermine Street Housing. He left the room during agenda 8, did not participate in the debate and did not vote.

Councillor Mark Howell declared an interest as a member of Cambridgeshire County Council.

Councillor Lina Nieto declared an interest in agenda item 8g, Housing Revenue Account. She left the room whilst this item was discussed, did not participate in the debate and did not vote.

Councillor Richard Stobart declared an interest as a director of both South Cambs Investments Partnership and South Cambs Projects. He left the room during agenda item 8, did not participate in the debate and did not vote.

Councillor Heather Williams declared an interest as a member of the Greater Cambridge Partnership Joint Assembly.

### **3. Register of Interests**

The Chair reminded members that they should inform Democratic Services of any changes in their Register of Members' Financial and Other Interests form.

### **4. Minutes**

The minutes of the meeting held on 24 November 2022 were agreed as a correct record by affirmation.

It was agreed that Councillor Heather Williams should receive answers to the questions recorded in the minutes on page 21 and 27 of the agenda.

### **5. Announcements**

The Chair reported the death of former Councillor Richard Summerfield. He served as a councillor from 1995 to 2010 for the Milton ward. He had a keen interest in the financial matters of the Council and had served as the Council's first Finance Portfolio Holder.

Councillor Bridget Smith, the Leader of the Council, spoke of the sad and untimely death of Councillor Dr John Loveluck. His life had been celebrated at his funeral, where his family had spoken of their pride in his election as a councillor. He had done much for his community and was considered an exemplar of what a councillor should be.

Council had a moment's silence to remember councillors Loveluck and Summerfield.

Councillor Bill Handley stated that Friday would be the 1<sup>st</sup> anniversary of the invasion of Ukraine. The Council had welcomed approximately 800 refugees, which was the largest number for any district in the country. He thanked the officers for their hard work and expressed his gratitude to the residents who had invited Ukrainians into their homes. There would be a national one minute silence on Friday at 11 am.

### **6. Questions From the Public**

The Chair explained that a request to speak from a member of the public had been refused as it did not accord with the Council's public speaking scheme.

Nick Burton, of the Stop the Arc Group, stated that Councillor Bridget Smith had commented on social media on 28 April 2022 that the Government's plans for the



Oxford Cambridge Arc had been dropped and the reports of a million new homes in the area were nonsense. Mr Burton stated that Councillor Smith was the Council's representative on the leaders' group of the Arc and remained on the shadow board. He announced housing figures which indicated that the district's share of the proposed one million new homes in the area were on target to be achieved but there was insufficient funding from Government for the infrastructure required. He asked if Councillor Smith considered her post on 28 April 2022 to be misleading and to explain what housing the Oxford Cambridge Arc sought to deliver.

The Leader replied that at the time of writing, Mr Gove had indeed indicated that the Arc would no longer be progressed by the Government. Since then a more locally led pan regional partnership had received government funding, as set out in item 16 of this agenda. The Leader explained that her involvement in the Environment Working Group had been to continue to push for environmental improvements across the region, at a strategic level, to ensure that the Arc made the most of the opportunities for large scale environmental improvements, and for more joined up working across all authorities. The Leaders stated that the pan regional partnership had two key work strands – economy and environment, and aimed to harness the area's incredible talent and innovation by championing the region as a world leader in research and innovation in hi-tech, high performance technology and manufacturing and acting to achieve environmentally sustainable and inclusive growth.

In response to the reference Mr Burton made to housing numbers, the Leader explained that this Council had not relied on the work of others, but instead to commission its own evidence on housing need, focussing on how the Greater Cambridge economy will grow in the future. The Council published evidence a few weeks ago that detailed the methodology that has been employed and the efforts made by our officers to provide the most accurate forecast possible for what will happen to jobs across our area up to 2041. The evidence concludes that in addition to the 37,200 homes already provided for in the adopted 2018 Local Plans, economic growth in the area indicated that the Council should plan for a further 19,700 additional homes. In the first proposals consultation in 2021, the authority suggested sites where some 11,500 of these new homes could be delivered.

The Leader stated that the Council had identified challenges in respect of future water supply and that until the authority could secure greater certainty around the resolution of this matter it would not commit to any more homes beyond those in the local plans. However, it was important to recognise that not providing enough homes to meet the needs of the new workers in the area would also have consequences, such as increasing commuting, higher carbon emissions, and further increases in housing costs. The Leader explained that this was why the Council was seeking to use every avenue it could to work with partners, including the Arc, to firstly identify the infrastructure required across this area and to then lobby Government with one locally representative voice, for the critical funding , which was required to underpin sustainable future growth in our area.

Nick Burton asked if development did not go ahead because of inadequate water

supply, would the promised investment funding be allocated elsewhere. The Leader explained that water supply was essential to new developments above those already agreed in the adopted local plans, but it was the responsibility of the water companies and the Government. Partnership working was required to deliver development and the supporting infrastructure. The Leader concluded that she was happy to speak to Mr Burton's group on this matter. The Arc now had a website and the agendas and minutes of its meetings were now in the public domain.

**7. Petitions**

No petition had been received.

**8. To Consider the Following Recommendations:**

**8 (a) Medium Term Financial Strategy 2023-2028 (Cabinet 12 December 2022)**

Councillor John Williams, Lead Member for Resources, presented this report, which reviewed the Council's Medium Term Financial Strategy that had been updated to 2027/28 following the outcome of a mid-year review of financial forecasts and projected changes in services spending. He explained that the predicted deficit had been reduced to just over £6m at the end of the five-year period to just under £4m. This was due to a delay in the expected reduction in business rates until 2025/26. It was expected that this would cost the authority a total of £5.8m. It was therefore important that the long term plan to increase Council Tax and achieve savings through the Transformation Plan was adhered to.

Councillor Heather Williams stated that previous years' reports to Council had highlighted the fact that it was becoming increasingly difficult to make savings that did not have a detrimental impact on the Council's services. She concluded that the £2m savings proposed in the report would impact on vital services for residents and so she could not support the recommendations. Councillor John Williams assured Council that new technology, including Artificial Intelligence, would allow the authority to make savings by being more efficient, which would not affect the quality of services to residents. He explained that a lack of clarity regarding the Government's plans and the delay of the implementation of the fair funding review made it very difficult for the Council to have an accurate five-year Medium Term Financial Strategy.

Councillor Tom Bygott asked if the table in paragraph 25 on page 41 of the agenda was hiding a budget gap that would increase in time. Councillor John Williams explained that Government would not indicate the results of its fair funding review until December this year and the figures in the report were the best forecast that the Council could make with the available data.

Councillor John Williams proposed and Councillor Peter McDonald seconded the proposals in the report. A vote was taken and were cast as follows:

**In favour (28):**

Councillors Michael Atkins, John Batchelor, Paul Bearpark, Anna Bradnam, Ariel Cahn, Dr Martin Cahn, Libby Earle, Peter Fane, Corinne Garvie, Jose Hales, Bill Handley, Sally Ann Hart, Sunita Hansraj, Geoff Harvey, Tumi Hawkins, Pippa Heylings, Carla Hofman, Helene Leeming, Peter McDonald, Brian Milnes, Annika Osborne, Dr Lisa Redrup, Judith Rippeth, Bridget Smith, Susan van de Ven, Dr Aidan Van de Weyer, Natalie Warren-Green and John Williams

**Against (9):**

Councillors Dr Shrobona Bhattacharya, Tom Bygott, Graham Cone, Sue Ellington, Mark Howell, Lina Nieto, Bunty Waters, Dr Richard Williams and Heather Williams.

**Abstain (0)**

Council

**Agreed** to

- A)** Acknowledge the projected changes in service spending and the overall resources available to the Council over the medium-term to 2025/2028.
- B)** Approve the refreshed Medium Term Financial Strategy at Appendix A and updated financial forecast at Appendix B.

**8 (b) New Build Council Housing Strategy 2020-25 (Cabinet, 6 February 2023)**

Councillor John Batchelor, Lead Member for Housing, presented this report that proposed a mid-term update on the New Build Council Housing Strategy 2020-25, which acknowledged the achievement of the previous target and sets targets for the next two years in light of changed economic circumstances. He indicated that the Council had successfully met its target of doubling the number of new homes it delivers from 35 to 70 two years early and in recognition of this it made sense to increase the target to 75 homes for the two remaining years of the Strategy.

Councillor John Batchelor explained that the proposal to increase the modelling period for payback from 35 to 45 years would give the Council more flexibility in future negotiations, as Housing Associations in the District were operating with a 50 year payback period and this authority needed to remain competitive.

Councillor Dr Tumi Hawkins seconded the recommendations in the report. She praised the cooperation between housing officers and planning officers when locating appropriate sites for building new homes.

Councillor Mark Howell expressed his support for the recommendations in the report and whilst regrettable, he recognised the need to increase the payback period to 45 years. He hoped that the Council would continue to utilise the land it owned to build new council homes.

Councillor Brian Milnes thanked housing officers for their work in building new homes. He explained that 60 new energy efficient homes had been built in Sawston, which ensured lower energy bills for its residents.

Councillor Heather Williams supported the recommendations in the report. She stated that the Council was fortunate to have its housing stock and praised those who had taken the difficult decision to retain it.

Councillor John Batchelor proposed and Councillor Dr Tumi Hawkins seconded the recommendations in the report. A vote was taken and by affirmation

Council

**Agreed** to approve the updates to the New Build Council Housing Strategy 2020-25, including

- A)** Setting the target annual completions for 2023-24 and 2024-25 at 75 homes per year; and
- B)** Increasing the modelling period for payback from 35 to 45 years.

**8 (c) Business Plan Action Plan - 2023-24 (Cabinet 6 February 2023)**

The Leader presented this report on the annual review of the Business Plan Action Plan. The updated version of the Plan aimed to provide clear priorities that will ensure that the Council could easily monitor the progress and delivery of the agreed actions. The Leader thanked the Senior Policy and Performance Officer for a concise, informative and readable report.

Councillor Graham Cone asked whether the Council should be spending money continuing the trial of the four-day week. The Leader explained that the Chief Executive had given a presentation on this matter the day before. The aim of the four-day week was to increase performance and productivity and the trial was essential as it would evaluate the impact of this initiative and ensure that the Council made the correct decision on whether to make it permanent.

Councillor Heather Williams asked which budget was being used to pay for the Business Plan. Councillor Peter McDonald believed that the Plan was mostly funded from the shared prosperity fund, but he agreed to provide Councillor Heather Williams with a more detailed breakdown of the data.

The Leader explained that the Council had made the decision in 2018 to develop an economic strategy and the authority's response to Covid-19 had validated this decision.

Councillor Mark Howell asked for an update on Cambourne High Street. Councillor Peter McDonald explained that £1.76m was available in the shared prosperity fund until 2025 and this could be used for high street development. He encouraged local members to apply for the fund and encouraged Councillor Howell to liaise with him outside the meeting with regards to Cambourne High

Street.

Councillor Dr Martin Cahn expressed his support for the inclusion of the Cultural Strategy in the report, which had been delayed due to the impact of Covid-19 and the situation in Ukraine.

The Leader proposed and Councillor Brian Milnes seconded the recommendations in the report. A vote was taken and were cast as follows:

**In favour (27):**

Councillors Henry Batchelor, John Batchelor, Paul Bearpark, Anna Bradnam, Ariel Cahn, Dr Martin Cahn, Libby Earle, Peter Fane, Corinne Garvie, Jose Hales, Bill Handley, Sally Ann Hart, Sunita Hansraj, Geoff Harvey, Tumi Hawkins, Pippa Heylings, Helene Leeming, Peter McDonald, Brian Milnes, Annika Osborne, Dr Lisa Redrup, Judith Rippeth, Bridget Smith, Susan van de Ven, Dr Aidan Van de Weyer, Natalie Warren-Green and John Williams

**Against (10):**

Councillors Dr Shrobona Bhattacharya, Tom Bygott, Graham Cone, Sue Ellington, Mark Howell, Daniel Lentell, Lina Nieto, Bunty Waters, Dr Richard Williams and Heather Williams.

**Abstain (0)**

Council

**Agreed** to

- A)** Consider and approve the proposed Business Plan Action Plan for 2023-24 at Appendix A.
- B)** Authorise the Chief Executive to make any minor wording changes required to final draft, in consultation with the Leader.

**8 (d) Capital Strategy (Cabinet 6 February 2023)**

Councillor John Williams presented this report, which recommended that Council agree an updated Capital Strategy, which set the policy framework for the development, management and monitoring of capital investment. He highlighted amendments detailed in paragraphs 7.4 and 7.5 of the report, which were due to changes introduced by the Government.

Councillor Heather Williams welcomed the reduction in the capital programme in relation to the investment strategy, as detailed in page 121 of the report, but she still found the authorised limit unacceptable. She asked for assurance that the Council was not borrowing money for revenue expenditure and that short-term debts would be repaid and not refinanced. Councillor John Williams assured Council that funds were not being borrowed for revenue spending. He explained that whether the authority decided to pay off an outstanding debt from reserves or take out another loan would depend on the circumstances at the time, such as

the current interest rate.

Councillor John Williams proposed and Councillor Peter McDonald seconded the recommendation in the report. A vote was taken and were cast as follows:

**In favour (27):**

Councillors Henry Batchelor, John Batchelor, Paul Bearpark, Anna Bradnam, Ariel Cahn, Dr Martin Cahn, Libby Earle, Peter Fane, Corinne Garvie, Jose Hales, Bill Handley, Sally Ann Hart, Sunita Hansraj, Geoff Harvey, Tumi Hawkins, Pippa Heylings, Helene Leeming, Peter McDonald, Brian Milnes, Annika Osborne, Dr Lisa Redrup, Judith Rippeth, Bridget Smith, Susan van de Ven, Dr Aidan Van de Weyer, Natalie Warren-Green and John Williams

**Against (10):**

Councillors Dr Shrobona Bhattacharya, Tom Bygott, Graham Cone, Sue Ellington, Mark Howell, Daniel Lentell, Lina Nieto, Bunty Waters, Dr Richard Williams and Heather Williams.

**Abstain (0)**

Council

**Agreed** to approve the updated Capital Strategy attached at Appendix A to the report, which sets the policy framework for the development, management and monitoring of capital investment, including Prudential Indicators.

**8 (e) Treasury Management Strategy (Cabinet 6 February 2023)**

Councillor John Williams presented this report, which invited Council to agree the updated Treasury Management Strategy. It was noted that the Strategy had been affected by the recent increase in inflation. Councillor John Williams explained that the Council had decided to add three overseas banks on the list of possible providers for the authority. Councillor Tom Bygott reminded Council of the impact on other local authorities' finances by the collapse of the Icelandic banks and asked for assurance that it was prudent for the Council to invest with overseas banks. Councillor John Williams replied that overseas banks were being considered, as they were offering a better return than the domestic banks. He assured Council that the administration would ensure that any investments made would be banks that would not default.

Councillor Sue Ellington expressed concern at the level of external borrowing. Councillor John Williams explained that the largest loan was from the Public Work Loans Board and that other borrowing was to fund commercial investments that brought the Council income well in excess of the interest charged on the loan. Councillor Heather Williams asked whether it was prudent to increase the levelling of borrowing in the current financial climate. Councillor John Williams reiterated that Ermine Street Housing and commercial investments were bringing in much needed income to the Council. Councillor Mark Howell thanked all those involved in the success of Ermine Street Housing.

Councillor John Williams proposed and Councillor Brian Milnes seconded the recommendation in the report. A vote was taken and were cast as follows:

**In favour (28):**

Councillors Henry Batchelor, John Batchelor, Paul Bearpark, Anna Bradnam, Ariel Cahn, Dr Martin Cahn, Libby Earle, Peter Fane, Corinne Garvie, Jose Hales, Bill Handley, Sally Ann Hart, Sunita Hansraj, Geoff Harvey, Tumi Hawkins, Pippa Heylings, Helene Leeming, Daniel Lentell, Peter McDonald, Brian Milnes, Annika Osborne, Dr Lisa Redrup, Judith Rippeth, Bridget Smith, Susan van de Ven, Dr Aidan Van de Weyer, Natalie Warren-Green and John Williams

**Against (9):**

Councillors Dr Shrobona Bhattacharya, Tom Bygott, Graham Cone, Sue Ellington, Mark Howell, Lina Nieto, Bunty Waters, Dr Richard Williams and Heather Williams.

**Abstain (0)**

Council

**Agreed** to approve the updated Treasury Management Strategy attached at Appendix A to the report which sets the policy framework for the Council's treasury management activity, including (i) the Treasury Management Policy Statement, (ii) Minimum Revenue Provision Policy and (iii) Treasury indicators.

**8 (f) Review of Revenue Reserves and Provisions (Cabinet 6 February 2023)**

Councillor John Williams presented the report, which sought Council's approval for the level and allocation of the Council's Earmarked Revenue Reserves as part of the 2023/24 budget setting process. Councillor Heather Williams explained that the Conservative Group would oppose the recommendations in the report due to concerns over the investment strategy.

Councillor John Williams proposed and Councillor Bridget Smith seconded the recommendations in the report. A vote was taken and were cast as follows:

**In favour (28):**

Councillors Henry Batchelor, John Batchelor, Paul Bearpark, Anna Bradnam, Ariel Cahn, Dr Martin Cahn, Libby Earle, Peter Fane, Corinne Garvie, Jose Hales, Bill Handley, Sally Ann Hart, Sunita Hansraj, Geoff Harvey, Tumi Hawkins, Pippa Heylings, Helene Leeming, Daniel Lentell, Peter McDonald, Brian Milnes, Annika Osborne, Dr Lisa Redrup, Judith Rippeth, Bridget Smith, Susan van de Ven, Dr Aidan Van de Weyer, Natalie Warren-Green and John Williams

**Against (9):**

Councillors Dr Shrobona Bhattacharya, Tom Bygott, Graham Cone, Sue Ellington, Mark Howell, Lina Nieto, Bunty Waters, Dr Richard Williams and Heather Williams.

**Abstain (0)**

Council

**Agreed**

- A)** That the Reserves as summarised at paragraph 11 of the report be released to the General Fund, or transferred to other Earmarked Reserves as shown, on 31 March 2023.
- B)** That the IT software and hardware reserves be amalgamated at 31 March 2023 to provide the necessary flexibility.
- C)** That the movement in Reserves in 2022/2023 as set out in Appendix A, and the estimated balance of Reserves of £29.830 million (+), be noted.

**8 (g) Capital Programme 2023/24 - 2027/28 (Cabinet 6 February 2023)**

Councillor John Williams presented this report, which sought Council's approval of the General Fund Capital Programme 2023/24 to 2027/28. Councillor Heather Williams expressed concern regarding an increase in borrowing.

Councillor John Williams proposed and Councillor Peter McDonald seconded the recommendation in the report. A vote was taken and were cast as follows:

**In favour (28):**

Councillors Henry Batchelor, John Batchelor, Paul Bearpark, Anna Bradnam, Ariel Cahn, Dr Martin Cahn, Libby Earle, Peter Fane, Corinne Garvie, Jose Hales, Bill Handley, Sally Ann Hart, Sunita Hansraj, Geoff Harvey, Tumi Hawkins, Pippa Heylings, Helene Leeming, Daniel Lentell, Peter McDonald, Brian Milnes, Annika Osborne, Dr Lisa Redrup, Judith Rippeth, Bridget Smith, Susan van de Ven, Dr Aidan Van de Weyer, Natalie Warren-Green and John Williams

**Against (9):**

Councillors Dr Shrobona Bhattacharya, Tom Bygott, Graham Cone, Sue Ellington, Mark Howell, Lina Nieto, Bunty Waters, Dr Richard Williams and Heather Williams.

**Abstain (0)**

Council

**Agreed** to approve the General Fund Capital Programme following a detailed review of the rolling programme by Cabinet at its meeting on 06 February 2023.

**8 (h) Localised Council Tax Support 2023/24 (Cabinet 6 February 2023)**



Councillor John Williams presented this report, which invited Council to approve the Localised Council Tax Support scheme for 2023/24. He expressed support for Option 1 in the report that continued the scheme with minor amendments that would allow more residents to benefit from the scheme. This option was recommended by Cabinet. Councillor John Batchelor praised the scheme which would benefit those residents working on low incomes. Councillor Heather Williams welcomed the recent workshop and expressed her support for the scheme.

Councillor John Williams proposed and Councillor John Batchelor seconded the recommendation. A vote was taken and by affirmation

Council

**Agreed** to approve Scheme Option 1 which comprised the LCTS Income Band scheme currently in operation and increased working age scheme to a maximum 100% reduction for all working age claimants, with an uprating of calculation annually in line with CPI in September adjustment to earnings disregarding increasing support to those who are working.

#### **8 (i) General Fund Budget 2023/24 (Cabinet 6 February 2023)**

The Chair proposed and the Leader seconded the appointment of Councillor Sally Ann Hart as Vice-Chair for this item.

Councillor John Williams presented this item, which proposed that Council approve the 2023/24 General Fund Revenue Budget. He explained that the proposed Council Tax increase equated to a 3.1% increase for a Band D property at a time when inflation was at 10.1% and salary increases were at 6.49% so the Council Tax increase was a reduction in real terms. To decide against an increase would widen the projected deficit in the Medium Term Financial Strategy that Council had just agreed.

Councillor Heather Williams proposed and Councillor Graham Cone seconded the following amendment:

- Freeze Council Tax
- Additional funding of £50,000 for fraud prevention and investigation
- £45,300 be allocated for an additional planning enforcement (compliance) officer
- Funding these proposals by allowing councillors to receive only one Special Responsibility Allowance, reducing the number of South Cambs Magazines to two a year and meeting the remaining cost from the transformation reserve.

Councillor Heather Williams stated that Council had agreed a recent motion stating that there was a cost of living emergency but this was inconsistent with increasing Council Tax by the maximum amount allowable. It was also clear that the Council would benefit from strengthening its planning enforcement and fraud prevention service. She asserted that councillors did not need to receive up to

two Special Responsibility Allowances. Councillor John Williams explained that the Government had reduced its grants to the Council and he reiterated that the Council Tax increase was far less than inflation. Councillor Mark Howell stated that all of Councillor John Williams predecessors would agree that the Government does not provide enough funding to the Council, but at least the authority knew what the rules were before setting its Council Tax. He concluded that due to the cost of living crisis the authority should freeze its Council Tax and show its residents that we are represent them. Councillor Judith Rippeth stated that the average increase in Council Tax was no more than 10p per week but was required to allow the Council to deliver essential services. Councillor Daniel Lentell announced that he would support the amendment as residents were facing an additional tax from the Combined Authority and faced the possibility of a future congestion charge. He asserted that the Council should set a good example by freezing its Council Tax.

The Leader explained that some of the District's most vulnerable residents relied on South Cambs Magazine and the proposed Council Tax increase would allow the authority to fund initiatives that would assist those on the lowest incomes. Councillor Sally Ann Hart agreed that South Cambs Magazine was important to residents, evidenced by the complaints received if a road did not get their magazine delivered.

Councillor Tom Bygott asserted that the Council's Planning Enforcement service needed more resources to prevent illegal planning in the District. Councillor Dr Tumi Hawkins explained that the Planning Enforcement team had installed a new ICT system which would improve efficiency. The vacancy in the team had been filled and the number of cases since 2020 had dropped, so she was confident that the section had enough resources.

Councillor Graham Cone supported the amendment, as it was what his residents wanted. He asserted that the proposal merely reduced the number of South Cambs Magazines delivered every year and the Council had enough money to continue to deliver essential services without having to increase Council Tax.

A vote was taken on this Amendment and were cast as follows:

**In favour (10):**

Councillors Dr Shrobona Bhattacharya, Tom Bygott, Graham Cone, Sue Ellington, Mark Howell, Daniel Lentell, Lina Nieto, Bunty Waters, Dr Richard Williams and Heather Williams.

**Against (24):**

Councillors Henry Batchelor, John Batchelor, Paul Bearpark, Anna Bradnam, Dr Martin Cahn, Libby Earle, Corinne Garvie, Jose Hales, Bill Handley, Sally Ann Hart, Sunita Hansraj, Geoff Harvey, Tumi Hawkins, Pippa Heylings, Helene Leeming, Peter McDonald, Brian Milnes, Dr Lisa Redrup, Judith Rippeth, Bridget Smith, Susan van de Ven, Dr Aidan Van de Weyer, Natalie Warren-Green and John Williams

**Abstain (1):**

Councillor Ariel Cahn

The amendment was **Rejected**.

Councillor Dr Richard Williams expressed concern that according to page 193 of the agenda the expenditure on the planning service was being reduced to below that of 2021/22. Councillor John Williams agreed to provide more details on this, which he thought was related to the transformation project.

Councillor John Williams proposed and the Leader seconded the recommendations in the report. A vote was taken and were cast as follows:

**In favour (24):**

Councillors Henry Batchelor, John Batchelor, Paul Bearpark, Anna Bradnam, Ariel Cahn, Dr Martin Cahn, Libby Earle, Corinne Garvie, Jose Hales, Bill Handley, Sally Ann Hart, Sunita Hansraj, Geoff Harvey, Tumi Hawkins, Pippa Heylings, Helene Leeming, Peter McDonald, Brian Milnes, Dr Lisa Redrup, Judith Rippeth, Bridget Smith, Susan van de Ven, Dr Aidan Van de Weyer, Natalie Warren-Green and John Williams

**Against (10):**

Councillors Dr Shrobona Bhattacharya, Tom Bygott, Graham Cone, Sue Ellington, Mark Howell, Daniel Lentell, Lina Nieto, Bunty Waters, Dr Richard Williams and Heather Williams.

**Abstain (0)**

Council

**Agreed** to

- A)** Take into account the detailed budgets presented at Appendix B, and summarised at Appendix A, with an estimated General Fund Gross Operating Expenditure for 2023/2024 of £84.868 million, estimated Gross Operating Income of £54.622 million and estimated General Fund Net Operating Expenditure of £30.246 million.
- B)** Acknowledge the key factors which have led to the proposed 2023/2024 General Fund Revenue Budget, with service pressures summarised at Appendix C and offsetting efficiency savings/policy options summarised at Appendix D.
- C)** Acknowledge that the 2023/2024 General Fund Revenue Budget gross expenditure is covered by forecast income sources (assuming no change in Government grant) and, therefore, any addition(s) to expenditure that are made by the Cabinet or Council will need to be met from the General Fund Balance.
- D)** Approve the 2022/2023 General Fund Revenue Budget taking into

account the statement by the Chief Finance Officer on the risks and robustness of the estimates as required under Section 25 of the Local Government Act 2003 (reproduced at Appendix F).

- E)** Set the Council Tax Requirement for 2023/2024 at £11,130,440.
- F)** Approve an increase in the District element of the Council Tax of £5 per annum, giving an average Band D Council Tax of £165.31, plus the relevant amounts required by the precepts of the Parish Councils, Cambridgeshire County Council, Cambridgeshire Police & Crime Commissioner, and the Cambridgeshire Fire Authority.
- G)** Approve the estimates of the amounts required to be made under the Non-domestic Rating (Rates Retention) Regulations 2013 as set out in paragraphs 38 and 39.
- H)** Approve the use of the additional income from the Business Rate Pool, estimated at £1,000,000 in 2023/2024, for transfer to the established Renewables Reserve for priority projects.
- I)** Council approved:
  - 1) The 2023/2024 General Fund Revenue Budget based on known commitments at this time and planned levels of Service/functions resulting in a Budget Requirement of £32.918 million.
  - 2) The District Council Precept on the Collection Fund (Council Tax Requirement) of £11.130 million in 2023/2024 (based on the Provisional Government Settlement) and a Band D Council Tax of £165.31.

**8 (j) Housing Revenue Account Budget 2023/24 (Cabinet 6 February 2023)**

Councillor John Williams presented this report, which recommended that Council approve the Housing Revenue Account (HRA) Revenue and Capital Budget for 2023/24. He explained that the HRA was ring fenced and so all maintenance work on the housing stock and building of new affordable homes had to be funded via rent. He concluded that the Council had to increase its rent by 7%. He was pleased to report that since 2018 the Council had increased its housing stock by 110 units, reversing a yearly loss due to the right to buy. Councillor John Batchelor explained that 25% of the HRA costs were spent on the loan forced on the Council to keep its housing stock, 46% on maintenance and 15% on new build. So over 60% of costs faced inflationary pressures. With a 7% increase in rent the Council was projected to cover its costs and so he supported the recommendations in the report.

Councillor Heather Williams reminded Council that the Conservative Group had proposed an amendment that froze rent at September's Council meeting. The proposed increase would fall on residents who were on the lowest income and

unlike Council Tax there were no separate bands for rent. She requested that Council vote separately on recommendations (a) to (f) and recommendations (g) to (i) so that the Conservative Group could support the parts of the HRA not related to the 7% increase.

Councillor Pippa Heylings explained that she was on the cross party national board for housing, which had agreed that a 7% increase in rent was necessary.

Councillor Mark Howell asked that the Council not increase rent and suggested that the authority's garages should be converted into council housing. Councillor Daniel Lentell agreed with Councillor Howell and he suggested that the Council had other options to increasing rent.

The Leader explained that the funding from rent was required to make housing more energy efficient which would reduce cost for residents.

Councillor Sue Ellington asked for an explanation for the 577% increase in communal heating costs at Elm Court care home. Councillor Brian Milnes suggested that this was because the three year fixed tariff had ended. It was noted that an explanation was provided on page 260 of the agenda.

Councillor John Williams proposed and Councillor John Batchelor seconded the recommendations in the report. The Chair agreed to call for two separate votes. A vote was taken on recommendations (a) to (f) and were cast as follows:

**In favour (25):**

Councillors Henry Batchelor, John Batchelor, Paul Bearpark, Anna Bradnam, Ariel Cahn, Dr Martin Cahn, Libby Earle, Peter Fane, Corinne Garvie, Jose Hales, Bill Handley, Sally Ann Hart, Sunita Hansraj, Geoff Harvey, Tumi Hawkins, Pippa Heylings, Helene Leeming, Peter McDonald, Brian Milnes, Dr Lisa Redrup, Judith Rippeth, Bridget Smith, Susan van de Ven, Natalie Warren-Green and John Williams

**Against (9):**

Councillors Dr Shrobona Bhattacharya, Tom Bygott, Graham Cone, Sue Ellington, Mark Howell, Daniel Lentell, Bunty Waters, Dr Richard Williams and Heather Williams.

**Abstain (0)**

A vote was taken on paragraphs (g) to (i) which were agreed by affirmation.

Council therefore

**Agreed** to

**Housing Revenue Account (HRA): Revenue**

- A)** Approve the HRA revenue budget for 2023/2024 as shown in the HRA Budget Summary as presented at **Appendix A**.

**HRA: Review of Rents and Charges**

- B)** Approve that council dwelling rents for all social rented properties be increased by 7%, recognising that inflation measured by the Consumer Price Index (CPI) at September 2022, plus 1% would result in an increase of 11.1%, but that the government has introduced a cap on rent increases at 7% from April 2023.
- C)** Approve that affordable rents (inclusive of service charge) are also increased by 7% in line with the increase for social rents.
- D)** Approve that rents for affordable shared ownership properties are increased by 7% or RPI at January 2023 plus 0.5% whichever is the lower, from April 2023, recognising that although the government rent cap does not apply to this tenure, an increase of in excess of 7% may put undue financial pressure on these households.
- E)** Approve that garage rents be increased by 7% in line with the increase for social rents.
- F)** Approve the proposed service charges for HRA services and facilities provided to both tenants and leaseholders, as shown in **Appendix D**.

**HRA: Capital**

- G)** Approve the required level of funding for new build investment between 2023/2024 and 2027/2028 to ensure that commitments can be met in respect of the investment of all right to buy receipts currently retained or anticipated to be received by the authority for this period. This expenditure will take the form of HRA new build, with the 60% top up met by other HRA resources.
- H)** Approve the HRA Medium Term Financial Strategy forecasts as shown in **Appendix B**.
- I)** Approve the Housing Capital Programme as shown in **Appendix C**.

**9. Council Tax Resolution**

Councillor John Williams introduced this report, which sought agreement for the Council Tax resolution for 2023/24 detailed at Appendix A. Councillor Heather Williams explained that for reasons already stated the Conservative Group could not support this recommendation.

Councillor John Williams proposed and the Leader seconded the recommendation in the report. A vote was taken and were cast as follows:

**In favour (27):**

Councillors Henry Batchelor, John Batchelor, Paul Bearpark, Anna Bradnam,

Ariel Cahn, Dr Martin Cahn, Libby Earle, Peter Fane, Corinne Garvie, Jose Hales, Bill Handley, Sally Ann Hart, Sunita Hansraj, Geoff Harvey, Tumi Hawkins, Pippa Heylings, James Hobro, Helene Leeming, Peter McDonald, Brian Milnes, Dr Lisa Redrup, Judith Rippeth, Bridget Smith, Richard Stobart, Susan van de Ven, Natalie Warren-Green and John Williams

**Against (10):**

Councillors Dr Shrobona Bhattacharya, Tom Bygott, Graham Cone, Sue Ellington, Mark Howell, Daniel Lentell, Lina Nieto, Bunty Waters, Dr Richard Williams and Heather Williams.

**Abstain (0)**

Council

**Agreed** to approve the formal Council Tax resolution for 2023/24.

**10. Swavesey Byeways Rate 2023/24**

Councillor Henry Batchelor presented this report on the recommendation from the Swavesey Bye-ways Committee that the level of the Bye-ways rate remain at £1.20 per hectare for 2023/24. He thanked officers and the local member Councillor Sue Ellington for their work on this matter. Councillor Sue Ellington thanked officers for their efforts in ensuring that the Committee could make a sensible recommendation that all the landowners could agree to.

Councillor Henry Batchelor proposed and Councillor Sue Ellington seconded the recommendation in the report. A vote was taken and by affirmation:

Council

**Agreed** to retain the level of the Swavesey Bye-ways rate at £1.20 per hectare for land with the charge paying area for the period 2023/24 in order to fund the required level of maintenance.

**11. Report of the Independent Remuneration Panel - Members' Allowances Scheme 2022/23**

The Elections and Democratic Services Manager presented this report on the recommendations made by the Independent Remuneration Panel in respect of the Members' Allowances Scheme 2022/23 following their meeting on 7 February 2023. It was noted that Council had asked the Panel provide more information at its previous meeting.

Councillor Heather Williams proposed that the Council agree no increase in the Members' Allowances Scheme 2022/23, as there had been insufficient consultation with councillors to justify the increase. Councillor Mark Howell agreed with Councillor Heather Williams and stated that due to the increase in the cost of living he could not support an increase in councillors' allowances. The Chair explained that this proposal did not equate require a separate amendment

as it equated to voting against the proposed recommendations in the report.

Councillor Daniel Lentell stated that Council had just agreed increases in Council Tax and rent for its residents and could not support increase the allowances paid to members.

Councillor Brian Milnes explained that there were only two months left before the end of the financial year and so there was insufficient time to carry out detailed research for the 2022/23 Members' Allowances Scheme. He was supportive of the Independent Remuneration Panel doing a more in depth review of the 2023/24 Members' Allowances Scheme.

The Leader stated that there were major discrepancies between the allowances paid to different authorities, which was a matter recognised by the LGA. She supported a modest increase in the allowances as otherwise those only lower incomes would be unable to stand to be councillors.

The Chair proposed and Councillor Peter Fane seconded the recommendations in the report. A vote was taken and were cast as follows:

**In favour (28):**

Councillors Henry Batchelor, John Batchelor, Paul Bearpark, Anna Bradnam, Ariel Cahn, Dr Martin Cahn, Libby Earle, Peter Fane, Corinne Garvie, Jose Hales, Bill Handley, Sally Ann Hart, Sunita Hansraj, Geoff Harvey, Tumi Hawkins, Pippa Heylings, James Hobro, Helene Leeming, Peter McDonald, Brian Milnes, Dr Lisa Redrup, Judith Rippeth, Bridget Smith, Richard Stobart, Susan van de Ven, Natalie Warren-Green and John Williams

**Against (10):**

Councillors Dr Shrobona Bhattacharya, Tom Bygott, Graham Cone, Sue Ellington, Mark Howell, Daniel Lentell, Lina Nieto, Bunty Waters, Dr Richard Williams and Heather Williams.

**Abstain (0)**

Council

**Agreed** to

- A)** Approve a revised Scheme of Members' Allowances for 2022/23 (see Appendix A) and, agreed the recommendations of the Independent Remuneration Panel, to approve the implementation of:-
- 1) The increase in the Basic Allowance to £5,501 (equivalent to a 4.25% increase) retrospectively with effect from 1 April 2022; and
  - 2) The increase to all the Special Responsibility Allowances of 4.25%, retrospectively with effect from 1 April 2022.
- B)** Authorise the Head of HR, Transformation and Corporate Services to implement and advertise the new scheme and make any consequential amendments required to the Scheme of Members' Allowances in Part 6 of



the Constitution.

**12. Calendar of Meetings 2023/24**

The Elections and Democratic Services Manager presented this report on the Calendar of Meetings for the 2023/24 municipal year. A vote was taken and by affirmation

Council

**Agreed** to approve the Calendar of Meetings for 2023/24.

**13. Membership of Committees and Outside Bodies**

Council

**Noted**

- A)** In respect of the Cambridgeshire and Peterborough Combined Authority Housing Committee, the appointment of Councillor Bridget Smith in place of Councillor John Batchelor, Councillor Peter Sandford as substitute;
- B)** In respect of the Employment and Staffing Committee, the appointment of Councillor Bridget Smith as a substitute.

**14. Cambridgeshire and Peterborough Combined Authority**

Council considered the reports summarising the work of the Cambridgeshire and Peterborough Combined Authority since November 2022.

In response to questioning from Councillor Heather Williams, the Leader explained that following a senior management restructure and with the support of the Chief Executives of all the partnering local authorities, the Combined Authority had improved its governance arrangements.

In response to concerns from Councillor Daniel Lentell and Councillor Heather Williams, the Leader explained that she had supported the Combined Authority's raising of a £12 precept for a Band D property to ensure that the replacement bus services, set up following Stagecoach's decision to cease certain routes, continued to run, as this was in the best interests of the District's residents. Councillors Bill Handley, Dr Tumi Hawkins and Brian Milnes expressed their support for this decision. However, Councillor Sue Ellington lamented the lack of a reliable bus service to allow residents of Swavesey to travel to and from the village of Over.

Council **Noted** the report.

**15. Greater Cambridge Partnership**

Council considered the report on the Greater Cambridge Partnership Joint

Assembly meeting on 23 November 2022. Councillor Tom Bygott expressed concern regarding the safety the proposed cycleways. Councillor Paul Bearpark explained that he raised this matter at the Greater Cambridge Partnership Joint Assembly meeting and was assured that cycle routes would be separate from roads wherever possible.

It was agreed that Councillor Graham Cone should be provided with an update on the progress being made on the Fulbourn to Cambridge greenway.

Council **noted** the report.

## **16. Update on the Ox Cam Regional Partnership**

The Leader presented this report, which recommended that Cabinet approve her appointment as the Council's representative on the Oxford to Cambridge Pan-Regional Partnership.

Councillor Heather Williams expressed her concern over the lack of long term vision for the whole project and a lack of scrutiny of the Partnership. The Leader agreed that there had been a lack of transparency over the project, but the Government had not allowed the meetings to be held in public and had blocked the setting up of a website. However, a website had now gone live and the agendas and minutes of the meeting would be in the public domain.

In response to concerns from Councillor Daniel Lentell, the Leader explained that the Partnership was not about devolution, but would hopefully bring much needed Government funding to the region. Councillor Martin Cahn suggested that the lack of devolution to England meant that its regions had to participate in partnerships to get national funding.

The Leader proposed and Councillor Brian Milnes seconded the recommendation in the report. A vote was taken and were cast as follows:

### **In favour (26):**

Councillors Henry Batchelor, John Batchelor, Paul Bearpark, Anna Bradnam, Ariel Cahn, Dr Martin Cahn, Libby Earle, Peter Fane, Corinne Garvie, Jose Hales, Bill Handley, Sally Ann Hart, Sunita Hansraj, Geoff Harvey, Tumi Hawkins, Pippa Heylings, James Hobro, Helene Leeming, Peter McDonald, Brian Milnes, Dr Lisa Redrup, Judith Rippeth, Bridget Smith, Richard Stobart, Aidan Van de Weyer, Natalie Warren-Green and John Williams

### **Against (9):**

Councillors Dr Shrobona Bhattacharya, Tom Bygott, Graham Cone, Sue Ellington, Mark Howell, Daniel Lentell, Bunty Waters, Dr Richard Williams and Heather Williams.

### **Abstain (0)**

Council

**Endorsed** South Cambridgeshire District Council Cabinet's intention to confirm its membership of the Oxford to Cambridge Partnership as it becomes formally recognised and funded by Government as a Pan-Regional Partnership (PRP) and the appointment of the Leader as the Council's representative on the PRP.

## **17. Questions From Councillors**

### **17 (a) From Councillor Daniel Lentell**

Will she explain what is liberal or democratic about just one person deciding that SCDC should participate in OxCam (or express total support for East/West rail) without a debate at Full Council in public session or even a discussion in private among the Liberal Democrat party group

The Leader stated that Councillor Daniel Lentell's question had been addressed earlier in the meeting as part of the discussion of the report on the Ox Cam Pan Regional Partnership, which will now go to Cabinet for formal approval. She stated that this issue had never been about one person deciding things.

As his supplementary question, Councillor Daniel Lentell asked if the Leader believed that debate should have been held earlier, before the decision had been taken to participate in the Partnership. The Leader stated that no prior decision had been taken. She was currently on the Shadow Board and the Chief Executive explained that Council had just recommended that Cabinet approve the Leader's appointment to the Board.

### **17 (b) From Councillor Carla Hofman**

To the Lead Cabinet Member for communities  
Can the lead member provide an update on the support the council has provided to local people on the cost of living crisis following the approval by cabinet of a package of measures late last year?

The Chair announced that because Councillor Carla Hoffman was no longer in the chamber she would receive a written response to her question.

### **17 (c) From Councillor Sally Ann Hart**

Can Councillor John Batchelor explain why residents in South Cambridgeshire should feel positive about the future of council housing in our district?

Councillor John Batchelor, Lead Cabinet Member for Housing, explained that the Council's aim was to ensure that its homes were places that residents could feel safe and secure and where communities could thrive and grow. Our housing management service was responsive and locally based, offering specialised tenancy support for our vulnerable residents and officers ensure that tenants have a voice and can help to influence decisions.

Councillor John Batchelor explained that the Council had recently received Domestic Abuse Housing Alliance (DAHA) accreditation, which demonstrated the authority's commitment to safeguarding.

Councillor John Batchelor stated that the Council had ambitious targets to tackle the climate emergency through the Asset Management Strategy. Officers continue to work hard to prevent residents from becoming homeless.

Councillor Sally Ann Hart stated that her supplementary question had been answered.

**17 (d) From Councillor Natalie Warren-Green**

As we approach the end of the first year of the Homes for Ukraine programme, can the lead member provide an update on the scale of support South Cambridgeshire Communities have offered and what is the council's main focus at the moment to ensure hosts and guests get the support they need?

Response from Councillor Bill Handley, Lead Cabinet Member for Communities, stated that the Council had the highest number of visas granted for any district area in the country with just under 800 guests arrive and over 500 still in the area. This had created a huge amount of work for officers who had to carry out numerous checks. The Council's main focus now was to assist our guests in considering their next steps toward independent living and an information pack had been compiled to let them know what their options were. Councillor Handley thanked the officers for their work and was confident that they would continue to rise to future challenges. There was no supplementary question.

**17 (e) From Councillor Dr Susan van de Ven**

Can Councillor McDonald explain how the council is supporting local businesses outside of the booming science and IT sectors to survive and thrive during this difficult economic period?

The Chair announced that as Councillor Susan van de Ven was no longer in the Chamber she would receive a written response to her question.

**17 (f) From Councillor Corrine Garvie**

How might the newly formed Oxford Cambridge Partnership benefit South Cambridgeshire?

The Leader explained that issue had already been discussed earlier in the meeting. She reiterated that the Oxford Cambridge Partnership will allow the Council to work at a regional scale to deliver environmentally sustainable economic growth that benefits communities across the district. Restorative work was being carried out at Ouse Fen.

As her supplementary question, Councillor Corrine Garvie asked: What will you do if the Government rescinds on its promise that the OCP is focused on the

economy and the environment and starts to talk about large scale housing developments again?

The Leader explained that the project was now firmly locally led and if there was any attempt to implement 1m homes she would object and if necessary pull out of the Partnership.

**17 (g) From Councillor Paul Bearpark**

Can Councillor John Williams explain how the council is responding to the increasingly challenging financial situation that councils are facing in England?

Councillor John Williams, Lead Cabinet Member for Resources, stated that this issue had already been discussed in the meeting but he reiterated that:

- The Council was controlling expenditure and would ensure that through ICT the authority would make the best use of its resources.
- The Transformation Reserve was being used to undertake an ambitious transformation program that would improve services and make savings
- Shrewd investments would continue to bring income to the Council.
- Those most in need would receive assistance from the Council to help tackle the cost of living crisis.
- The business support team would continue to ensure that local businesses were supported.

As his supplementary question, Councillor Paul Bearpark asked what was the most significant challenge over the next 3 years. Councillor John Williams stated that mitigating the impact of the Government's Fair Funding Review was likely to be the most significant challenge.

**17 (h) From Councillor Graham Cone**

Following the recent call from government for councils to ensure homes are free of dangerous mould, what steps has the Leader taken to ensure this call is answered?

Councillor Henry Batchelor, Lead Cabinet Member for Environmental Services and Licensing, explained that with regards to its own housing stock the Council would seek to identify any issues with mould whenever visiting a property. In addition, the Council's Stock Condition Survey would report any issues with mould. It was hoped that the Survey would be completed by September this year. Homes at high risk of mould would be fitted with sensors. With regards to private housing, a recent press release had given details on how tenants could contact Environment Health if they had concerns about damp or mould.

Councillor Graham Cone thanked Councillor Henry Batchelor for his reassuring answer.

**17 (i) From Councillor Tom Bygott**

SCDC recently took part in a meeting, called by LEGG (the Longstanton

Environmental and Groundwater Group) about the disappearance of Longstanton's groundwater. There were 18 attendees, including 7 local elected representatives and 3 from Homes England. It was agreed that there should be regular follow-up meetings, the first of which is due later this week. Longstanton residents are pleased that the loss of their groundwater is now being taken seriously by SCDC. In the four weeks since this meeting, what new initiatives have SCDC taken to address the loss of Longstanton's groundwater?

Councillor Dr Tumi Hawkins, Lead Cabinet Member for Planning, explained that the administration was taking this issue with ground water very seriously. The Council had not yet received a response from LEGG regarding work that they had discussed with HR Wallingford. A meeting was scheduled for the coming Friday. Officers were continuing to contact L and Q Estates and Homes England for information regarding surface water drains. When information is received it would be acted on.

As his supplementary question Councillor Tom Bygott asked what lessons had been learned for future developments. Councillor Dr Tumi Hawkins replied that the cause of the ground water issued had not yet been identified and this needed to be established before lessons could be learned.

**17 (j) From Councillor Sue Ellington**

The Council is planning to build a solar farm at Waterbeach in order to supply sufficient electricity to power its fleet of electric refuse vehicles. The installation will include batteries to store generated power and a number of charging points for vehicles. Can the leader tell us how many electric refuse lorries will be involved, how much power they will need each day and can we be reassured that this facility will provide sufficient electricity in all weathers?

Councillor Brian Milnes, Deputy Leader, and Lead Cabinet Member for the Environment, explained that the WREN project will create a microgrid of electricity that will power part of our new electric Refuse Collection Vehicle (eRCV) fleet but the mix of power from the solar PV array and that from the grid will fluctuate across the year. However the battery storage system will enable the maximal use of the solar generated power. For example, at full eRCVs rollout, the solar array would generate about 50,000 kWh in December, with about 58,000 kWh (circa 54% of supply) imported from the grid. However, in June of that year, circa 79,000 kWh would be generated by the PV array with only 27,000 kWh (circa 26% of supply) imported from the grid.

As her supplementary question, Councillor Sue Ellington asked would happen if there was a bad winter with virtually no sunlight for three months. Councillor Brian Milnes explained that, as discussed, if necessary power would be imported from the grid.

**17 (k) From Councillor Mark Howell**

Over Christmas we were informed that the collection of furniture for disposal had

been discontinued because the law would be enforced from January 2023. Subsequently this service was reinstated. Can the leader tell council what arrangements have been made to enable this service to be reinstated?

Councillor Henry Batchelor, Lead Cabinet Member for Environmental Services and Licensing explained that due to a change in legislation items containing pollutants had to be collected by a separate van and this had led to a reduction in the collection service. The situation was being assessed and the provision of an additional van would be considered. There was no supplementary question.

## **18. Notices of Motion**

### **18 (a) Standing in the names of Councillors Bridget Smith and Heather Williams**

Council had been in session for four hours and voted by affirmation to continue.

This item was discussed after item 16.

The Leader explained that abuse of councillors, in person, in writing or online, was getting worse and so the threshold for intervention was getting higher. The consequence of this was that good councillors were resigning and there was a risk that councillor membership would be less diverse. Abuse of officers, who did not have a right of reply, was also increasing. She urged Council to set the right example by agreeing the motion and send a clear message that this abuse was unacceptable.

Councillor Heather Williams expressed her support for the motion and agreed with the Leader that the councillors in this authority needed to set the right example. She explained that abuse and threats affected not just councillors, but also their families and people around them.

Councillor Brian Milnes stated that he would support the motion. He considered that the behaviour of councillors in the Chamber had improved but was aware of the unacceptable abuse from the public.

Councillor Mark Howell suggested that councillors needed to support each other. He explained that the majority of the public were fine but a vocal minority could use the internet from anywhere in the world and abuse an elected representative anonymously. Councillor Sally Ann Hart agreed with Councillor Howell that councillors should support each other and show empathy for those who suffer abuse.

Councillor Tom Bygott supported the motion, which was protecting democracy by trying to ensure that normal people were able to stand for election.

Councillor John Williams suggested that abuse had increased due to social media and urged councillors to behave to each other in the way in which we wanted the public to behave to us.

Councillor Bill Handley explained that he had witnessed bad behaviour at parish council meetings and that abuse affected all tiers of local government. He stated that unfortunately friendships had suffered by taking a standpoint on a public issue.

Councillor Sue Ellington supported the motion and hoped that in many cases an appropriate response could diffuse a volatile situation.

Councillor Daniel Lentell explained that he had received abuse when he had become an independent Councillor. He praised members for having the courage to do their jobs in the public arena, despite the threat of abuse.

The Chair applauded the motion and thanked councillors for helping her to facilitate the debate.

The Leader proposed and Councillor Heather Williams seconded the motion. A vote was taken and by affirmation Council

**Agreed** the following motion:

The intimidation and abuse of councillors, in person or otherwise, undermines democracy; preventing elected members from representing the communities they serve, deterring individuals from standing for election, and undermining public life in democratic processes.

This council notes that increasing levels of toxicity in public and political discourse is having a detrimental impact on local democracy and that prevention, support and responses to abuse and intimidation of local politicians must improve to ensure councillors feel safe and able to continue representing their residents.

This council therefore commits to challenge the normalisation of abuse against councillors and uphold exemplary standards of public and political debate in all it does. The council further agrees to sign up to the LGA's Debate Not Hate campaign. The campaign aims to raise public awareness of the role of councillors in local communities, encourage healthy debate and improve the response to and support for local politicians facing abuse and intimidation.

In addition, the council resolves to:

- Use the LGA template letter to write to the local Members of Parliament to ask them to support the campaign
- Use the LGA template letter to write to the Government to ask them to work with the LGA to develop and implement a plan to address abuse and intimidation of politicians
- Regularly review the support available to councillors in relation to abuse and intimidation and councillor safety
- Work with the local police to ensure there is a clear and joined-up mechanism for reporting threats and other concerns about the safety of councillors and their families
- Take a zero-tolerance approach to abuse of councillors and officers



**19. Chair's Engagements**

The Chair explained that in addition to the engagements listed she had also attended:

11 December 2022: Christmas Market at Cambourne Village College

2 February 2023: Ground Breaking at Oakington Recreation Ground, Oakington

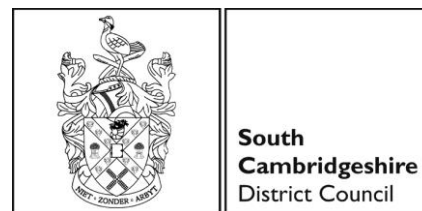
With these additions Council **noted** the engagements.

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**The Meeting ended at 6.55 p.m.**

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To: Chair – Councillor Anna Bradnam  
Vice-Chair – Councillor Peter Fane  
All Members of the Council

Quorum: 15

Dear Councillor

This is a supplement to the previously-published agenda for the meeting of **Council** on **Tuesday, 21 February 2023**, containing those reports which had not been received by the original publication deadline.

Yours faithfully

**Liz Watts**

Chief Executive

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## Agenda

## Pages

### 17 (b) From Councillor Carla Hofman

A written answer to the following question:

To Lead Cabinet Member for Communities

“Can the lead member provide an update on the support the council has provided to local people on the cost of living crisis following the approval by cabinet of a package of measures late last year?”

### 17 (e) From Councillor Dr Susan van de Ven

A written answer to the following question:

To the Lead Cabinet Member for Economic Development

“Can Councillor McDonald explain how the council is supporting local businesses outside of the booming science and IT sectors to survive and thrive during this difficult economic period?”

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# Agenda Item 17b

Written response to question from Councillor Carla Hofman:

Question:

**To the Lead Cabinet Member for communities**

**Can the lead member provide an update on the support the council has provided to local people on the cost of living crisis following the approval by cabinet of a package of measures late last year?**

Response from Councillor Bill Handley, Lead Cabinet Member for Communities:

We've heard a great deal about the cost of living crisis, so I won't labour the point here except to describe the things that the council has been doing to mitigate the effects on our residents. We have resolved to identify and target our response to those people who are just about managing – in work and not receiving government benefits but finding themselves in financial difficulties due to recent events.

Late last year the council allocated a £400,000 budget to help mitigate the effects of the rising cost of living and then moved quickly to implement a number of support measures.

Although this Council has provided vital funding for a range of programmes that I will touch on in a moment, I'd like to take this opportunity to thank the Cambridgeshire and Peterborough Integrated Care System which provided funding for the Warm Hubs that popped up in many villages in the early winter. More about them in a moment.

Rather than go through the full programme of measures run by the council, I want to highlight three main things.

Firstly, we made available 400 electric blankets and slow cookers to reduce the cost of cooking food and of keeping warm and, using the council's own data, we targeted those who are just about managing. We have had some heart-warming letters of thanks.

Secondly, warm hubs. When the council made the decision late last year to increase funding, we went from trying to deliver just a handful of hubs to 25 of them. This happened in a matter of weeks. Cambridgeshire ACRE have been instrumental in this as our partner, but once again our community volunteers have made the difference as the hubs can only work with their help and I'd like to thank them all.

And finally, food parcels. Our food parcel scheme provides one week of food to the door without having to go through any complex application process. We are looking to expand this scheme and I would urge members to refer people in their wards who they think would benefit. Again, this campaign is having a big impact on people's lives.

Members will have seen a key decision notice published for Cabinet in March where we will be assessing the next phase of our cost-of-living support. I'm proud of all of the work that has been undertaken by officers, partners and volunteers on this and I look forward to working with our dedicated officers and partners on the next steps. to continue to support vulnerable South Cambs people through this very difficult time.

# Agenda Item 17e

Written response to question from Councillor Dr Susan van de Ven:

Question:

**Can Councillor McDonald explain how the council is supporting local businesses outside of the booming science and IT sectors to survive and thrive during this difficult economic period?**

Response from Councillor Peter McDonald, Lead Cabinet Member for Business:

Thank you for your question.

I'm pleased to say that our Economic Development Team (including Business Support and Investments) are continuing to work directly with businesses, in a demand responsive way, to support them during these difficult economic times. They work with businesses of all sizes, including new start-ups and across all sectors.

The team offers a package of support to businesses, which includes:

- Our dedicated business support and development webpage which over the last year has received over 10,000 views
- Our monthly Business Support Newsletter – our subscription numbers are around 1000
- Our dedicated social media channels, where we run campaigns promoting local businesses
- Visit South Cambs, which since launching in September 2021 has had over 600 listings and attracted more than 13,000 users. In the upcoming months there will be a focus on supporting South Cambridgeshire pubs to support them with marketing and the launch of 'South Cambs pubs and restaurant week' to help drive customers towards these businesses
- Over the last year the team has run 8 Business Webinars, attended by 99 businesses and a series of mental health and wellbeing webinars which were funded by the County Council

- We continue to work with local communities to establish new markets, and have launched the South Cambridgeshire Market Webpage, which includes a Market Toolkit and Market and Stallholder Directories. In December 2022 we hosted a Christmas Market in Cambourne which had over 70 traders and over 1000 visitors. It is estimated that it generated £20-25k in sales on the day.
- The team are also working with partners and stakeholders to introduce sector specific forums – the first of these will be with the Smart Manufacturing Alliance to understand the challenges that the South Cambridgeshire Manufacturing and Production sector are facing.
- Through the Ukraine Working Group we are also helping Ukrainians find work opportunities, by joining with local partners such as the Job Centre. We have supported a jobs fair which saw 27 job offers made.
- And as part of our joint working with our neighbouring Local Authorities we are working on building a business resilience pack, to create a comprehensive support package which will shortly be available through our individual websites.

Our dedicated Business Engagement Officers continue to work across the District and have engaged with 137 high street businesses over the last year to help us better understand local challenges and to offer advice and support. This can include advice on areas such as recruitment, diversification, the green agenda and branding and marketing amongst others. They are also important in being able to promote campaigns, changes to legislation, grant availability, and other Council services such as Environmental Health and our Commercial Waste Services to our local businesses.

I will also mention the Shared Prosperity Fund and the Rural England Prosperity Fund (jointly £2.8m), both of which the team will be overseeing for South Cambridgeshire. With this funding we will support and provide grants to businesses to become greener, support new start-ups and establish a Business and IP Centre for South Cambs with particular focus on supporting entrepreneurs from under-represented groups and female-led start-ups. Funding will also be made available to parishes to go towards Improving High Streets and includes the Visitor Economy and Markets Development programmes that will build on our work to showcase South



Cambridgeshire as a fantastic place to visit, as well as promoting its hospitality services and events to residents.

This is just a snapshot of our activities, so please do come and speak to me if you would like to know more about the support we are offering to businesses.

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# Agenda Item 8



**South  
Cambridgeshire**  
District Council

<b>Report to:</b>	Council	30 March 2023
<b>Lead Officer:</b>	Returning Officer / Chief Executive	

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## Result of Cottenham Ward By-election

### Executive Summary

1. This report confirms the result of the Cottenham ward by-election held on 16 March 2023.

### Key Decision

2. No

### Details

3. I, Liz Watts, Returning Officer for the ward of Cottenham in the District of South Cambridgeshire, do hereby certify that the person named below was duly elected to the office of Councillor on 16 March 2023:

**WARD**

**NAME**

COTTENHAM

Eileen Margaret **WILSON**

4. The seat has been retained by the Liberal Democrat group, so there is no change to the existing scheme of political proportionality.

### Report Author:

Andrew Francis – Elections & Democratic Services Manager  
Telephone: (01954) 713014

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# Agenda Item 9a



<b>Report to:</b>	Council 30 March 2023
<b>Lead Cabinet Member:</b>	Cllr John Williams
<b>Lead Officer:</b>	Jeff Membery

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## **Pay Policy Statement**

### **Executive Summary**

1. The localism Act 2011 requires that the Council have a pay policy statement to increase accountability, transparency, and fairness in the setting on local pay and overall reward strategy.

### **Recommendations**

2. The employment and staffing committee recommend that Council consider and approve the updated Pay Policy Statement as required by the Localism Act 2011.

### **Reasons for Recommendations**

3. The pay policy statement, as drafted for South Cambridgeshire District Council, fulfils the requirement as defined in the Localism Act 2011.

### **Details**

4. The Localism Act 2011 requires English local authorities to produce a statutory pay policy statement for each financial year. The pay policy statement must be approved by a resolution of Full Council and must include pay and other remuneration for chief officers and other employees, including the lowest paid.
5. The Act defines remuneration widely, to include pay, charges, fees, allowances, benefits in kind, pension and termination payments.
6. The Council's strategy must balance securing and retaining high quality employees whilst maintaining pay equality and avoiding excessive pay rates. The authority should be satisfied that its policy is workable, reasonable and affordable.
7. The previous pay policy statement in 2022 was approved and this has been updated with the latest salary scales and organisational job titles.
8. The report also includes the latest Gender Pay Gap figures, which are required to be published under the Equality Act 2010. This year's figures continue to buck the national trend and the gap here is in favour of females, due to our male dominated large operational workforce and female senior leadership.

9. Employment and Staffing Committee have considered the Pay Policy statement and recommend it to Council.

### **Options**

1. None

### **Implications**

10. In the writing of this report, taking into account financial, legal, staffing, risk, equality and diversity, climate change, and any other key issues, the following implications have been considered:-

### **Financial**

11. Salaries referred to within the statement are within budget

### **Legal**

12. The Localism Act 2011 requires the Council to have a Pay Policy Statement.

### **Equality and Diversity**

13. The Council pay grades and evaluation method meets the requirement of the Equality Act 2010.

### **Consultation responses**

14. The Council recognises trade unions whom it consults on matters of annual pay agreement and whom agreed the Single Status Agreement.

### **Alignment with Council Priority Areas**

#### **A modern and caring Council**

15. The pay policy statement promotes transparency, accountability and fairness in the setting of local pay.

## **Appendices**

Appendix A: Pay policy Statement 2023

### **Report Author:**

Lindsey Smith – HR Business Partner  
Telephone: (01954) 713291



# **Pay Policy Statement 2023**

## **Introduction**

This Pay Policy statement covers the posts of chief executive, chief operating officer, joint director, assistant directors and heads of service. This also includes a temporary post of NNDR & Council Tax (Business Rates Pool) which ends on 01/03/2023.

The Localism Act 2011 ('the Act') requires English local authorities to produce a pay policy statement for each year. The Act states that the policy must include the council's approach to pay and other remuneration for senior managers, chief officers and other employees, including the lowest paid.

The Act defines remuneration widely, to include pay, charges, fees, allowances, benefits in kind, pension and termination payments.

The pay policy statement:

- must be approved formally by Full Council by the end of March each year
- can be amended during the year

## **Scope**

The Pay Policy Statement applies to the following posts at South Cambridgeshire District Council:

- Chief Executive (Head of the Paid Service)
- Chief Operating Officer
- Joint Director (Greater Cambridge Planning Service)
- Assistant Directors (Greater Cambridge Planning Service)
- Heads of Service
- Temporary post of NNDR & Council Tax (Business Rates Pool) which ends on 01/03/2023

## **Part 1 Pay and Benefits**

## 1.1 Salary

The 2022/2023 salary scales for the above posts are presented in the table below

	Pay point £	Pay point £	Pay point £	Pay point £	Pay point £	Pay point £
Chief Executive	121,661	125,083	128,502	131,924	135,345	138,766
Chief Operating Officer	98,855	102,276	105,696	109,115	112,538	115,959
Joint Director	98,855	102,276	105,696	109,115	112,538	115,959
Assistant Director	67,740	70,081	72,418	74,757	77,096	79,434
Head of Service (Grade 10)	67,740	70,081	72,418	74,757	77,096	79,434
Head of Service (Grade 11)	79,434	82,440	85,447	88,456	91,461	94,470
NNDR & Council Tax (Business Rates Pool)	115,959	N/A	N/A	N/A	N/A	N/A

## 1.2 Pay Awards

The council has local arrangements for the negotiation of annual pay awards with trade unions formally recognised by the council, namely GMB and Unison.

Reference is made to the nationally negotiated pay award for chief executives, chief officers and other local government employees. The national negotiating bodies are:

- Joint Negotiating Committee for Chief Executives (JNC)
- Joint Negotiating Committee for Chief Officers (JNC)
- National Joint Committee for Pay and Conditions of Service for Local Government (NJC)

The council will also have regard to the Living Wage Foundation hourly rate when it agrees annual pay awards for its staff each year. The council, however, does not intend to seek formal accreditation from the Living Wage Foundation.

## 1.3 Terms and Conditions of Employment

Terms and conditions of employment for the chief executive are determined in accordance with collective agreements, negotiated by the Joint Negotiating Committee for Chief Executives.

Terms and conditions of employment for the chief operating officer are determined in accordance with collective agreements, negotiated by the Joint Negotiating Committee for Chief Officers.

Terms and conditions of employment for the joint director, assistant directors, heads of service and all other employees are determined in accordance with collective agreements, negotiated by the National Joint Committee for Pay and Conditions of Service for Local Government.

These are supplemented by local collective agreements reached with trade unions formally recognised by the council and by the rules of the council.

#### **1.4 Remuneration on Recruitment**

The Council will approve the appointment of the Head of the Paid Service, Chief Finance Officer (Section 151) and Monitoring Officer (statutory appointments) following a recommendation by the Employment and Staffing Committee or sub-committee of the council, which must include at least one member of the Executive. Full Council may only make or approve the appointment of these posts where no well-founded objection has been made by any member of the Executive. The salary on recruitment will be within the current salary range of these posts at that time.

Employment and Staffing Committee or Sub-Committee of the Council, which must include at least one member of the Executive, will appoint a chief operating officer and joint director. An offer of employment as chief operating officer or joint director can only be made where no well-founded objection from any member of the Executive has been received. The salary on recruitment will be within the current salary range of these posts at that time.

Appointment of assistant directors and heads of service is the responsibility of the chief executive or his/her nominee and may not be made by councillors. The salary on recruitment will be within the current salary range of these posts at that time.

Rules governing the recruitment of the chief executive, chief operating officer, joint directors and all other staff are set out in the Council's constitution in section: Part 4 Rules of Procedure - Officer Employment Procedure Rules.

#### **1.5 Bonus Payments**

There are no bonus arrangements payable to the chief executive, chief operating officer, joint director, assistant directors or heads of service.

#### **1.6 Progression through Pay Grades**

The salary of employees within the scope of this policy rises by increments to the top point of their salary grade, subject to good performance. Progression through the pay grade is determined by assessment of the employee's performance against competencies and objectives in line with the Council's Performance Development Policy (PDP).

#### **1.7 Salaries over £100,000**

The posts of chief executive, chief operating officer, joint director and NNDR and Council Tax (Business Rates) are the only posts that carry salaries of over £100,000.

#### **1.8 Publication of salary data**

Salary data for the chief executive, chief operating officer, joint director, assistant directors and heads of service is published on the council's website.

For the chief executive, chief operating officer, joint directors this includes name, job title, actual salary, expenses and any election fees paid. For assistant directors and heads of service this includes salary by post title. This pay policy statement once approved by Full Council is published on the council's website under Senior Staff salaries.

## **1.9 Expenses**

The expenses which may be payable to the chief executive, chief operating officer, directors, or head of service (and all other employees) are as follows:

- Car/Motorcycle/Bicycle/Passenger allowance – these are stated in the Council's Mileage policy (HMRC rates)
- Re-imbursement of travel and subsistence – this is in accordance with the council's stated policy
- Payments under the eye test scheme as stated within the council's Health & Safety policy
- One professional subscription per annum

## **Part 2 Recruitment and Retention Policies**

### **2.1 Market Factor Supplements, retention payments and Golden Hellos**

There are occasions when the salary determined by the grading for a post results in an inability to successfully recruit to or retain staff in specific posts or occupational areas, this may be due to fluctuations in the job market supply.

These recruitment and retention problems can affect ability to deliver services to our residents. In such cases it may be appropriate to pay a Golden Hello, retention payment and/or market supplement in addition to the salary where there is evidence to justify that market factors are the "material reason" for the post attracting a higher rate of pay than other posts graded similarly. Any Golden Hello, retention payment or additional market supplement will be made in accordance with the council's Golden Hello, Retention Policy or Market Factor Supplement policy.

### **2.2 Relocation scheme**

The council has an agreed relocation scheme (based on HMRC rates and guidance). The scheme is aimed at enabling recruitment to reach a wide pool of talent and to assist successful job applicants to relocate to the area.

### **2.3 Other Benefits**

The council's childcare voucher scheme was closed to new members from October 2018, the scheme has been replaced by a Government tax-free childcare scheme. Employees who were members of the childcare voucher scheme prior to the closing date will remain able to use the scheme until such time as they change job or employer or the council stops supporting the scheme. This scheme is delivered in conjunction with Vivup/Fideliti as the provider.

Employees within the scope of this policy are entitled to participate in the council's Cycle for Work scheme whereby employees can sacrifice part of their salary to lease cycles for travel to work. The amount sacrificed is exempt for income tax and national insurance contributions and therefore represents a saving for participating employees.

Employees within the scope of this policy are entitled to participate in the council's Green Car scheme whereby employees can sacrifice part of their salary to lease an electric or hybrid car for travel to work. The amount sacrificed is exempt for income tax and national insurance contributions and therefore represents a saving for participating employees.

## **Part 3 Severance Payments and Support**

### **3.1 Severance payments**

Severance payments are made in accordance with the council's Organisational Change and Redundancy policy and are calculated in the same way for all staff.

Employees with more than two years' continuous service will be entitled to redundancy pay in line with local government guidelines and statutory calculations. Where the employee is entitled to a redundancy payment, the calculation is based on the employee's actual weekly pay (in line with maximum salary limits).

The council provides career counselling and out placement support for employees facing redundancy, this includes job search and interview skills and other individual support.

Settlement agreements will only be used in exceptional circumstances where they represent best value for the Council.

## **Part 4 Pension and Pension Enhancements**

### **4.1 Local Government Pension Scheme**

All employees within the scope of this policy are entitled to and, receive pension contributions from the Local Government Pension scheme (LGPS). This is a contributory scheme and employees contribute between 5.5 and 12.5% of their salary to the scheme. Changes to the LGPS regulations were implemented in April 2014. This amended contribution rates and changed the scheme from a final salary scheme to a career average (CARE) scheme.

The employer contribution rate is currently 17% i.e. the council contributes 17% of pensionable pay to the pension of a member of staff within the pension scheme. The rate of 17% is the same for all staff. The rate is reviewed every 3 years following a valuation of the fund by the appointed actuaries.

## **Part 5 Election Fees**

## **5.1 The Returning Officer**

The Returning Officer is the person who has the overall responsibility for the conduct of elections. The Returning Officer is an officer of the council who is appointed under the Representation of the People Act 1983. Although appointed by the council, the role of the Returning Officer is one of a personal nature and distinct and separate from their duties as an employee of the council. Elections fees are paid for these additional duties and they are paid separately to salary.

The chief executive is the council's Returning Officer.

Fees for District elections are set locally and are currently £372.72 per contested ward and £55.20 per uncontested ward.

The fees for Parliamentary, Police Commissioner, national referendums and European elections are set by the Government.

The fees for County Council elections are set by the County Council. The fees for the Combined Authority Mayoral election are set by the combined authority.

Fees for Parliamentary, European elections and district elections are pensionable.

Other officers, including senior officers within the scope of this policy, may receive additional payment for specific election duties.

## **Part 6 Pay Gap Reporting**

### **6.1 Relationship to Lowest Paid Employees**

The lowest pay grade of the council's pay structure is Grade 1. For this reason, we have chosen staff employed (excluding apprentices) in Grade 1 as our definition of the 'lowest paid' for the purposes of this policy. Ratios are based on base salary and do not include other payments such as overtime.

Grade 1 pay values range from £17,962 to £21,222 per annum.

The council, as part of annual pay negotiations in 2022, introduced a minimum hourly rate of £11 per hour and adjustments to pay for the lowest paid were made at this time to reflect the minimum of £11 per hour. Therefore, the annual salary for the lowest paid employee (excluding apprentices) is currently £21,222 per annum (pro rata for part time). At this time, the council also agreed the deletion of SCP points A-J from our pay scales and the movement of anyone currently on these points to point 1 instead.

The chief executive's salary grade ranges from £121,661 to £138,766.

The current ratio between the chief executive's current salary and the lowest paid employee is 1:7.7.

The council does not have a policy on maintaining or reaching a specific pay ratio between the lowest and highest paid staff.

The gender balance of the highest grades (staff in post at 31 March 2022) of SCDC earners is 57% females to 43% males.

## 6.2 Gender Pay Gap Reporting

In 2017 equality regulations were introduced on Gender Pay reporting. South Cambridgeshire District Council is required to publish information under the Equality Act 2010 (Specific Duties and Public Authorities) Regulations 2017. The definitions and types of information to be reported are defined in the regulations and to aid understanding the definitions are shown below, together with the data. The council's data was last reported in February 2023 for the year 2021/2022.

### Mean Gender Pay Gap based on 2022 figures

The difference between the mean hourly rate of pay of male full-pay relevant employees and that of female full-pay relevant employees. This is shown as a percentage.

The mean gender pay gap is – **10.51%** in favour of females

A **mean** average involves adding all the numbers and dividing the result by how many numbers were in the list.

### Median Gender Pay Gap based on 2021 figures

The difference between the median hourly rate of pay of male full-pay relevant employees and that of female full-pay relevant employees. This is shown as a percentage.

The median gender pay gap is **-17.68%** in favour of females

A median average involves listing all the numbers in numerical order. If there is an odd number of results, the median average is the middle number. If there is an even number of results, the median will be the mean of the two central numbers.

### Median Bonus Gender Pay Gap

The median bonus gender pay gap is not applicable as we do not pay bonuses.

### Proportion of males and females in each quartile pay band based on 2022 figures

This calculation requires an employer to show the proportions of male and female full-pay relevant employees in quartile pay bands, which is done by dividing the workforce into four equal parts.

There are four sections (called quartiles) with an equal number of employees in each section (or as close as possible to this). The quartiles (from the lowest to highest) are called the lower quartile, the lower middle quartile, the upper middle quartile, and the upper quartile.



Quartile	Female	Male	Grand Total	Female %	Male %
Lower Quartile	40	107	147	27	73
Lower Middle Quartile	83	72	155	54	46
Upper Middle Quartile	90	58	148	61	39
Upper Quartile	88	67	155	57	43

The mean and median figures above reflect the fact that the Council's workforce in the bottom quartile is mainly male as the council directly employs refuse operatives and drivers in a shared service for two Councils (SCDC and Cambridge City Council).

## **7.0 Tax Avoidance**

The Council takes tax avoidance seriously and will seek to appoint individuals to vacant positions using normal recruitment procedures on the basis of contracts of employment and, apply direct tax and National Insurance deductions from pay through the operation of PAYE.

Where consultants are recruited, the Council will seek to avoid contractual arrangements which could be perceived as being primarily designed to reduce significantly the rate of tax paid by that person, such as paying the individual through a company effectively, controlled by him or her.

These principles will be embedded in contract clauses and guidance for managers when employing consultants.

## **8.0 Re-engagement of former South Cambridgeshire District Council staff within the scope of this policy**

### **8.1 Recruitment**

All permanent or fixed term posts are advertised in accordance with the council's recruitment policies and appointment is made on merit, in accordance with the rules governing the recruitment of the chief executive, chief operating officer, joint directors, assistant directors and heads of service set out in the council's constitution in section: Part 4 Rules of Procedure - Officer Employment Procedure Rules.

Interim management appointments are made in accordance with the council's procurement policies and the provisions for contract for services.

### **8.2 Chief Executive, Executive Director, Directors**

The council will not normally re-engage under a contract of services or re-employ any individual who has previously been employed by the Council and, on ceasing to be employed, is in receipt of a severance or redundancy payment or agreement which includes the early release of pension.

## **9.0 Apprentices**

The council engages a number of apprentices. The apprentice roles are either:

- Existing posts within service area structures for employees who are identified for development in their current or future roles.
- 2-year fixed term posts funded specifically for apprenticeships.

The range of apprenticeships offered are as follows:

- Level 2 – Business Administration and Customer Service
- Level 3 – Business Administration, Customer Service, HR Support, Team Leader/Supervisor
- Level 4 - Associate Project Manager and Procurement.
- Level 5 – Department/Operations Manager
- Level 6 - Environmental Health Degree and Chartered Manager's Degree
- Level 7 - Chartered Town Planner and Senior Leader

## **10.0 Publication of the Pay Policy Statement**

This pay policy statement once approved by Full Council will be published on the Councils website.



**REPORT TO:** Council

30 March 2023

**LEAD MEMBER:** Chair of the Council

**LEAD OFFICER:** Monitoring Officer

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## Assistants for Political Groups

### Executive Summary

1. Civic Affairs Committee, at its meeting on the 2<sup>nd</sup> March 2023, considered a report regarding assistants for political groups.
2. The Local Government and Housing Act 1989 provides Local Authorities the power to appoint political assistants, subject to conditions.
3. This report appraises Council of those provisions and conditions and recommends that Council amend the constitution to allow for the appointment of political assistants.
4. Civic Affairs Committee, at its meeting held on 2<sup>nd</sup> March 2023, unanimously agreed to recommend that Council amend the Constitution to allow for the appointment of Political Assistants.

### Recommendations

5. It is recommended that Council amend the Constitution to allow for the appointment of Political Assistants and authorises the Chief Executive to make the necessary changes to the Constitution.

### Details

6. Local Authorities have a power to appoint a limited number of political assistants, whose posts qualify as politically restricted but who are excluded from the general requirement that all persons appointed to a paid office or employment by a local authority must be made “on merit”.
7. It is not mandatory to appoint political assistants, but authorities may do so within relatively stringent conditions, including the following:

- The appointment may have regard to an applicant's political activities or affiliations.
- The appointment must be for the purpose of providing assistance to the members of a political group in the discharge of their functions as members of the authority (therefore, not in their other political functions).
- The political assistant cannot enjoy any delegated powers, nor can any other officer of the authority be required to work under their direction.
- Groups will normally only qualify if they comprise at least 10 per cent of the membership of the authority and are one of the three largest groups on the authority.
- There can be no more than three such appointments across the authority and only one for each group and there can be no appointments unless a post has been allocated to each group qualifying for one (even though a group can choose not to make an appointment).
- Where there is only one group with at least 10 per cent of the membership, there are to be only two appointments, one to the largest group, and one to the next largest.
- Standing orders must provide for the posts to be filled according to the wishes of the political group to be assisted by the postholder.
- The terms of employment must be such that the appointment ends at or before the end of the authority's annual meeting in the case of an authority holding full council elections in the first year of such an election following the appointment (for SCDC (South Cambridgeshire District Council) that means May 2026).
- The remuneration of the political assistant must not exceed an amount specified, in England, by the Secretary of State. The amount specified for the purposes of section 9 (4) (a) of the Local Government and Housing Act 1989 is contained within regulation 3 of the Local Government (Assistants for Political Groups) (Remuneration) (England) Order 2021/1122. This states that the point specified for the purpose of the Act is spinal column point 38 of the salary scales for local government officers incorporated in the National Joint Council's Scheme which is currently £48,364 (2022/23 figures). The posts in SCDC have been evaluated at point 25 (£32,662 on 2022/23 pay scale).

8. DLUHC (Department for Levelling Up, Housing and Communities) issued non-statutory guidance on the 11 October 2021 for local authorities in England who are considering employing, local authority political assistants. The purpose of the guidance is three-fold;

- accompany changes made by the Local Government (Assistants for Political Groups) (Remuneration) (England) Order 2021.
- encourage local authorities choosing to employ political assistants to carry out a value for money job assessment and, if appropriate, consider employing them on a part-time basis.

- recommend that councils are thorough in ensuring that there is openness and transparency regarding the role and activities of political assistants in their employment

9. The key points from the non-statutory guidance are as follows:

- the post of political assistant in a local authority is politically restricted. This means that, like other politically restricted posts, the post-holder cannot stand for election, act as an election agent or sub-agent, be an officer of a political party, manage a party or branch of a party, and cannot canvass on behalf of a political party or candidate for election
- Political advisers are, however, permitted to speak to the public with the intention of affecting support for a political party, but their actions must not give the impression that they are acting as the representative of the political party
- Political advisers are also able to publish or cause to be published written work or other material intended to affect public support for a political party, but they must not give the impression that the publication is authorised by the political party.
- No appointments can be made until posts have been established for all qualifying groups.
- It is for the authority to determine the salary payable, however, it is expected that local authorities show restraint and allow pay increases in a proportionate manner in line with wider local government pay.
- Authorities who employ political assistants should always consider whether the post is necessary, and whether employing them on a part-time rather than full-time basis would keep the costs down and provide better value for money for the taxpayer. Part-time posts may encourage and attract a diverse range of candidates.
- Authorities are encouraged to carry out a value for money job assessment when considering remuneration for political assistants and pay at a rate appropriate for the work undertaken, subject to the maximum amount
- The contract of employment must terminate at or before the annual council meeting following the first elections after the person was appointed. However, this does not prevent the post holder being reappointed for a further term.
- When considering how best to manage their resources, councils should be certain to take into account their use, potential use, or necessity of local authority political assistants.
- While these politically restricted advisers can provide elected members with a different perspective, offering the type of advice other council staff cannot, local authorities should remember that they are taxpayer-funded employees and should not be exempt from wider discussions about how to make the authority as efficient and effective as possible.
- All local authorities, and individual political groups themselves, should therefore have particular regard to financial considerations when determining the need for a political assistant.

- Local authorities should consider publishing the details below as best practice:
  - i. the total number of political assistants it employs
  - ii. the political group each assistant serves
  - iii. the number of councillors in each political group
  - iv. the number of hours per week for which each political group's assistant is employed

## **Options**

10. The Council could

- (a) amend the Constitution to allow for the appointment of Political Assistants;  
or
- (b) determine to maintain the status quo and not amend the Constitution;

## **Implications**

11. In the writing of this report, taking into account staffing, risk, equality and diversity, climate change, and any other key issues, there are no significant implications in this regard.

## **Financial**

12. As the budget had already been approved, the cost can be met from General Fund contingency until the budget is revised during the next budget process.

## **Legal**

13. There will be a need to amend the Constitution to incorporate the requirements of Section 9 (2) (d) of the Local Government and Housing Act 1989 that a politically restricted post, under the standing orders of the Authority, is to be filled from time to time in accordance with the wishes of the political group to which the post has been allocated.

## **Background Papers**

Local Government and Housing Act 1989

The Local Government Officers (Political Restrictions) Regulations 1990

Local Government (Assistants for Political Groups) (Remuneration) (England) Order 2021

Local authority political assistants guidance – Published 11 October 2021

## **Report Author:**

Rory McKenna – Monitoring Officer Telephone: 07872 116523

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<b>Report to:</b>	Council	30 March 2023
<b>Lead Cabinet Member:</b>	Councillor John Williams, Lead Cabinet Member for Resources	
<b>Lead Officer:</b>	Peter Maddock, Head of Finance Anne Ainsworth, Chief Operating Officer	

## Investment Strategy

### Executive Summary

1. To undertake a review of the existing Investment Strategy in response to wider economic changes and to consider a refreshed version of the Strategy for consideration and adoption by the Council.

### Recommendations

2. It is recommended that Council:
  - a) Approve the updated Investment Strategy attached at Appendix A.

### Reasons for Recommendations

3. To establish and approve an updated Investment Strategy that complies with CIPFA's revised Prudential Code for Capital Finance in Local Authorities (2017 edition) and Prudential Code Guidance Notes for Practitioners (2018 edition), CIPFA's Treasury Management in the Public Services: Code of Practice and Cross-Sectoral Guidance Notes (2017 edition), revised Statutory Guidance on Local Government Investments (3rd Edition) issued in February 2018 and new rules on borrowing from the Public Works Loans Board effective from 26 November 2020.

### Details

#### Statutory Guidance on Local Government Investments

4. The Local Government Act 2003 (the Act) and supporting regulations requires the Council to 'have regard to' the Chartered Institute of Public Finance and Accountancy (CIPFA) Prudential Code, the CIPFA Treasury Management Code of Practice (the Code) and Investment Guidance (the Guidance) issued by The Ministry of Housing Communities and Local Government (MHCLG) in order to ensure that the Council's capital investment plans are affordable, prudent and sustainable.
5. The revised Statutory Guidance in relation to Local Government Investments, issued in February 2018, widened the definition of an investment to include all the financial assets of a local authority as well as other non-financial assets held primarily or partially to generate a profit. This wider definition includes investment property portfolios as well as loans made to wholly owned companies or associates, joint ventures or third parties.

The Guidance applies for financial years commencing on or after 1 April 2018 and was reflected in the new Investment Strategy that was considered and approved by Cabinet at its meeting on 6 December 2021.

6. Previous editions of the Guidance covered treasury investments only, but the current edition focuses on non-treasury investments including:
  - Loans made for service purposes e.g. to wholly owned companies, suppliers, local businesses, to support local public services and stimulate local economic growth;
  - Shares in companies bought for service purposes;
  - Debt Instruments (Loans) and Equity in subsidiaries;
  - Non-financial assets (e.g. property) held primarily or partially to generate profit.
7. The Guidance requires the Strategy to be approved by Full Council on an annual basis and sets out the disclosure and reporting requirements. Any mid-year material changes to the Strategy must also be subject to Full Council approval. The Strategy should also be publicly available on the local authority's website.
8. In March 2020 the Public Works Loan Board (PWLb) launched a consultation on the terms of its lending and proposed reform aimed at tackling perceived abuse of borrowing powers by some authorities. The consultation ended in July 2020 and a response was published immediately following the spending review by HM Treasury on 26 November 2020 along with guidance on the new borrowing terms. The implications of these new borrowing rules were outlined in the report to Council on 23 February 2021 in respect of the annual review of the Treasury Management Strategy.

## **Investment Strategy**

9. The Investment Strategy seeks to ensure compliance with the Government's requirements, including the need for an Investment Strategy to include:
  - the contribution that investments make towards the service delivery objectives and/or place making role of the authority, recognising that each investment can make more than one type of contribution. This could include:
    - Yield/Profit;
    - Regeneration;
    - Economic benefit/business rates growth;
    - Responding to local market failure;
    - Treasury management;

and, where the authority, classifies an investment as contributing to regeneration or local economic growth, it should be able to demonstrate that the investment forms part of a project in its Local Plan;

  - quantitative indicators that allow Councillors and the public to assess a local authority's total risk exposure as a result of its investment decisions;
  - how investments are funded and the rate of return and, where investment decisions are funded by borrowing, the indicators should reflect the additional debt servicing costs taken on;

- indicators to assess the risks and opportunities of the investment;
- the security of the investment as a paramount consideration to protect the capital sum invested from loss. Treasury management investments should consider security, liquidity and yield in that order of importance whilst other types of investment (such as property investments) should consider the balance between security, liquidity and yield based upon the risk appetite and the contribution the investment activity makes;
- demonstration that total financial exposure to loans (e.g. to local enterprises, local charities, wholly owned companies and joint ventures as part of a wider strategy for local economic growth) is proportionate and formally setting out limits on the total level of loans;
- for investment property, with a fair value above cost, the Strategy should include a statement that a fair value assessment has been made within the past twelve months, and that the underlying assets provide security for the capital investment;
- for investment property, with a fair value below cost, the Strategy should detail of the mitigating actions that the local authority is taking or proposes to take to protect the capital invested;
- how the authority has assessed the market that it is/will be competing in, the nature and level of competition, how it thinks that the market/customer needs will evolve over time, barriers to entry and exit and any ongoing investment requirements;
- whether and, if so how, a local authority uses external advisors be they treasury management advisors, property investment advisors or any other relevant persons; and how it monitors and maintains the quality of advice provided by external advisers;
- the sources of information used to assess and monitor risk;
- for financial investments that are not treasury management investments or loans (e.g. equity investments) the Strategy should set out procedures for determining the maximum periods for which funds may prudently be committed; what those maximum periods are; and how the local authority will stay within its stated investment limits;
- for non-financial investments (e.g. property) the Strategy should set out the procedures for ensuring that the funds can be accessed when they are needed, for example to repay capital borrowed, and the local authority's view of the liquidity of the investments that it holds, recognising that assets can take a considerable period to sell in certain market conditions;
- the extent to which funding expenditure to meet the service delivery objectives and/or place making role of the local authority is dependent on achieving the expected net profit from investments and the local authority's contingency plans should it fail to achieve the expected net profit;
- the commitment not to borrow more than, or in advance of needs, purely in order to profit from the investment of the extra sums borrowed and, where the authority plans to borrow or has borrowed purely to profit from the investment of the extra sums borrowed, why the local authority has decided not to have regard to the Guidance and the local authority's policies for investing the money

borrowed, including management of the risks, for example, of not achieving the desired profit or borrowing costs increasing;

- the steps taken to ensure that those elected members and statutory officers involved in the investments decision making process have appropriate capacity, skills and information to enable them to take informed decisions as to whether to enter into a specific investment, to assess individual assessments in the context of the strategic objectives and risk profile of the local authority and to enable them to understand how the quantum of these decisions have changed the overall risk exposure of the local authority;
- the steps taken to ensure that those negotiating commercial deals are aware of the core principles of the prudential framework and of the regulatory regime within which local authorities operate;
- the corporate governance arrangements that have been put in place to ensure accountability, responsibility and authority for decision making on investment activities within the context of the Council's corporate values.

10. The review has identified some updates to the Investment Strategy as follows:

- The need to recognise the changing economic climate since the current version of the strategy was developed and adopted, and in particular the change in interest and borrowing rates.
- Continue to give due regard to the rules in relation to local authority borrowing from the PWLB and, in particular, the impact of borrowing for the acquisition of commercial assets on the Council's wider borrowing requirements.
- Recognise that investments may include smaller projects, if they have a regeneration or environmental impact.
- A reduction from previous versions of this strategy with regard to the amount of money (£44m) it is proposed the Council consider for Investment opportunities.
- A review of how these changes impact upon the indicators in line with the adopted 23/24 budget and Medium Term Financial Strategy
- Update the capital programme values, recognising that this will be further reviewed.
- The current position of the Minimum Revenue Provision (MRP) on investment properties to reflect the annual valuation of these properties.
- To better reflect, given experience and market factors, the profile of investment between financial years.
- To undertake the annual review and update of Prudential Indicators that are identified in the adopted Strategy (at Section 8 of **Appendix A**).
- Changes to reflect the time period of the updated Strategy and staff changes within the Council.

11. An updated version of the Investment Strategy is attached at **Appendix A** which seeks to meet the requirements of the statutory investment guidance and effective governance arrangements.

12. The Medium Term Financial strategy has recently been updated and reduced levels of investment income included as the level of investment now possible look rather less than that included in the strategy agreed in December 2021.

## **Options**

13. The option of not reviewing the Investment Strategy is not considered to be appropriate. Local authorities are required to have regard to guidance issued in relation to investments and are accountable to their communities for the performance of them. Local politicians and officers operate within local governance frameworks of checks and balances to ensure that decision-making is lawful, informed by objective advice, transparent and consultative. Good governance means that proper arrangements are in place to ensure that intended objectives are achieved, and the security, liquidity and yield of investments are paramount commitments.
14. The Council is required to obtain approval for the Investment Strategy each financial year and, where the Council proposed to make a material change to its Strategy during the year, a revised Strategy must be presented to Council for approval before the change is implemented.

## **Implications**

15. In the writing of this report, taking into account financial, legal, staffing, risk, equality and diversity, climate change, and any other key issues, the following implications have been considered:-

### ***Policy***

16. The Investment Strategy has been developed to fulfil the requirements of the revised Statutory Investment Guidance, and provides the framework for:
- governance of service loans, equity investments and commercial property investment;
  - assessing risk of providing loans, equity investments and investing in commercial property;
  - borrowing in advance of need;
  - income generating investment activities.

### ***Legal***

17. The Local Authorities (Capital Finance and Accounting) Regulations 2003 provides operational detail and specifically states that Authorities must have regard to CIPFA's Prudential Code when setting and reviewing borrowing limits. Local Authorities must also have regard to the Investment Guidance issued by Secretary of State under section 15(1)(a) of the Local Government Act 2003.

### ***Financial***

18. The Investment Strategy sets out how the Council determines its capital investment priorities in particular in relation to corporate priorities taking into account the capital resources available including borrowing in line with the Council's approved Prudential Indicators. There are no additional resource requirements as a result of the refreshed Investment Strategy, but it does provide the framework for determining investment priorities for the Council from allocated capital resources.
19. The Investment Strategy currently identifies the sum of £44 million for Service and Commercial Investments as follows:

<b>Funding Allocation</b>	2023/24 £m	2024/25 £m	2025/26 £m	2026/27 £m	2027/28 £m
Investment Strategy	4	10	10	10	10

20. A full review of the capital programme, including new scheme bids, was considered by Council on 21<sup>st</sup> February 2023.

### ***Risk***

21. The Investment Strategy is a key financial planning and resource management tool for the Council. An effective strategy for capital investment provides the framework for reducing the risk of approving schemes which:
  - are not affordable in either capital or ongoing revenue terms.
  - do not meet legal obligations or the Council's key stated priorities.

### ***Environmental***

22. There are no environmental implications arising directly from the report. The environmental impacts of each capital investment opportunity will need to be considered as part of the feasibility assessments and evaluations.

### ***Equality Analysis***

23. In preparing this report, due consideration has been given to the District Council's statutory Equality Duty to eliminate unlawful discrimination, advance equality of opportunity and foster good relations, as set out in Section 149(1) of the Equality Act 2010. It is considered that the report has no relevance to South Cambridgeshire District Council's statutory equality duty to eliminate unlawful discrimination, advance equality of opportunity and foster good relation.
24. An equality analysis is not needed. Individual capital investments may, however, have specific equality impacts that need to be considered and evaluated.

## **Alignment with Council Priority Areas**

25. This process does not change any of the overarching themes within the Council priority areas or Business plan but establishes the parameters for investments during the next financial year.

## Background Papers

The following documents are relevant to this report:

- Corporate Asset Plan – Report to Cabinet: 2<sup>nd</sup> October 2019
- Investment Strategy – Report to Cabinet: 6<sup>th</sup> December 2021
- Medium Term Financial Strategy – Report to Cabinet: 12<sup>th</sup> December 2022
- Medium Term Financial Strategy – Report to Council: 21<sup>st</sup> February 2023
- General Fund Budget Report – Report to Cabinet: 6<sup>th</sup> February 2023
- General Fund Budget Report – Report to Council: 21<sup>st</sup> February 2023
- HM Treasury Document entitled “Public Works Loan Board: future lending terms – Response to the consultation” issued on 25 November 2020.

## Appendices

Appendix A: Investment Strategy – Revised March 2023

### Report Authors:

Peter Maddock – Head of Finance  
*e-mail:* [peter.maddock@scambs.gov.uk](mailto:peter.maddock@scambs.gov.uk)  
Telephone: (01954) 713072

Anne Ainsworth – Chief Operating Officer  
*e-mail:* [anne.ainsworth@scambs.gov.uk](mailto:anne.ainsworth@scambs.gov.uk)  
Telephone: (01954) 713430

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## **Investment Strategy**

**March 2023**

## **1. Introduction**

The Local Government Act 2003 (the Act) and supporting regulations requires the Council to 'have regard to' the Chartered Institute of Public Finance and Accountancy (CIPFA) Prudential Code, the CIPFA Treasury Management Code of Practice (the Code) and Investment Guidance (the Guidance) issued by The Ministry of Housing, Communities and Local Government (MHCLG) to ensure that the Council's capital investment plans are affordable, prudent and sustainable.

In February 2018 the Secretary of State issued new guidance on Local Government Investments (the Guidance), which widened the definition of an investment to include all the financial assets of a local authority as well as other non-financial assets held primarily or partially to generate a profit. This wider definition includes investment property portfolios as well as loans made to wholly owned companies or associates, joint ventures or third parties. The Guidance applies for financial years commencing on or after 1 April 2018.

The Guidance requires the Investment Strategy to be approved by Full Council on an annual basis and sets out the disclosure and reporting requirements. Any mid-year material changes to the Strategy will also need to be subject to Full Council approval.

Due regard has also been given to the prevailing rules in relation to local authority borrowing from the Public Works Loan Board (PWLB) and, in particular, the impact of borrowing for the acquisition of commercial assets on the Council's wider borrowing requirements. Due regard has been given to the guidance published by HM Treasury on 25 November 2020 and, accordingly, the Council does not intend to buy commercial assets primarily for yield (even by using available reserves).

The Council has set out within this Strategy its approach to risk and risk mitigation, including the requirement for fully tested and scrutinised business cases, sound due diligence indicators and the need for regular and formal reporting and the effective scrutiny of investment decisions and performance.

This Strategy should be read alongside the Council's Business Plan. This document reflects the Council's ambition to support sustainable economic growth and local entrepreneurship; create employment opportunities during a very difficult and uncertain economic climate and contribute to the importance of creating strong and vibrant places across our district.

## **2. The Investment Strategy**

2.1 South Cambridgeshire is located centrally in the East of England region at the junction of the M11/A14 roads and with direct rail access to London and to Stansted Airport. It is a largely rural district which surrounds the city of Cambridge and comprises over 100 villages and 2 small but growing towns (Cambourne and Northstowe). It is surrounded by a ring of market towns just beyond its borders, which are generally 10–15 miles from Cambridge. Together, Cambridge, South Cambridgeshire and the Market Towns form the Cambridge Sub-Region. South Cambridgeshire has long been a fast growing district and in 2022 had a population of 162,000 (bigger than Cambridge itself, and an increase of 15,000 since the 2011 Census) and has become home to many of the clusters of high technology research and development in the Cambridge Sub-Region.

2.2 The current macro-economic challenges facing the UK, coupled with changes in PWLB rules and government guidance on council investments mean that it is prudent to take a

different approach to Investments over the next 2-4 years than that previously adopted by the Council.

2.3 While the Council will protect and enhance its existing investments (the income from which will continue to be used to support local services and support the financial position of the Council), the next 2-4 years will focus on the following categories of investments:

- i. Investment to support local public services by lending to or buying shares in other organisations (known as **Service Investments**), including the wholly owned housing development company, South Cambs Ltd (Trading as Ermine Street Housing)

and

- ii. Investment to generate economic growth (known as **Commercial Regeneration Investments**) through:
  - a. Providing facilities and infrastructure that will enable local business start-up and growth
  - b. Supporting economic development and regeneration opportunities
  - c. Opportunities which support the Sustainable Growth and the Environmental agenda
  - d. Employment Zones
  - e. Investment Partnerships
  - f. Larger scale opportunities linked to growing and emerging sectors (though we expect these to be fewer in number given the current economic position)

2.4 We want to ensure that the whole of South Cambridgeshire (*not just the growing and new towns*) become places that offer opportunities for new and developing businesses and take advantage of the continued expected growth in the Greater Cambridge region.

2.5 Investments must deliver positive financial returns.

2.6 Investments must comply with the Responsible Investment Policy, at Appendix 1.

2.7 The Strategy relates only to the General Fund; The Housing Revenue Account will develop its own investment strategy relating to maintenance and acquisitions.

2.8 The Council will continue to take independent advice on each proposed investment and ensure that its officers and members are engaged in continual professional development in relation to property investment activities by local authorities.

## Funding

2.9 The Investment Strategy identifies the sum of up to £44 million between 1 April 2023 and 31 March 2028 for Service and Commercial Regeneration Investments (as described above) and outlined in more detail at Section 7.

2.10 The existing portfolio of investments comprises:

- (a) A loan to Cambridge Ice Arena with a value of £2.4 million for a term of 25 years at a rate of 4.31%. The interest cost for the loan is based on a PWLB rate of 2.56% plus a margin of 1.75%;
- (b) Loans to South Cambs Ltd, Trading as Ermine Street Housing (ESH), with a value of £94.62 million (as at March 2022) at a rate of 3.78% (reviewed annually). The Council earmarked a total investment of £100 million to Ermine Street in its capital programme to enable the supply of 500 private rented housing stock; loans are based on an opportunity cost of 1% plus a margin of 2.78% (subject to review).

Loans to ESH have to date been on the basis of interest only repayment; following a review by Savills Plc, this may be reviewed to consider some capital repayment.

- (c) An established commercial property estate that is managed in accordance with an approved Corporate Asset Plan. The following table provides details of the current categories of investment and purchase value:

**Table 1**

Category	Value £000
Offices	31,150
Industrial	2,900
Development Land	18,559
Other	0
<b>TOTAL</b>	<b>52,609</b>

## Security

- 2.11 In accordance with government guidance, the Council considers a property investment to be secure if its accounting valuation is at or higher than its purchase cost including taxes and transaction costs. A fair value assessment of the Council's investment property portfolio has been made within the past twelve months, and the underlying assets provide security for the capital investment. Should year end accounts preparation and audit processes value these properties below their purchase cost, then an updated Investment Strategy will be presented to Council detailing the impact of the loss on the security of investments and any revenue consequences arising therefrom.
- 2.12 In relation to third party loans, the Council will ensure that the total exposure to loans remains proportionate to the size of the Council. The Council has significant control over ESH being its only shareholder. However, the risk that the borrower, ESH, will be unable to repay loans provided by the Council represents a significant risk. In order to limit this risk, and ensure that total exposure to loans remains proportionate, an upper limit on outstanding loans to ESH has been set at £100 million. This will be kept under review. Accounting standards require the Council to set aside a loss allowance for loans, reflecting the likelihood of non-payment. The figures for loans in the Council's statement of accounts will, therefore, be shown net of this loss allowance.

## Financing the Strategy

- 2.13 The Council will fund Service will fund Service and Commercial Investments (incorporating Regeneration Investments) by utilising the most appropriate and efficient funding strategy available at the time of investment. The Council has the option of

utilising prudential borrowing, capital receipts, and reserves and may consider other structures such as joint ventures. Financing decisions will link to the Council's Medium Term Financial Strategy and Treasury Management Strategy.

- 2.14 As a condition of accessing the PWLB, Local Authorities must submit a high-level description of their capital spending and financing plans for the following three years, including their expected use of the PWLB. As part of this, the Head of Finance will need to confirm that there is no intention to buy investment assets primarily for yield at any point in the next three years. This assessment is based on the Head of Finance's professional interpretation of guidance issued. When applying for a new loan, the Local Authority must confirm that the plans they have submitted remain current and provide assurance that they do not intend to buy investment assets primarily for yield.
- 2.15 The new borrowing rules, therefore, restrict the ability of local authorities to borrow from PWLB for pure investment in commercial property and the Council is aware that, if it intends to buy commercial assets primarily for yield (even by using reserves), then they will be prevented from taking any PWLB borrowing and will need to consider alternative sources of funding. The Council is not, therefore, permitted to reprofile the capital programme so that borrowing is only used on allowed projects, with internal borrowing used for commercial activities and will respect the guidance issued on investments. Accordingly, there is a presumption against primarily for yield investments, such as prime and close to prime commercial real estate investment.

## Risk

- 2.16 The Council assesses the risk of loss before entering into and whilst holding property investments. The Council is engaged in the market through the proactive management of the investment portfolio, the asset valuation exercise and the economic growth activity and, through this, gaps/opportunities in the market are identified. Each asset is reviewed on an annual basis in order to review its performance, investment requirements and whether it should remain in the portfolio. The Council intends to develop a more detailed Acquisition and Disposal Strategy to sit alongside the Investment Strategy.
- 2.17 The Council assesses the risk of loss before entering into loans with third parties. Loans to ESH will be provided on a commercial basis to comply with Subsidy Controls (previously State Aid Rules) taking into account the level of risk, with a clear schedule of repayment of interest and principal that enable ESH to deliver its Business Plan and meet the Council's overall objectives. External advisors will be brought in as required to support Council officers in assessing the legal and financial risks of making loans.
- 2.18 In relation to the commercial property estate, typical measures for monitoring individual assets and the portfolio as a whole are summarised in the table below:

Outcome/Risk	Potential Measure	Benchmarks
Individual acquisitions are achieving strategy objectives	<ul style="list-style-type: none"> <li>Gross and Net Initial Yield measured against targets for the investments (stress tested by providing pessimistic as well as realistic scenarios)</li> <li>Net Present Value and Internal Rate of Return Calculations to show longer term financial returns</li> <li>Cumulative Year break-even</li> </ul>	<ul style="list-style-type: none"> <li>Industry benchmarks for type of investment</li> <li>Other acquisitions in the portfolio</li> <li>Overall portfolio and theme averages</li> <li>Other Local Authorities</li> </ul>

Acquisitions can be operationally managed effectively	<ul style="list-style-type: none"> <li>Operating expenses as a proportion of gross effective income</li> <li>Operating expenses and debt service costs as proportion of effective income</li> </ul>	<ul style="list-style-type: none"> <li>Established sector benchmarks</li> </ul>
Acquisitions and portfolio are appreciating in value	<ul style="list-style-type: none"> <li>Asset by asset as well as portfolio measurement of asset valuation against price paid and outstanding debt (initial borrowing minus accumulated Minimum Revenue Provision)</li> </ul>	<ul style="list-style-type: none"> <li>Other acquisitions in the portfolio</li> <li>Established sector benchmarks</li> <li>Other Local Authorities</li> </ul>
The Investment Strategy income target is being met	<ul style="list-style-type: none"> <li>Close and regular financial monitoring of average yield as well as growth of the portfolio</li> </ul>	<ul style="list-style-type: none"> <li>Actual v. Budget - variance explained by average yield and portfolio use</li> </ul>

- 2.19 The Council's established commercial property estate (see Table 1 above) provides some degree of diversification, allowing a risk spread profile.
- 2.20 The Council recognises, however, that there is a need to assess the continuing appeal of the Council's existing property investments in the market. In some property investment classes this could be more significant than others, for example functional obsolescence in the industrial sector may have less impact on market appeal and rental growth than in the office sector. Economic obsolescence risk may be higher in markets which are more susceptible to social change and popular culture.
- 2.21 The economic landscape has changed immensely in the last few years, initially as a result of the uncertainty over the withdrawal process from the European Union, and Coronavirus pandemic (COVID-19) and more recently the war in Ukraine and global economic picture. This has all led to a marked increase in uncertainty within the economic markets. The Royal Institution of Chartered Surveyors (RICS) considers market impacts and publishes regular guidance on property valuations, with recommendations to reflect the uncertainty (such as the insertion of Market Uncertainty Clauses [MUCs] within property valuations). Due regard should be given to the guidance issued given the continuing uncertainty around the property sector.
- 2.22 Asset investment advice is provided by retained agents and, where necessary, additional specialist advice is procured from suitably experienced external advisers. This will include the provision of pre-purchase reports and building surveys and other due diligence required to support the business case. The advice by the retained agents will include an assessment of the market and how it will evolve over time, the nature and level of competition and the impact that any asset acquisition or disposal could have on the projected income generated. The retained agent advice is monitored against the specification of requirements detailed in the invitation to tender and contract.

## Liquidity

- 2.23 Compared with other investment types, property is relatively difficult to sell and convert to cash at short notice and can take a considerable period to sell in certain market conditions. The Council has no immediate plans or needs to sell any of the property

investment assets. However, lower yielding assets may be sold and replaced with higher yielding assets within manageable risk tolerances.

- 2.24 **Loan Commitments:** Although not strictly counted as investments, since no money has exchanged, loan commitments and financial guarantees carry similar risks to the Council. The Council has no such loan commitments or financial guarantees.

### 3 Proportionality

- 3.1 In setting a balanced budget (as required by statute) the Council takes into account the contribution of income that is generated by its investment activity and, in doing this, it recognises that such investment activity meets wider economic and service objectives of the Council. The table below shows the extent to which expenditure planned to meet the service delivery objectives and/or place making role of the Authority is funded by the expected net income from investments over the lifecycle of the Medium Term Financial Strategy.

Investment Net Rate of Return	2023/2024 Budget £000	2024/2025 Budget £000	2025/2026 Budget £000	2026/2027 Budget £000	2027/2028 Budget £000
Net Revenue Stream	32,918	25,938	18,278	19,496	20,368
Net Investment Income	7,003	7,598	7,960	8,321	8,721
<b>PROPORTION</b>	<b>21.3</b>	<b>29.3</b>	<b>43.5</b>	<b>42.7</b>	<b>42.8</b>

- 3.2 An appropriate level of contingency within the General Fund Reserve is assessed annually as part of the outturn position each year. The Council also has a revenue contingency allocation of £350,000 to enable unforeseen and "one off" needs (i.e. having no long term ongoing revenue commitment) to be considered for funding during the financial year. These contingencies cover any net reduction in income sources, including rental income from investment properties, compared to the levels estimated.

### 4 Borrowing in Advance of Need

- 4.1 Government guidance is that local authorities must not borrow more than, or in advance of their needs, purely in order to profit from the investment of the extra sums borrowed.
- 4.2 Where exceptionally the Council chooses to disregard the CIPFA Prudential Code and Government Guidance in respect of borrowing to fund investment activity, the rationale for this decision must be explained in the Strategy.
- 4.3 The Council has noted and has had regard to the Guidance and has no plans to borrow in advance of need and is, therefore, compliant with the CIPFA Prudential Code in respect of this matter. The Council will only depart from it in exceptional cases, within the parameters set out in this Strategy, for the purposes of delivering Business Plan objectives and maintaining a robust financial position. In these exceptional cases, the reasons for so doing will be fully explained, together with the Council policies for investing the money borrowed, including management of the risks, for example, of not achieving the desired profit or borrowing costs increasing.



## **5 Capacity, Skills and Use of External Advisors**

- 5.1 The Guidance requires that elected members and officers involved in the investment decision making process have appropriate capacity, skills and information to enable them to take informed decisions as to whether to enter into a specific investment. In addition, it places a duty on the Council to ensure that advisors negotiating deals on behalf of the Council are aware of the core principles of the prudential framework and the regulatory regime in which the Council operates. This will be achieved by ensuring an adequate and effective training programme, obtaining appropriate advice to inform the decision making process and by ensuring that procurement arrangements provide relevant information to potential advisers of the specific principles, regulations and governance relevant to the local authority sector.
- 5.2 The Council will appoint specialist advisors to provide training to ensure that relevant Officers and Members have the required skills to make informed decisions and assess the associated risks. This training will take place before any investment decisions associated with the Strategy are considered and on a regular basis to ensure that Officers are engaged in continual professional development in relation to property investment activity and that Members, as decision makers, have the skills, knowledge and relevant information to effectively assist the decision making process. This will include training for new Members of the Council.
- 5.3 The Council recognises that investing in land and property to achieve business objectives and to generate returns is a specialist and potentially complex area. The Council employs professionally qualified and experienced staff in senior positions with responsibility for making capital expenditure, borrowing and investment decisions. Where skills, or capacity are lacking, the Council will engage the services of professional property, legal and financial advisors, where appropriate, to access specialist skills and resources to inform the decision-making process associated with this Strategy. The Council measures the impact of investment decisions on borrowing and affordability through Investment Indicators to ensure that the overall risk exposure remains within acceptable levels.

## **6 Governance Arrangements**

- 6.1 It is necessary to have a framework for determining investment decisions.
- 6.2 A designated Investment Selection Team (IST) provides the setting for senior property, finance, service and legal professionals to share details of investment proposals ensuring that the core principle of the CIPFA Prudential Framework and the regulatory regime within which the Council operates are adhered to.
- 6.3 The Investment Team has day to day oversight of asset management issues, and is responsible for reviewing the extent, condition and value of the Council's corporate estate in line with the approved Corporate Asset Plan 2020-2024 and supporting Asset Management Plan which is continually monitored by IST.
- 6.3 The IST will advise the Investment Governance Board (IGB) on potential purchases and development opportunities that meet the pre-determined selection criteria contained within the Investment Strategy. The IST will scrutinise investment opportunities, based on the selection criteria set out in this Strategy, will carry out all necessary due diligence and will present a full business case to the IGB for approval. The purpose of the IGB is to challenge and scrutinise investment opportunities identified by the IST, ensuring that only credible options are progressed. It also



provides the forum for the strategic management of the overall portfolio of investments, consistent with the aims of the Strategy.

- 6.5 Investment decisions taken by Cabinet will be subject to the fulfilment of the minimum criteria set out within the Strategy, satisfaction with the business case and risk assessment, and will have regard to the recommendation of the IGB. Acquisitions and development opportunities that do not meet the minimum criteria set out within the Strategy may still be considered, where they would bring other compelling benefits to the District but would require Cabinet approval.
- 6.6 Cabinet is required to approve investment in new capital schemes prior to any expenditure being incurred and Council approval will be required if additional, or the reprofiling of, funding is required. There may be occasions when an investment opportunity may be lost by the market need for speed; in these exceptional cases, decisions may be taken by the Leader after consultation with IGB and in accordance with the Access to Information Procedure Rules as set out in the Constitution and a full report will be prepared to inform the decision, fully outlining the opportunities and risks. The requirements relating to the giving of notice of the decision in the Forward Plan and for call-in of any decision shall apply unless the urgency procedures in the Council's Constitution are required to be used for urgent investment decisions.
- 6.7 To enable the timely and decisive decision making which is essential in this type of industry, to respond to opportunities as they arise, regular meetings of the IGB will be scheduled. The Council's Scheme of Delegations provides the basis for enabling Officers to progress investment opportunities, including due diligence checks and the submission of non-binding offers in line with market practice.

## 7 Service and Commercial Regeneration Investments

- 7.1 Investments will either be within the District or the Travel to Work Area as shown in [Appendix 2](#).
- 7.2 The Investment Strategy identifies the sum of up to £44 million for Service and Commercial Regeneration Investments as follows:

	2023/2024	2024/2025	2025/2026	2026/2027	2027/2028
Funding Allocation	£'000	£'000	£'000	£'000	£'000
<b>Total Investment</b>	<b>4,000</b>	<b>10,000</b>	<b>10,000</b>	<b>10,000</b>	<b>10,000</b>

- 7.3 Investment relating to commercial premises will be directed towards the following types of investment:

### 7.3.1 Service Investments

This category of investment is to support local public services. The Council may lend money or acquire shareholding in subsidiaries, suppliers, local businesses, local charities, housing associations, local residents and its employees to support local public services and stimulate local economic growth. The main risk when making these investments is that the borrower will be unable to repay the principal and interest due. The Council will, therefore, assess the risk of loss before entering into and whilst holding such investments and mitigate this risk where practicable.

The Council has a wholly owned housing development company called Ermine Street Housing (ESH). The Council's main objectives for creating the company is to provide good quality flexible rental housing and to meet housing needs and gaps in the housing by operating a commercial entity to manage both purchased and leased properties for the purpose of residential lettings. ESH acquire properties on the open market, borrowing at market interest rates via the Council, then lets the property at market rents to facilitate a reasonable pay back on the investment. ESH also brings the benefit of contributing to housing supply in the District with its implications for the economic and social well-being of residents and the local economy. The Council will provide capital loans to ESH on commercial terms to enable the company to deliver its objectives in line with an approved business plan.

### **7.3.2 Commercial Regeneration Investments**

This category covers investment which can generate regeneration or economic development benefits as well as positive financial returns for the Council. Financial returns for the Council may come in the form of increased business rates income, New Homes Bonus where the investment is within the District and residential letting income from Build to Rent developments. The minimum target yield for commercial regeneration investments of this nature is 5%, excluding MRP and the cost of borrowing. Internal Rate of Return (IRR) may also be appropriate as a measure of an investment's rate of return.

The contributions from commercial regeneration investments will include positive financial returns for the Council, and may also include the following:

- Assets that provide accommodation for essential businesses and services that are critical to the health of the local economy.
- Investing in climate and environmental initiatives, including assets that can be developed to deliver green energy generation, in line with business plan objective of being "green to our core", and investment in green energy bonds/funds in so far as they meet PWLB criteria.
- Investing in Social Capital.
- Redeveloping Council owned assets.
- Building homes and commercial premises.
- Development of Employment Zones
- Using public land and buildings to achieve long-term socio-economic development within the District and wider Greater Cambridgeshire Area, as identified in the Local Plan and [Appendix 2](#).

To provide a longer-term perspective for commercial regeneration investments, the IRR may be an appropriate metric to assess the strength of an investment. The IRR is the interest rate at which the net present value of all cash flows arising from an investment is equal to zero.

### **7.3.3 Commercial Regeneration Investments: Investment Partnerships**

The Council has two existing Investment Partnerships. One with Hill Group and one with Balfour Beatty. To date only one partnership (South

Cambridgeshire Investment Partnership) has produced a proposed scheme which is the subject of a live planning application.

In the current economic climate and with the changes to the Public Works Loan Board, it is anticipated that future financially viable projects may be limited, particularly given that South Cambridgeshire District Council does not own any significant land holdings suitable for development. The Investment Partnerships were established for a period of 4 years, from 2020-2024, and remain delivery vehicles which can be used if appropriate opportunities do arise.

The Investment partnerships can deliver new homes and regeneration opportunities that will include:

- Acquisition of 3rd party land
- Public sector and/or bank debt
- Incorporation of grants and other funding
- A sharing of risk and reward between partners

By the nature of these investments, returns are likely to be in the form of capital receipts from the sale of a constructed asset, potentially developed in phases depending on the scale of the project. These capital receipts will be identified in the capital programme as financing for priority capital projects determined by the Council. Capital projects may relate to the range of services provided by the Council, or for investments in redevelopment and regeneration projects that contribute to Business Plan objectives and which may deliver positive financial returns for the Council.

- 7.3.4 Further information about commercial investments (including Investment Partnerships), including the scope for investment, investment objectives, development methodology, green energy opportunities and risk management arrangements, is provided in [Appendix 3](#), the expected business case coverage is identified in [Appendix 4](#) and investment assessment criteria for commercial investments is shown in [Appendix 5](#).

<b>8 Prudential Indicators</b>
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- 8.1 The Guidance requires local authorities to develop quantitative indicators that allow Councillors and the public to assess a local authority's total risk exposure as a result of commercial property investment decisions.
- 8.2 Local Authorities are required to charge to their revenue account each year a Minimum Revenue Provision (MRP) to make provision for the repayment of debt, as measured by the underlying need to borrow. The MRP should be prudent and, although it is for each authority to determine the amount, the published guidance by the Government is "local authorities should align the period over which they charge MRP to one that is commensurate with the period over which their capital expenditure provides benefits". Provision has, therefore, been made for MRP in the performance indicators in line with the approved Capital and Treasury Management Strategies and based on the equal instalment method, amortising expenditure equally over the estimated useful life of the asset for which borrowing is required. The application of

MRP will be adjusted to reflect the annual valuation of Investment properties and will be determined on a property by property basis

8.3 The approved Treasury Management Strategy does, however, confirm that where a loan is made to a wholly owned subsidiary of the Council, the loan is deemed to be secured on the assets of the company. Evidence of the ability to repay the loan will be based on the company's business plan and asset valuation, and no MRP will be made. Exceptionally, where capital expenditure is part of a loan agreement to other than a wholly owned subsidiary – such as the loan to Cambridge Ice Arena – MRP will be applied in these cases.

8.4 The indicators associated with the Council's proposed Commercial Property Investment Strategy are detailed below.

#### 8.4.1 Debt to Net Service Expenditure (NSE) Ratio

This indicator measures the gross debt (as cash or loan financing) associated with Commercial Investments and loans to third parties as a percentage of the Council's net service expenditure, where net service expenditure is a proxy for the size and financial strength of a local authority.

Estimate £'000	2023/24	2024/25	2025/26	2026/27	2027/28
Third Party Loans (a)	100,000	100,000	100,000	100,000	100,000
Commercial Investments (b)	62,609	72,609	82,609	92,609	102,609
Funding Allocation (a+b)	162,609	172,609	182,609	192,609	202,609
Net Service Expenditure (c)	22,865	22,843	22,659	23,228	23,588
<b>Debt to NSE Ratio (a+b)/c</b>	<b>711%</b>	<b>756%</b>	<b>806%</b>	<b>829%</b>	<b>859%</b>

The indicator shows that the debt level proposed by the Strategy will be approximately 8 times the level of the Council's net revenue budget if the proposed investment in the Strategy is funded solely from cash or loan financing.

Given that the Strategy will take the risk profile of investments into account in the decision-making process and the Council sees property investments as a long-term investment, this ratio is considered reasonable.

#### 8.4.2 Net Commercial Income to NSE Ratio

This indicator measures the Council's dependence on the income from commercial property investments to deliver core services.

The commercial income is the gross income from all investments made through the strategy less all operational costs. All income forecasts should allow for void periods where applicable. The table below identifies gross income:

Estimate £'000	2023/24	2024/25	2025/26	2026/27	2027/28
Net Commercial Income (a)	7,003	7,598	7,960	8,321	8,721
MRP (b)	1,329	1,154	919	1,019	982
Net Income (after MRP) (a-b)	5,674	6,444	7,041	7,302	7,739
Net Service Expenditure (c)	22,865	22,843	22,659	23,228	23,588

<b>Net Commercial income to NSE Ratio (a-b)/c</b>	<b>24.8%</b>	<b>28.2%</b>	<b>31.1%</b>	<b>31.4%</b>	<b>32.8%</b>
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The additional income generated from the investments set out within this Strategy will be equivalent to 31.1% of the Council's Net Service Expenditure by 2025/2026.

The ratio shows an increase over time and given the potential risk in respect of reliance on this income, effective measuring of progress will be undertaken against income targets, both in terms of portfolio yield and size.

The indicator allows for MRP in accordance with the approved Treasury Management Strategy with the following allowance for each year:

<b>Estimate £'000</b>	<b>2023/24</b>	<b>2024/25</b>	<b>2025/26</b>	<b>2026/27</b>	<b>2027/28</b>
Minimum Revenue Provision	1,329	1,154	919	1,019	982

#### 8.4.3 Investment Cover Ratio

This indicator measures the total net income from property investments compared to interest expense:

<b>Estimate £'000</b>	<b>2023/24</b>	<b>2024/25</b>	<b>2025/26</b>	<b>2026/27</b>	<b>2027/28</b>
Net Commercial income	7,003	7,598	7,960	8,321	8,721
Interest cost	3,032	2,500	2,250	2,400	2,500
<b>Investment Cover Ratio</b>	<b>2.31</b>	<b>3.04</b>	<b>3.54</b>	<b>3.47</b>	<b>3.49</b>

The net investment cover ratio reduces throughout the medium term. This is because interest payable is growing at a faster rate than commercial income due to the externalisation of some debt.

For commercial investments the rate of 4.75% is used in 2023/24 reducing to 3.5% in 2025/26 reflecting expectations that interest rates will fall after peaking during the next financial year. The interest rates on loans to third parties are determined on a case by case basis. The assumptions will be revised in future years as the size of the portfolio develops.

#### 8.4.4 Loan to Value (LTV) Ratio

This indicator measures the amount of debt compared to the total asset value. In the period immediately after purchase it is normal for the directly attributable costs of purchasing commercial property investments to be greater than the realisable value of the asset (e.g. because of non-value adding costs such as stamp duty). Current market advice indicates that commercial property values are likely to be volatile for a while due to the effects of the pandemic and Brexit, however, borrowings will be repaid.

<b>Estimate £'000</b>	<b>2023/24</b>	<b>2024/25</b>	<b>2025/26</b>	<b>2026/27</b>	<b>2027/28</b>
Funding Allocation	162,609	172,609	182,609	192,609	202,609
Total asset values	202,281	217,195	232,355	247,773	263,462
<b>LTV Ratio</b>	<b>1.24</b>	<b>1.26</b>	<b>1.27</b>	<b>1.29</b>	<b>1.30</b>

Each year the Council will assess whether assets purchased via the Strategy retain sufficient value to provide security of investment using the fair value model in International Accounting Standard 40: Investment Property. If the fair value of assets is not sufficient to provide security for the capital investment the Strategy will provide detail of the mitigating actions that are being taken, or are proposed to be taken, to protect capital investment. The IST will also provide a liquidity assessment of the portfolio when undertaking the Fair Value assessment (see Section 2.7 of the Strategy).

#### 8.4.5 Target Income Returns (Yield)

This indicator shows the target gross yield for each stream of investment activity and is a measure of the minimum expected return for the property investment portfolio. Green investments may deliver a lower return.

Target income returns	2023/24	2024/25	2025/26	2026/27	2027/28
Service Investments	2.5%	2.5%	2.5%	2.5%	2.5%
Commercial Investments	5%	5%	5%	5%	5%

#### 8.4.6 Gross and Net Income

For this indicator, "Gross Income" means the revenues received in the form of commercial rents and interest before the deduction of management costs and interest repayments. "Net Income" means the net income available, after the deduction of management costs.

Estimate £'000	2023/24	2024/25	2025/26	2026/27	2027/28
Gross Income:	7,483	8,090	8,464	8,838	9,251
Net Income	7,003	7,598	7,960	8,321	8,721

The achievement of the target income required from the Investment Strategy will be closely monitored as part of the Council's budget monitoring process.

#### 8.4.7 Operating Costs

Estimate £'000	2023/24	2024/25	2025/26	2026/27	2027/28
Operating Costs	480	492	504	517	530

The above operating costs relate to the cost of acquiring and maintaining the investments made through the Strategy. The costs shown reflect the estimated cost of internal staff, external asset management and a budget for feasibility work to conduct due diligence prior to investment.

#### 8.4.8 Vacancy Levels and Tenant Exposures

Estimate	2023/24	2024/25	2025/26	2026/27	2027/28
Vacancy Levels	3%	3%	3%	3%	3%

This indicator measures and sets a maximum threshold for the vacancy periods and tenant exposures within the property portfolio.

The target of 3% reflects the strong tenant covenant strengths that will be required under the commercial investment criteria. Void periods will be factored into the financial appraisals as part of the assessment criteria where relevant, therefore this indicator may be revised once investments are made.

<b>9 Overall Portfolio Management</b>
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9.1 The Council have established a robust and very ambitious strategy for capital investment. The level of investment anticipated and the returns from that investment are significant and, as the strategy outlines, significant potential rewards come with equally significant risks. Closer performance management over and above the prudential indicators at Section 8 above and identified in the Capital Strategy will, therefore, be undertaken to help address potential fundamental risks such as:

- The financial returns as set out in the strategy are difficult to achieve resulting in lower than budgeted investment and rental income.
- Delays in investment, for any other reason, result in lower than budgeted investment and rental income;
- Wider economic impacts depress the value of investments in the short-term reducing balance sheet health;
- Access to borrowing is restricted by Government changes to PWLB lending rules.

9.2 The additional monitoring of the Investment Strategy and its resulting impact on Balance Sheet health will comprise:

9.2.1 The relationship between the Capital Financing Requirement, asset valuations and the Capital Adjustment Account and Revaluation Reserve as shown on the balance sheet, and



## **Appendix 1: Responsible Investment Policy**

### **1. INTRODUCTION**

- 1.1 This Responsible Investment Policy details the approach that will be followed in fulfilling the Council's commitment to integrate sustainable environmental policies across all areas of the Council's operations and activities. It also covers other responsible investment issues, which are set out below.
- 1.2 The policy will be reviewed annually as part of the annual refresh of the Treasury Management Strategy before being approved by Cabinet and Full Council.

### **2 PRINCIPLES**

- 2.1 Responsible Investment is an approach to investing that aims to incorporate environmental, social and governance (ESG) factors into investment decisions, to better manage risk and generate sustainable long-term return.
- 2.2 The Principle for Responsible Investment (PRI) is the world's leading advocate for responsible investment. The PRI enables investors to publicly demonstrate commitment to responsible investment with signatories committing to supporting the six principles for incorporating ESG issues into investment practice.
- 2.3 The six principles are as follows:
- We will incorporate ESG issues into investment analysis and decision-making processes.
  - We will be active owners and incorporate ESG issues into our ownership policies and practices.
  - We will seek appropriate disclosure on ESG issues by the entities in which we invest.
  - We will promote acceptance and implementation of the Principles within the investment industry.
  - We will work together to enhance our effectiveness in implementing the Principles.
  - We will each report on our activities and progress towards implementing the Principles.
- 2.4 The principles are based on the notion that ESG issues, such as climate change, can affect the performance of investment portfolios and should, therefore, be considered alongside more traditional financial factors if investors are to properly fulfil their fiduciary duty.

### **3 BELIEFS**

- 3.1 The Council takes a long-term approach to investing core balances and believes that businesses that are governed well and run in a sustainable way are more resilient, able to survive shocks and have the potential to provide improved financial returns for investors. ESG issues can have a material impact on the value of financial assets and on long-term performance of investments and, therefore, need to be considered in order to better manage risk and generate sustainable, long-term returns.



- 3.2 Well-managed organisations with strong governance are more likely to be successful long-term investments.

#### **4 POLICY OBJECTIVES**

- 4.1 As a long-term investor and asset owner the Council will, therefore, hold companies and asset managers to account regarding environmental, social and governance factors that have the potential to impact corporate value. The Council will incorporate ESG factors into investment analysis and decision-making, enabling long-term sustainable investment performance.
- 4.2 As a shareholder, the Council has a responsibility for effective stewardship of the companies it invests in but also acknowledges that it has limited influence over individual companies being a small unit holder in a large fund pooled with many other institutional investors. Asset managers, who also take their stewardship role seriously, through dialogue and use of voting rights, are key influencers for more responsible corporate behaviour and long-term sustainability. The Council's preference is, therefore, for active ownership of companies to rest with asset managers and for asset managers to engage with companies on behalf of the Council and other investors to improve the environmental and social performance of the asset or company in which they invest.
- 4.3 The Council will practice active ownership through its choice over asset managers and asset management strategies. The Council will monitor and report the approach taken by asset managers in integrating ESG risks and opportunities into their modelling as part of their value assessment.

#### **5 GOVERNANCE**

- 5.1 The Responsible Investment Policy is owned by the Investment Governance Board and approved by Cabinet and Full Council. The Chief Operating Officer is accountable for implementation of the policy, with the Head of Finance responsible for other treasury management policies and practices.

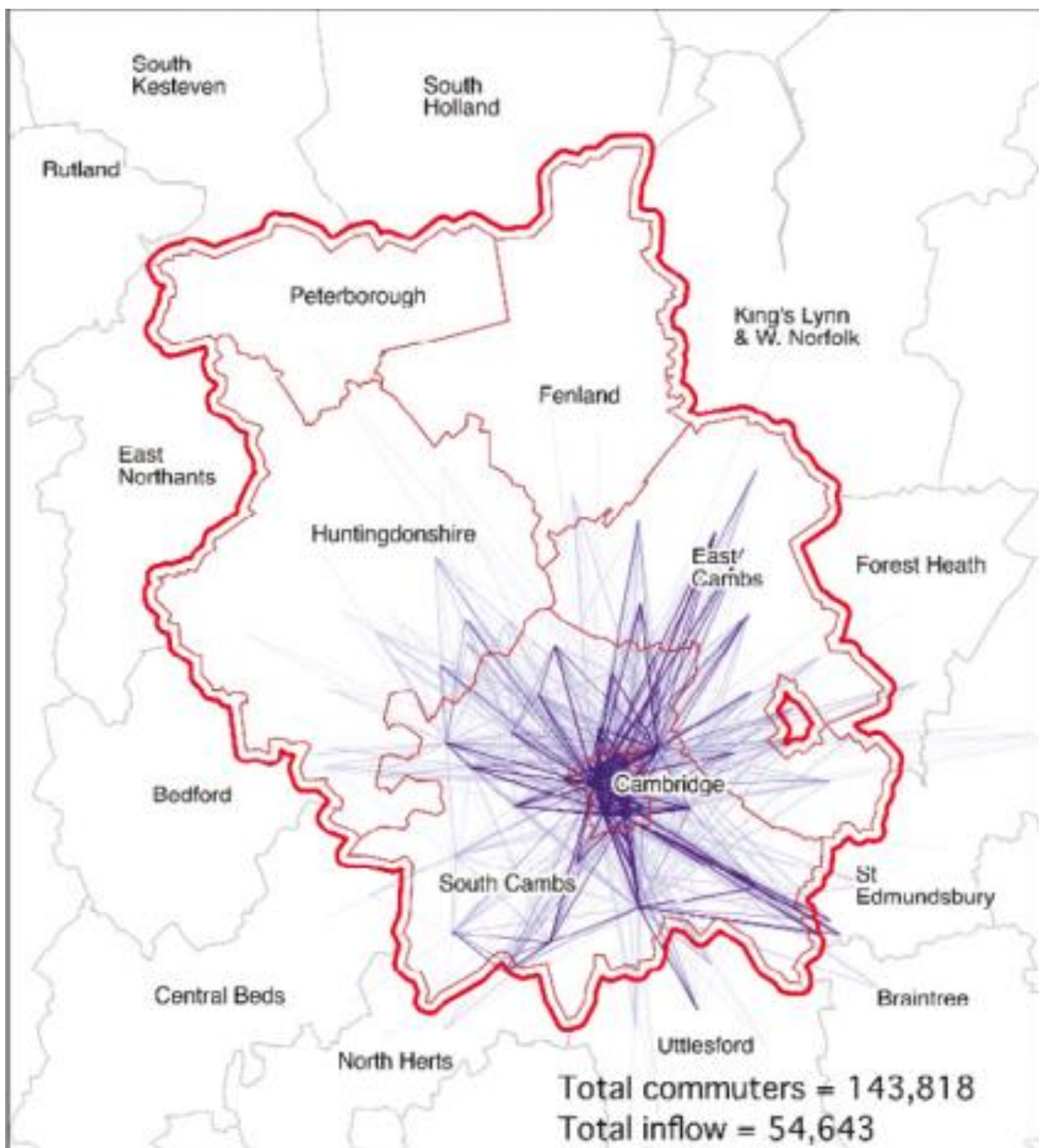
#### **6 APPLICATION**

- 6.1 The policy beliefs are applicable to the Council's long term strategic investment portfolio only. ESG integration and reporting in short term low volatility net asset money market funds is less developed so the scope of this policy does not extend to them but will be kept under review. However the Council will expect funds to be signatories of the Stewardship Code 2012 and working towards the 2020 Code that is being implemented in 2021.
- 6.2 External asset managers used by the Council should have Responsible Investment and ESG policies in place and a high UN PRI Assessment Score (awarded annually). A high score is defined as the highest possible bands being A or A+.
- 6.3 The Investment Governance Board will receive annually a report detailing how each asset management firm integrates ESG risks into their financial assessment and decisions. This will include a summary of the annual United Nations Principle for Responsible Investment (PRI) Assessment Scores

## Appendix 2: Investment Area

### Investment Target Area

The investment target area outside of the Local Plan boundary follows the definition of the Greater Cambridge commuting pattern, as identified in the Cambridgeshire and Peterborough Independent Economic Review (September 2018):



In the south of the district, the commuting area could include a number of districts outside the county and consideration will be given to including those within the investment target area.

## Appendix 3: Commercial Regeneration Investments

### 1. Objective

The objective of commercial regeneration investments is to establish a framework for the identification of properties or land for redevelopment. These opportunities may deliver placemaking, environmental or economic development benefits, as defined in the Councils Business Plan, as well as positive financial returns for the Council in the form of future revenue income streams or capital uplifts. We want to ensure that sustainable economic growth opportunities can be identified and supported, as appropriate, across South Cambridgeshire and not just in the growing new towns. Future revenue income streams could include increases in retained business rates income and New Homes Bonus.

A key outcome of this category of investment will be the generation of economic growth through providing facilities and infrastructure. This includes the delivery of environmental benefits for the area.

Developed properties may be retained for the benefit of their long-term rental income and will become an investment asset after completion.

The decision on whether or not these investments would meet the overall objectives of this Strategy will be informed by a detailed financial appraisal. The commercial regeneration investment criteria will be designed to ensure that the financial returns delivered from investments are commensurate with the deemed levels of associated risk. A higher risk investment will, therefore, require the delivery of greater financial returns.

### 2. Scope of Investment

Commercial Regeneration investment opportunities could come in a diverse range of forms. Examples include, but are not limited to:

- Assets that provide accommodation for essential businesses and services that are critical to the health of the local economy.
- Investing in climate and environmental initiatives, further exploiting and supporting green energy generation and maximising energy efficiency.
- Investing in Social Capital.
- Redeveloping Council owned assets.
- Building homes and commercial premises.
- Using public land and buildings to achieve long-term socio-economic development within the District and wider Greater Cambridgeshire Area.
- Employment Zones

In line with Government guidance, commercial investment will need to be categorised for the purpose of “service delivery”, “housing”, “regeneration” or “preventative”. Given the new borrowing rules, there is a presumption against the acquisition of commercial assets primarily for yield, such as prime and close to prime commercial real estate investment (even by the use of existing reserves for this purpose).

Regeneration projects are permissible and are described in the guidance as having characteristics that fall into one of four areas:

- (a) The project is addressing an economic or social market failure by providing services, facilities, or other amenities of value to local people and that would not otherwise be provided by the private sector.
- (b) The Local Authority is making a significant investment in the asset beyond the purchase price: developing the assets to improve them and/or change their use, or otherwise making a significant financial investment.
- (c) The project involves or generates significant additional activity that would not otherwise happen without the local authority's intervention, creating jobs and/or social or economic value.
- (d) While some parts of the project may generate rental income, these rents are recycled within the project or applied to related regeneration projects, rather than being applied to wider services.

The "preventative" category can involve direct investments in companies or other assets to prevent social or economic decline (distinct from the regeneration category). The Government has defined this activity in the published guidance as action with all of the following characteristics:

- (a) The intervention prevents a negative outcome, such as by buying and conserving assets of community value that would otherwise fall into disrepair or providing support to maintain economic activity that would otherwise cease.
- (b) There is no realistic prospect of support from a source other than the local authority.
- (c) The local authority has an exit strategy and does not propose to hold the investment for longer than is necessary to achieve the objectives that justified the intervention.
- (d) The intervention takes the form of grants, loans, sale and leaseback, equity injections, or other forms of business support that generate a balance sheet asset.

The Housing category covers the continuation of HRA schemes and General Fund housing activity, or housing delivered through Council owned companies and thus does not restrict the borrowing for the purpose of social or affordable housing.

Individual projects and schemes may have characteristics of several different categories of spending. In these cases, the Section 151 Officer will need to use his professional judgment to assess the main objective of the investment and consider which category is the best fit.

The categorisation does not prevent the Council from borrowing for projects that are primarily for other purposes, which also happen to generate a financial yield. The challenge will be finding projects that deliver much more than financial yield, such that the Section 151 Officer is satisfied that the investment is not primarily for yield and that the yield in such projects will be secondary to another prime purpose. This could include:

- (a) Land assembly for development or regeneration purposes.
- (b) Using borrowing to acquire or build new service assets (e.g. a new administrative office building, or a new leisure centre) and then re-purposing the existing redundant building into a 'yield' asset.

- (c) Projects where the intention is to inject further investment beyond the initial purchase price; this could be through refurbishing or re-purposing the acquired asset. For example, purchasing an office building with the intention of converting it say into residential or other uses, for yield. Alternatively, acquiring a run-down industrial estate with a view to gaining vacant possession, demolishing it, and then redeveloping the site to create a new business or retail park.
- (d) Ring-fencing revenue income from existing yield-based assets to invest on that asset, or other yield bearing assets, to improve investment performance and yields.
- (e) Reviewing the existing 'legacy' property portfolio and identifying opportunities where investment could generate greater yields.

Every scenario will need to be reviewed on a case-by-case basis, and the S151 Officer will need to be satisfied that the scheme or acquisition meets the borrowing rules and will not fetter the ability to access PWLB borrowing.

### **3. Property Acquisition/Development Methodology**

Identification, consideration and recommendation of assets suitable for acquisition and/or development will be undertaken by the Economic Development & Commercial Investments Team in conjunction with internal resource and outside specialist guidance and professional support, as required, procured in accordance with the Council's established Contract Procedure Rules. This may involve approaches and introductions of opportunities direct from sellers, their agents and third parties. In such cases, fees may be payable if, after an introduction is made, the Council wishes to pursue the purchase further.

All investments considered for purchase will undergo qualitative and quantitative appraisal to establish portfolio suitability and risks. In addition, 3rd party advice will be called upon where specialist market knowledge is required. Any purchase will be subject to due diligence on all physical, financial and legal aspects of the commercial investment to address its suitability as an asset for long term security and growth. It is recognised that some of the cost of feasibility work and technical appraisal and assessment will be abortive.

These investment opportunities will initially be submitted to IST for consideration and subsequently to the IGB.

All commercially based investments and/or developments involve risk and, at each stage of the process, the commitments made will be at risk as there can be no guarantee that the investment will be secured or a fully successful development will be achieved. The terms of the agreement between the parties will seek to mitigate the inherent risks. Moreover, the timing of the exercise can also be a critical factor in achieving optimum success, particularly in terms of market conditions, the state of the national economy and levels of investment confidence within the development industry.

### **4. Investment Partnerships**

This category of investment includes the identification of properties or land for development of new homes and other assets through Investment Partnerships. Investment Partnerships could come in a diverse range of forms. Examples include, but are not limited to:

- Building homes and commercial premises;
- pursuing redevelopment and regeneration opportunities;

- Enabling long-term stalled developments;
- Using public land and buildings to achieve long-term socio-economic sustainability for the District and wider Greater Cambridgeshire Area.

These opportunities may deliver regeneration or economic development benefits as well as positive financial returns for the Council in the form of future revenue income streams or capital uplifts. Future income streams may include:

- Rental income from Council Housing (HRA Affordable Homes);
- Rental income from Private Rented Sector Housing (PRS) through Ermine Street Housing;
- Capital receipts from Intermediate Home Ownership stair-casing;
- Capital receipts from Right to Buy and the sale of constructed assets;
- Increases in retained business rates;
- New Homes Bonus.

By the nature of these investments, returns are likely to be in the form of capital receipts from the sale of a constructed asset, potentially developed in phases depending on the scale of the project. Developed properties may, however, be retained for the benefit of their long-term rental income and will become an investment asset after completion.

The investment criteria will be designed to ensure that the financial returns delivered from investments are commensurate with the deemed levels of associated risk. A higher risk investment will, therefore, require the delivery of greater financial returns.

## **5. Green Energy Projects**

The approved Business Plan 2020-2025 identifies the Focus, Actions and Measures which relate to green energy investments within the 'Green to our core' priority.

The Investment Strategy will develop projects identified in the Green Energy Programme, which is responsible for co-ordinating transformation activities within the South Cambridgeshire District Council commercial estate and assess these using the same criteria as other commercial regeneration investments.

## **6. Minimum Investment Criteria**

For a commercial regeneration investment to be considered by the IGB it must:

- (a) Deliver a rate of return commensurate with the deemed level of risk associated with the investment.
- (b) Be accompanied by a full business case, using the outline business case template at **Appendix 4**. If relevant to the form of commercial investment, the investment criteria matrix at **Appendix 5**, should be used. The minimum score target will be determined by IST having regard to Business Plan objectives.

- (c) Include an assessment of the carbon equivalent tonnes to allow proposals to be scored against the context of reducing the Council's carbon footprint.
- (d) Include an assessment of the strategic fit of the investment proposed against the Objectives and Focus Areas contained within the 2020-2025 Business Plan.

The assessment criteria needs to be agile enough to allow significantly different schemes to be assessed using the same overarching principles.

The investment opportunities could vary significantly and, due to the speculative nature of some schemes, there will be higher risks attached to some investment opportunities. Each potential investment will undergo a qualitative and quantitative appraisal and risk assessment to establish the financial returns, financial and legal implications and risks associated with the purchase. The findings of these appraisals will be reported to the IGB as part of the business case.

An investment opportunity that does not meet the minimum criteria may have separate investment or regeneration benefits and, therefore, may still be considered for progression, however, decision making in this case is to be reserved to the Cabinet. For investments where there is a variable revenue stream, such as some energy projects, or a long time gap between investment and first revenue, such as development projects, alternative valuation options, such as the Internal Rate of Return (IRR) may be appropriate as a measure of an investment's rate of return.

## **7. Risk Management**

- 7.1 Financing Risk:** As with all investments, there are risks that capital values, rental values and development values can fall as well as rise. Where the acquisition or development is reliant on increases in borrowing the business case will factor in fixed rate borrowing costs commensurate with the anticipated holding period of the asset. By utilising fixed rate borrowing options the Council will be protected from future increases in financing costs.

Financial returns may come in the form of capital receipts either in place of or in addition to revenue returns. This would need to be considered carefully as part of the overall Investment Strategy given the requirement to achieve net revenue returns of 2.5% overall.

- 7.24 Portfolio Risk:** To mitigate portfolio risk, the Council will seek to maintain a diverse commercial property portfolio and, in this regard, future decisions on its established commercial property estate will have regard to diversification. Each asset is reviewed on an annual basis in order to review its performance, investment requirements and whether it should remain in the portfolio. Void periods for commercial investment properties held by the Council will be monitored and vacancy levels reported to the IGB during the year to ensure active management.
- 7.25 Development Risk:** The Council assesses the risk of loss before entering into and whilst holding property investments, including adequate due diligence checks, surveys and technical reports to support the business case.

## Appendix 4: Business Case Outline

The business case will include the following as a minimum:

- Reasons:** Why is the investment needed?  
**Options:** What are the options available?  
**Benefits:** What would be the benefits of the investment? How would it help deliver the Business Plan objectives?

**Investment Appraisal:** A detailed financial appraisal setting out the projected income and costs associated with a potential acquisition along with an assessment of the proposed financing options and associated risks and considerations.

**Risk Management Assessment:** A detailed risk assessment of the potential investment, including mitigation measures that can be employed:

Specific risks associated with the proposed investment:

- Risk of failure (sales/letting void risks)
- Costs of ownership and management
- Differing ownership structures (e.g. wholly owned subsidiaries).
- Sector risk (portfolio spread)
- Provide an exit strategy financial assessment as a 'worse case' scenario
- Liquidity assessment
- LTV ratio assessment

Market Risks, including risks of structural change or market failure, which may affect the market as a whole or particular subsectors or groups of property:

- Illiquidity upon sale (e.g. lot size, transaction times, availability of finance)
- Failure to meet market value expectations (forecast value growth)
- Failure to meet market yield expectations (forecast yield shift)
- Risk of locational, economic, physical and functional depreciation through structural change
- Risks associated with legislative change (e.g. planning or changes in fiscal policy)

**Portfolio Assessment:** An assessment to establish suitability against the Council's existing property portfolio which will consider rental levels, location, property type, rent review and lease expiry patterns, industry sector, tenure, lease covenants, market exit constraints and physical and environmental factors.

**Legal Status/Advice:** Including the following:

- Report on title (to confirm ownership)
- Options for legal structures (e.g. use of wholly owned subsidiaries)
- Advice on SDLT and VAT linked to use of legal structure options

**Estimated Timescale:** Including the following:

- Proposed start date/Estimated end date/duration

**Estimated Project Resources:** Including the following:

- Identify role and name of officers
- Estimate the demand on officer time
- Identify resource gaps and whether these can be met
- Identify external resources required and estimated budget cost



## Appendix 5 – Commercial Regeneration Investment Criteria Matrix

For appropriate transactions, the IST will score the ~~property~~ investment against the scoring criteria shown below. The criteria will apply to the acquisition of new and existing assets and in these cases the minimum score for the investment would be at least 100 out of a maximum score of 184.

The criteria will not, however, cover all commercial investment scenarios, including regeneration opportunities and, in these cases, a detailed business case would need to be prepared in line with the outline at appendix 6, balancing the level of return with the project risk.

The Investment Criteria Matrix is based upon CIPFA guidance and is comparable with methods used by other local authorities, such as New Forest, Kettering and Redditch, which all broadly follow a format recommended by CIPFA. The table below shows the suggested scoring criteria to be applied when considering an investment opportunity.

Score		4	3	2	1	0
Scoring Criteria	Weighting Factor	Excellent / very good	Good	Acceptable	Marginal	Unacceptable
Location	<del>4</del> 10	Major Prime	Micro Prime	Major Secondary	Micro Secondary	Tertiary
Tenancy Strength	<del>4</del> 8	Single tenant with strong financial covenant	Single tenant with good financial covenant	Multiple tenants with strong financial covenant	Multiple tenants with good financial covenant	Tenants with poor financial covenant strength / vacant
Single/Multi Let	6	Single Let	2-3 Tenants	4-6 Tenants	6+ Tenants	Vacant
Occupiers lease length	5	Greater than 10 years	Between 7 and 10 years	Between 4 and 7 years	Between 2 and 4 years	Less than 2 years; vacant
Re-letting prospects (Void Period)	5	< 3 months	3-6 months	6-12 months	12-18 months	18+ months
Tenure	<del>9</del> 4	Freehold	Lease 125 years plus	Lease between 50 & 125 years	Lease between 20 & 50 years	Lease less than 20 years
EPC/Sustainability	4	Highly Sustainable A-B	Mainly Sustainable C	Moderate but some works would be beneficial - D	Unlikely to be problematic when re-letting or selling - E	Unsustainable - F or worse
Repairing Terms obligations	4 3	Full repairing and insuring	Internal repairing – 100% recoverable	Internal repairing – partially recoverable	Internal repairing – no recoverable	Landlord
Building Quality / obsolescence	4 2	Newly Built (useful life 50+ years)	Recently refurbished (within the past 5 years)	Average condition and likely to continue to be fit for current use for 25+ years	Aged property with redevelopment potential	Nearing end of useful life / unlikely to continue when lease expires
Income Profile	2	10% Reversionary	0-10% Reversionary	Rack Rented	Over Rented -10%	Over Rented - 10%+
Lot size	<del>2</del> 1	Between £6m and £12m	Between £4m & £6m or 12m and £18m	Between £2m & £4m or £18m and £20m	Between £1m & £2m or £20m & £25m	Less than £1m or more than £25m

## Investment Criteria Definitions

**Location** - property is categorised as prime, secondary or tertiary in terms of its location desirability. For example, a shop located in the best trading position in a town would be prime, whereas a unit on a peripheral neighbourhood shopping parade would be considered tertiary.

**Tenancy Strength** – the financial strength and risk of failure of a tenant determines the security of the property's rental income. A financially weak tenant increases the likelihood that the property will fall vacant. Rating agencies, such as Dun & Bradstreet are often used to evaluate covenant strength, ranging from “5A” to “HH” to reflect company size based upon worth or equity, and a Composite Credit Appraisal from 1 to 4 to reflect the assessment of the firm's creditworthiness. The minimum acceptable financial strength for any given tenant will be determined through financial appraisal of company accounts and the use of appropriate methods of risk assessment and credit scoring. To minimise management and risk, the preference will be for single occupancy investments wherever possible.

**Tenure** – anything less than a freehold acquisition will need to be appropriately reflected in the price. If leasehold, is the lease free from unencumbered/onerous terms? Is the rent periodically reviewed to take into account inflation and upward market movement?

**Occupational Lease Length** – the lease term will determine the duration of the tenant's contractual obligation to pay rent. The most attractive investments offer a long lease with a strong tenant covenant. The lease term will reflect any tenant break clauses. The optimum lease length will depend on the sector, with commercial B1 offices typically 7+years and 10+ years for industrial. Retained agents will be expected to qualify the quality of the length lease in their pre-acquisition report.

**Building Quality** – a brand new or recently refurbished building with an anticipated life of at least 40 years will not usually require capital expenditure for at least 15 years. This is attractive for income investors requiring long term rental income with the minimum of ongoing capital expenditure.

**Repairing Obligations** – under a Full Repairing & Insuring Lease (FRI), the tenant is responsible for the building's interior and exterior maintenance/repair. The obligation is limited to the building's interior under an Internal Repairing & Insuring Lease (IRI). The preference will be to favour FRI terms (or FRI by way of service charge i.e. all costs relating to occupation and repairs are borne by the tenants and administered through a service charge).

**Lot Size** – to maintain portfolio balance the preference will be for no single property investment to exceed £12m for a single let property.

In addition to the above criteria the IGB should, when assessing the merits of an investment, specifically consider compatibility with all SCDC policies on matters relating to use such as: -

- Alcohol or tobacco production or sale;
- Animal exploitation;
- Environmentally damaging practices;
- Gambling;
- Pornography.

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<b>Report to:</b>	Council	30 March 2023
<b>Lead Cabinet Member:</b>	Cllr Dr Tumi Hawkins	
<b>Lead Officer:</b>	Joint Director for Planning and Economic Development	

## **Fulbourn Neighbourhood Plan – Making (adopting) the Neighbourhood Plan**

### **Executive Summary**

1. The Fulbourn Neighbourhood Plan has been prepared by Fulbourn Parish Council. They formally submitted their plan and associated documents to South Cambridgeshire District Council (SCDC) in October 2021. A public consultation was carried out on this submission version of the plan. A successful examination was conducted on the plan by an independent examiner.
2. A referendum took place on the Fulbourn Neighbourhood Plan on 9 February 2023 where the majority of those who voted said 'yes' to SCDC using the plan to help it decide planning applications in the Fulbourn neighbourhood area. SCDC is required to formally make (adopt) the plan where there has been a successful referendum.

### **Key Decision**

3. Not a key decision. However, it was first published in the July 2022 Forward Plan.

### **Recommendations**

4. It is recommended that Council:
  - a. Notes that the referendum for the Fulbourn Neighbourhood Plan took place on 9 February 2023.
  - b. 'Makes' (adopts) the Fulbourn Neighbourhood Plan as it was a successful referendum. The made version of the plan is Appendix 1 of this report.

### **Reasons for Recommendations**

5. Where a Neighbourhood Plan is successful at its referendum, national planning legislation requires that the Council must 'make' (adopt) the Neighbourhood Plan, unless the making of the Neighbourhood Plan would breach or be otherwise incompatible with EU or human rights obligations. Officers have concluded that the Fulbourn Neighbourhood Plan would not breach or be otherwise incompatible

with EU or human rights obligations, as set out in the Considerations section (see below).

6. The Joint Director for Planning and Economic Development, in consultation with the Lead Cabinet Member for Planning, has considered how the Council should proceed following the referendum and as this has been a successful referendum recommends that Council formally 'make' (adopt) the Fulbourn Neighbourhood Plan. Where a Neighbourhood Plan has been successful at referendum and should therefore proceed to being formally 'made' (adopted) by the Council, Cabinet agreed at its meeting on 26 July 2018 that the Joint Director for Planning and Economic Development has delegated authority to make the recommendation to Council, in consultation with the Lead Cabinet Member for Planning.

## **Details**

7. The Fulbourn Neighbourhood Area was designated on 13 August 2018. The neighbourhood area is for the whole parish of Fulbourn.
8. Officers recognise the hard work that those on the steering group of the neighbourhood plan have put into preparing the Plan. This group has strived to ensure that the whole village had an opportunity to have an input into the final Plan.
9. A Strategic Environmental Assessment (SEA) and Habitats Regulations Assessment (HRA) screening was undertaken on a draft version of the Neighbourhood Plan, and a screening determination was published in November 2020.
10. Pre-submission public consultation on the draft Neighbourhood Plan was undertaken by the Parish Council from 1 January 2021 until 28 February 2021. Officers provided a formal response to the consultation, providing constructive comments about the Neighbourhood Plan to assist the neighbourhood plan group with finalising the Neighbourhood Plan. Officers met with the steering group to discuss these comments and the submission version of the plan took on board many of the suggested changes.
11. On 18 October 2021, Fulbourn Parish Council submitted their Neighbourhood Plan to SCDC. Officers confirmed by carrying out a Legal Compliance Check for the Neighbourhood Plan that the submitted version of the Neighbourhood Plan and its accompanying supporting documents complied with all the relevant statutory requirements at this stage of plan making. We therefore were able to carry out a consultation on the Fulbourn Neighbourhood Plan from 8 November 2021 until 18 January 2022. This extended period of consultation was to take into account that the consultation period extended over the Christmas and New Year holiday period. We wished to ensure everyone had an opportunity to comment on the Plan.
12. Officers, in conjunction with Fulbourn Parish Council, appointed an independent examiner to consider this Neighbourhood Plan. The examiner appointed to

undertake the examination of a Neighbourhood Plan: must be independent of both the District Council and Parish Council; cannot be the same examiner that undertakes a health check of the Neighbourhood Plan; and must not have any interest in any land that may be affected by the Neighbourhood Plan. The examiner appointed was Andrew Ashcroft. On 24 January 2022 the Neighbourhood Plan, its accompanying supporting documents and all comments submitted during the public consultation on the submission version of the Neighbourhood Plan were provided to the examiner with a request for him to carry out the examination on the Neighbourhood Plan.

13. The examiner issued on 14 February 2022 a note which set out the arrangements for the examination and also a clarification note which included some questions for the Parish Council (PC). The PC responded to the questions set for them on 8 March 2022.
14. The examiner subsequently decided that in order to ensure an adequate examination of the Fulbourn Neighbourhood Plan it was necessary to hold a hearing on three policies. This hearing took place on 4 July 2022 at the Fulbourn Centre within the neighbourhood area. The examiner issued a hearing note on 25 April 2022 setting out the issues to be discussed, the participants invited and the format and arrangements for the hearing.
15. The Examiner's Report was received on 12 September 2022. The examiner in his report concludes that subject to a series of recommended modifications the Fulbourn Neighbourhood Plan meets all the necessary legal requirements and should proceed to referendum. He also recommends that the referendum should be held within the neighbourhood area only.
16. Once the Examiner's Report was received, the Council was able to consider the conclusions of the Examiner's Report, and whether those conclusions should be acted upon and therefore that the Neighbourhood Plan should proceed to referendum. This included considering whether the examiner's recommended modifications to the Neighbourhood Plan should be made, and whether the Council agreed that the Neighbourhood Plan met the Basic Conditions. The Council published its decision in a decision statement.
17. Officers, in conjunction with Fulbourn Parish Council, reviewed the examiner's conclusions and recommended modifications, and agreed each of the recommended modifications considered necessary by the examiner for the Neighbourhood Plan to meet the Basic Conditions. Additional non-material modifications to the Neighbourhood Plan were also prepared by officers and agreed with Fulbourn Parish Council. A 'Referendum' version of the Fulbourn Neighbourhood Plan was prepared including these modifications.
18. The Joint Director for Planning and Economic Development, having consulted with the Lead Cabinet Member for Environmental Services and Licensing (in the absence of the Lead Member for Planning) agreed on 14 December 2022 the Referendum version of the Fulbourn Neighbourhood Plan and that this plan should proceed to a referendum.

19. A referendum on the 'making' (adoption) of the Fulbourn Neighbourhood Plan was held on 9 February 2023. Voters were asked "Do you want South Cambridgeshire District Council to use the neighbourhood plan for Fulbourn to help it decide planning applications in the neighbourhood area?" The results were declared as follows:
- Yes votes: 581 (91.93%)
  - No votes: 51 (8.07%)
  - Turnout: 17.17%

## Considerations

20. If a Neighbourhood Plan is successful at referendum as a result of more people voting 'yes' than 'no', the Neighbourhood Plan becomes part of the development plan for the area (National Planning Practice Guidance, Paragraph: 064, Reference ID: 41-064-20170728), and all planning decisions in the neighbourhood area will be made in accordance with the development plan unless material considerations indicate otherwise. The formal 'making' (adoption) of the Neighbourhood Plan does not happen until SCDC's full Council are asked to do this at a meeting following the referendum.
21. Following a successful referendum, SCDC has limited options in how to respond. National planning legislation requires that the Council 'makes' (adopts) the Neighbourhood Plan, unless the making of the Neighbourhood Plan would breach or is otherwise incompatible with EU or human rights obligations. National planning regulations also set out that where a Neighbourhood Plan is successful at referendum it should be 'made' within 8 weeks.
22. The Fulbourn Neighbourhood Plan was successful at its referendum as more than half of those that voted were in favour of SCDC using the Neighbourhood Plan to help it decide planning applications in the neighbourhood area. The Council is therefore required to 'make' the Neighbourhood Plan, unless the making of the Neighbourhood Plan would breach or is otherwise incompatible with EU or human rights obligations, which is one of the 'Basic Conditions' set out in national planning regulations that all Neighbourhood Plans must meet.
23. Officers have assessed whether the Fulbourn Neighbourhood Plan meets the 'Basic Condition' that the Neighbourhood Plan does not breach, and is otherwise compatible with, EU and human rights obligations at various stages during the preparation of the Neighbourhood Plan. Officers consider that the 'making' of the Fulbourn Neighbourhood Plan does not breach, and is otherwise compatible with, EU and human rights obligations (see Appendix 2).
24. The made version of the Fulbourn Neighbourhood Plan is included in Appendix 1 of this report. Officers have worked with Fulbourn Parish Council to agree minor (non-material) amendments to the referendum version of the Neighbourhood Plan to turn it into the made version of the Neighbourhood Plan. Minor (non-material) amendments can be made to a Neighbourhood Plan at any point (National Planning Practice Guidance, Paragraph: 106 Reference ID: 41-106-20190509 and Paragraph: 084a Reference ID: 41-084a-20180222). These amendments update the wording on the front cover, in the footer, and in chapter 1 (introduction)



so that it is clear that the Neighbourhood Plan is made and forms part of the statutory development plan.

## **Timescales**

25. SCDC's meeting of full Council on the 30 March 2023 will decide whether to formally make the Fulbourn Neighbourhood Plan. SCDC and Fulbourn Parish Council are keen to take the first opportunity to make the Fulbourn Neighbourhood Plan as it was a successful referendum vote.

## **Next Steps**

26. Once the Neighbourhood Plan is formally 'made' (adopted) by full Council, officers will publish the decision to 'make' (adopt) the Neighbourhood Plan and send notifications to the necessary people and organisations as required by national planning regulations.

27. Once formally 'made' (adopted) the Fulbourn Neighbourhood Plan will form part of the development plan for South Cambridgeshire, and all planning decisions in the neighbourhood area will need to be made in accordance with the Neighbourhood Plan unless material considerations indicate otherwise.

## **Implications**

28. In the writing of this report, taking into account financial, legal, staffing, risk management, equality and diversity, climate change, community safety and any other key issues, the following implications have been considered:

## **Financial**

29. The costs of the examination and referendum have to be initially met by SCDC. However, the Council can claim a £20,000 government grant per Neighbourhood Plan once the plan has been through the examination and a referendum date has been set. Officers have already submitted the claim for this government grant.

## **Legal**

30. Where a Neighbourhood Plan has been successful at referendum and should therefore proceed to being formally 'made' (adopted) by the Council, the Joint Director for Planning and Economic Development has delegated authority to make the recommendation to Council, in consultation with the Lead Member for Planning (as agreed by Cabinet at its meeting on 26 July 2018). Following a successful referendum, national planning legislation requires that the Council 'makes' (adopts) the Neighbourhood Plan, unless the making of the Neighbourhood Plan would breach or is otherwise incompatible with EU or human rights obligations. A legal challenge may only be made on the basis of a procedural or other legal flaw in the plan making process.

## **Staffing**

31. The responsibilities associated with delivering neighbourhood planning are being undertaken within the existing resources of the Planning Policy, Strategy and Economy Team, drawing upon the expertise of other staff as required.

## **Equality and Diversity**

32. These issues have been considered in the preparation of the Neighbourhood Plan, as to meet the Basic Conditions a Neighbourhood Plan must not breach, and is otherwise compatible with, EU obligations, including Human Rights. Included as part of the [Basic Conditions Statement](#) is an Equalities Impact Assessment undertaken by Fulbourn Parish Council to examine the impact of the Neighbourhood Plan in relation to the 'protected characteristics' as identified in the Equality Act 2010. The Equalities Impact Assessment concludes that: a number of policies in the Neighbourhood Plan will have positive benefits for specific protected characteristics; there are no negative equality impacts that arise from the policies or proposals contained within the Neighbourhood Plan; and the Neighbourhood Plan does not raise any issues in relation to any of the convention rights in the Human Rights Act 1998. The Examiner agreed with this assessment.

## **Consultation responses**

33. The decision made by the Joint Director for Planning and Economic Development on 13 March 2023, that considered the results of the referendum on 9 February 2023 and recommended that Council formally 'make' (adopt) the Fulbourn Neighbourhood Plan, was shared with and agreed by the Lead Cabinet Member for Planning prior to it being published.

## **Alignment with Council Priority Areas**

### **Growing local businesses and economies**

34. By preparing a Neighbourhood Plan local communities are being given the opportunity to create planning policies that will encourage local employment. The Fulbourn Neighbourhood Plan includes an objective to support business development and employment opportunities. The Neighbourhood Plan does not have a specific policy for employment development, as this is covered by policies within the adopted South Cambridgeshire Local Plan 2018. However, the Neighbourhood Plan sets out that employment development is welcomed as long as the impact of car parking, traffic and HGV movement can be adequately accommodated and the countryside setting is respected.

## **Housing that is truly affordable for everyone to live in**

35. Local communities can within a Neighbourhood Plan consider the existing and future needs for housing in their area and positively plan to meet this need through a range of policies and / or allocations in their plan. The Fulbourn Neighbourhood Plan includes an objective to have a mix of housing that is affordable, available and suitable for all ages and appropriate to the village. The Neighbourhood Plan has policies that set out the key requirements for larger residential developments and to guide the design of all housing development so that they make a positive contribution to the village.

## **Being green to our core**

36. By preparing a Neighbourhood Plan local communities are being given the opportunity to create planning policies that will encourage greener and more sustainable communities. Neighbourhood plans can include policies to protect special green spaces, encourage net gains in biodiversity, ensure developments are located close to services and facilities, and secure environmentally sustainable buildings. The Fulbourn Neighbourhood Plan includes an objective to recognise the challenges of climate change and promote the application of appropriate measures through all aspects of development. The Neighbourhood Plan sets out that this objective will be applied through all the policies within the Neighbourhood Plan.

## **A modern and caring Council**

37. Neighbourhood planning engages local people in the planning process by giving them a tool to guide the future development, regeneration and conservation of an area. SCDC has a duty to support Parish Councils preparing Neighbourhood Plans and this is a great opportunity for the Councils to work in partnership and to develop new ways of working together. Officers have been supporting the neighbourhood plan group throughout the preparation of the Neighbourhood Plan.

## **Background Papers**

[Fulbourn Neighbourhood Plan – earlier stages and supporting documents](#)

[National Planning Practice Guidance](#) – Neighbourhood Planning

- [Basic Conditions](#)
- [Examination](#)
- [Referendum](#)
- [Updated guidance due to the Coronavirus pandemic](#)

[Neighbourhood Planning Toolkit](#)

[Planning Portfolio Holder \(13 August 2018\) Fulbourn Neighbourhood Area Designation](#)

[Joint Director for Planning and Economic Development – \(24 February 2022\)  
Council's response on the pre-submission version of the Fulbourn Neighbourhood  
Plan](#)

[Lead Cabinet Member for Planning Decision Statement \(11 January 2022\) –  
Council's response on submission version of the Fulbourn Neighbourhood Plan](#)

[SCDC's decision statement on receipt of the Examiner's Report and its decision to  
proceed to referendum \(December 2022\)](#)

[Joint Director for Planning and Economic Development \(13 March 2023\) – Results of  
the referendum and recommendation to Council to make the Fulbourn  
Neighbourhood Plan](#)

[Cabinet Meeting \(July 2018\) – Neighbourhood Planning decision making process](#)

## **Appendices**

Appendix 1: Made version of the Fulbourn Neighbourhood Plan

Appendix 2: Basic Conditions Check of the Made Fulbourn Neighbourhood Plan

## **Report Author**

Jenny Nuttycombe – Principal Planning Policy Officer

Telephone: 01954 713184 / 07563 421032

Lizzie Wood – Senior Planning Policy Officer

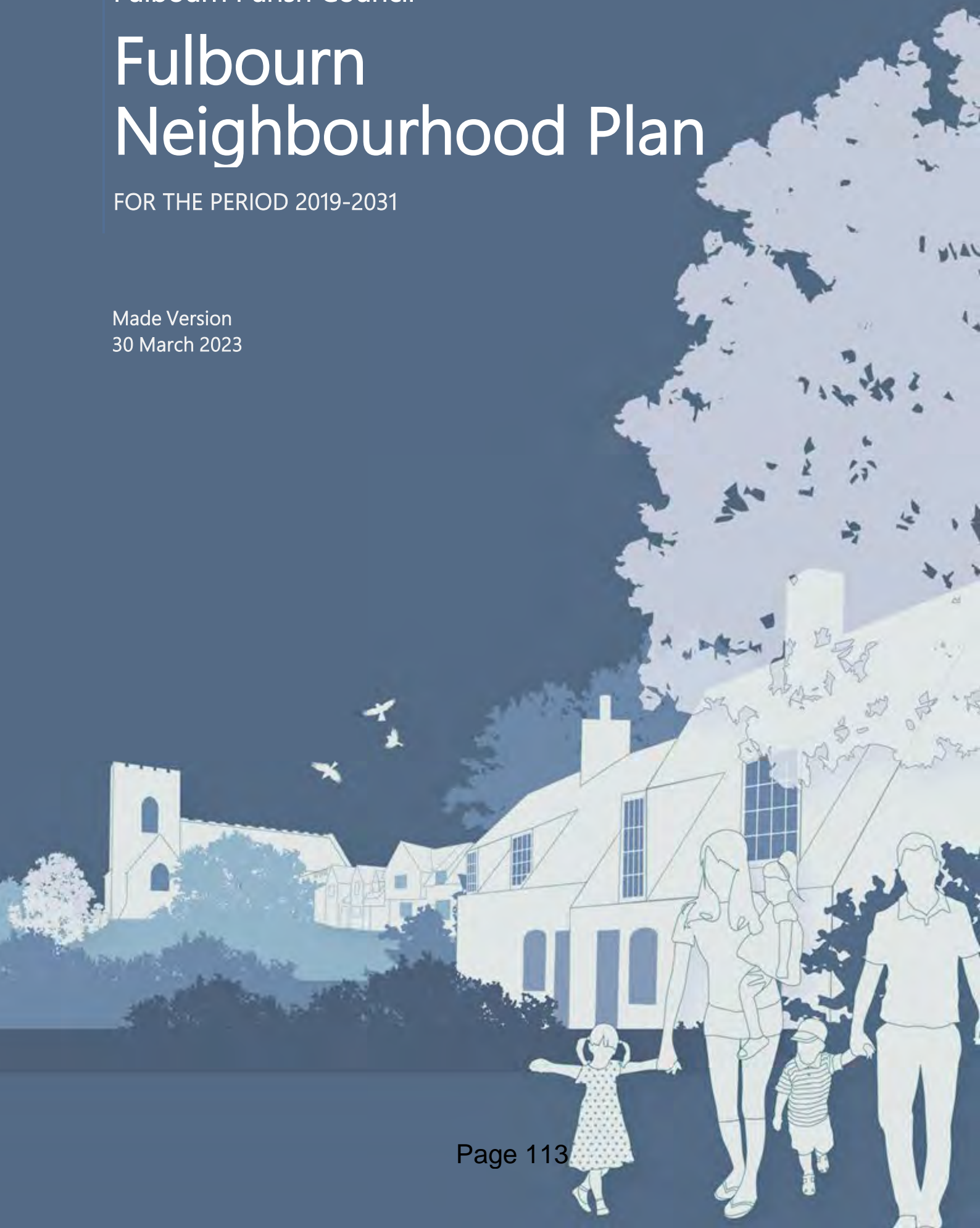
Telephone: 07563 421045

Fulbourn Parish Council

# Fulbourn Neighbourhood Plan

FOR THE PERIOD 2019-2031

Made Version  
30 March 2023



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The background image is a photograph of a white cottage with a red-tiled roof. A large, leafy tree is in the foreground, partially obscuring the house. The scene is set in a village, likely Fulbourn, as mentioned in the text. The text is overlaid on a semi-transparent grey box.

## The Fulbourn Neighbourhood Plan

The Neighbourhood Plan has given the community of Fulbourn the opportunity to define the key characteristics of their village and to guide future development and change up to 2031: safeguarding what is important to local people and shaping how the village should evolve in the context of the growth of Cambridge and South Cambridgeshire.



# 1. Introduction

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## Why have a Neighbourhood Plan?

- 1.1 Fulbourn is a village with a long history. Its special character is drawn from its rural landscape, architectural heritage and its present lively community. It is an individual settlement within a rural landscape. It benefits from its proximity to Cambridge whilst being a distinct village within the Green Belt.
- 1.2 The village has a strong community spirit with societies, clubs and activities based locally and making use of the modern community facilities available.
- 1.3 The Neighbourhood Plan has given the inhabitants the opportunity to indicate how they see their village developing up to 2031 and address some of the broader issues related to the wider growth and expansion of Cambridge and South Cambridgeshire. It contains both policies, aimed at influencing development, and community aspirations, setting out the priorities and preferences of local people.
- 1.4 The policy part of the made (adopted) Neighbourhood Plan forms part of the statutory development plan for the area in accordance with the Localism Act 2011, the Neighbourhood Planning Regulations 2012 and subsequent amendments.
- 1.5 Neighbourhood planning is a legal right granted to communities in England to enable them to set development policies to be used in determining planning applications and generally influencing the shape of future development. Because of its legal status, preparation of the Neighbourhood Plan is required to satisfy a number of basic conditions. It should:
  - Have regard to national policies and relevant advice contained in guidance issued by the Secretary of State.
  - Contribute to the achievement of sustainable development.
  - Be in general conformity with the strategic policies contained in the National Planning Policy Framework (2021) and South Cambridgeshire Local Plan (2018).
  - Be compatible with strategic environmental obligations.
- 1.6 Now 'made' (adopted), the Neighbourhood Plan has the same status as the South Cambridgeshire Local Plan and is part of the statutory development plan; and its policies will be used for the determination of applications for planning permissions in the area. The Neighbourhood Plan and its Policy Maps (Fig.8 and Fig. 9) are published on Fulbourn Parish Council's website for the Neighbourhood Plan: <https://tinyurl.com/Fulbourn-NP>.
- 1.7 The Neighbourhood Plan (the Plan) has been put forward by Fulbourn Parish Council, the Qualifying Body, and prepared by a local working group made up of

people living within the Parish. Between 2018 and spring 2021, the Neighbourhood Plan Steering Group worked closely with the wider community, local businesses and South Cambridgeshire District Council (SCDC) and engaged extensively with statutory stakeholders, developers and landowners through the Pre-Submission consultation process (Reg. 14 Consultation).

#### 1.8 The Neighbourhood Plan sets out:

- **A shared vision for the future** of Fulbourn as a vibrant, sustainable and thriving local community with its own distinctive characteristics, separate from Cambridge yet complementary and benefiting from its proximity.
- **Village setting policies (FUL/01 to FUL/05)** directed at ensuring that Fulbourn retains its individuality and village character, within a rural landscape of richer wildlife and biodiversity.
- **Development policies (FUL/06 to FUL/13)** aiming to ensure that future development makes a clear positive contribution to local character and distinctiveness.
- **Community aspirations** identified by the local community to improve services, the environment and quality of life within the village.

#### 1.9 The Neighbourhood Plan will be subject to review to ensure that the policies are effective and that the plan responds to changes over time and if necessary (see Section 16. Implementing the Plan).

### Community Aspirations

Community aspirations wider than those relating to the development and use of land have been generally set out in Section 14 of the Plan and do not form part of the statutory development plan. They are however included as they represent issues of importance to the community that emerged through the Neighbourhood Plan process. Some of the key community aspirations are included in orange-coloured boxes after related policies, to highlight the relationship between the statutory plan and other aspirations.

### Credibility through Evidence

- 1.10 The Fulbourn Neighbourhood Plan is supported by an evidence base comprising a portfolio of information and documents that provide both the background to the plan as well as the data that underpins the policies and recommendations.
- 1.11 Preparation of the Neighbourhood Plan has drawn on the extensive evidence base that supports the South Cambridgeshire Local Plan, the emerging Greater Cambridge Local Plan and key specific studies of statutory consultees.

- 1.12 The evidence base has been supplemented by direct inputs from the community, in the form of surveys, comments or through their knowledge of local history, character, landscape and environmental sensitivities.
- 1.13 A list of publicly available key evidence base is included in Appendix 1. Further evidence and supporting documents are available on Fulbourn Parish Council's Evidence Base Repository for the Neighbourhood Plan (<https://tinyurl.com/Fulbourn-NP>). The evidence base repository contains information directly referenced within the Neighbourhood Plan and background information on the subjects considered and meeting notes that record the process of producing the plan.
- 1.14 In addition, a Community Engagement Log detailing interactions with the community is also referenced in the Consultation Statement.
- 1.15 The evidence base is consistently indexed through a system of identification codes by themes and types of documents.

## Plan Preparation Process

- 1.16 The Neighbourhood Plan has been prepared within the context of the strategic policies set out in the South Cambridgeshire Local Plan (2018), aiming to support economic growth in and around Cambridge and promote sustainable housing development. The Steering Group, in agreement with the Parish Council, was drawn from representatives of the main community groups active in the village: the Fulbourn Forum, the Townley Memorial Hall Trust, the organisation running the Fulbourn Centre, the Parish Council, District Councillors and interested residents of the village<sup>3</sup>.
- 1.17 Besides the Steering Group, working groups were established for the following key themes:
- Social Facilities and Housing
  - Economic
  - Environment
- 1.18 Work began in earnest in the spring of 2018. A website was set up and extensive advertising of the project covering posters, communication through the Parish Council quarterly newsletter to each house, monthly village magazine, emails to the Fulbourn Forum contact list, users of the Fulbourn Centre etc.

<sup>3</sup> See Evidence Base at <https://tinyurl.com/Fulbourn-NP> for full access to relevant decision-making documents.

- 1.19 Previous work for the Parish Plan (2009) and its action plan (2010) were considered by the Parish Council to provide a solid foundation for the Neighbourhood Plan, because:
- The village has changed since then, but it has retained its scale, structure, and community spirit.
  - The Parish Council had already made considerable investment in the Parish Plan, particularly on extensive surveys, which are still broadly relevant today, and have been integrated where necessary.
  - It builds on previous findings and enables the Neighbourhood Plan to dig deeper into specific issues that have planning relevance within the context of the new South Cambridgeshire Local Plan (2018).
- 1.20 In July 2019 a new survey of all households in the parish was initiated. This was done by way of a brief questionnaire delivered to each house with the Parish Council's quarterly "Pump" newssheet. Specific findings are referred to throughout the relevant sections of the plan. Further targeted surveys of businesses in the parish and users of the local community facilities have also been carried out.
- 1.21 Formal public consultation on the Neighbourhood Plan was carried out in January – February 2021. The Neighbourhood Plan was submitted to South Cambridgeshire District Council in October 2021, and they carried out formal public consultation between November 2021 and January 2022. An independent examiner was appointed to examine the plan, and the Examiner's Report was received in September 2022. A referendum version of the Neighbourhood Plan was prepared taking on board the modifications recommended by the examiner in his report and some minor updates.
- 1.22 The referendum was held on 9 February 2023 and residents were asked to vote as to whether the Neighbourhood Plan should be used by South Cambridgeshire District Council to determine planning applications in the parish of Fulbourn. 91.93% of those that voted were in favour of its use, and 8.07% of those that voted were against its use. The Neighbourhood Plan was successful at its referendum as more than half of those that voted were in favour of it being used to determine planning applications, and South Cambridgeshire District Council made (adopted) the Fulbourn Neighbourhood Plan at its meeting of full Council on 30 March 2023.

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<sup>4</sup> The full results are available as part of the Evidence Base at <https://tinyurl.com/Fulbourn-NP>

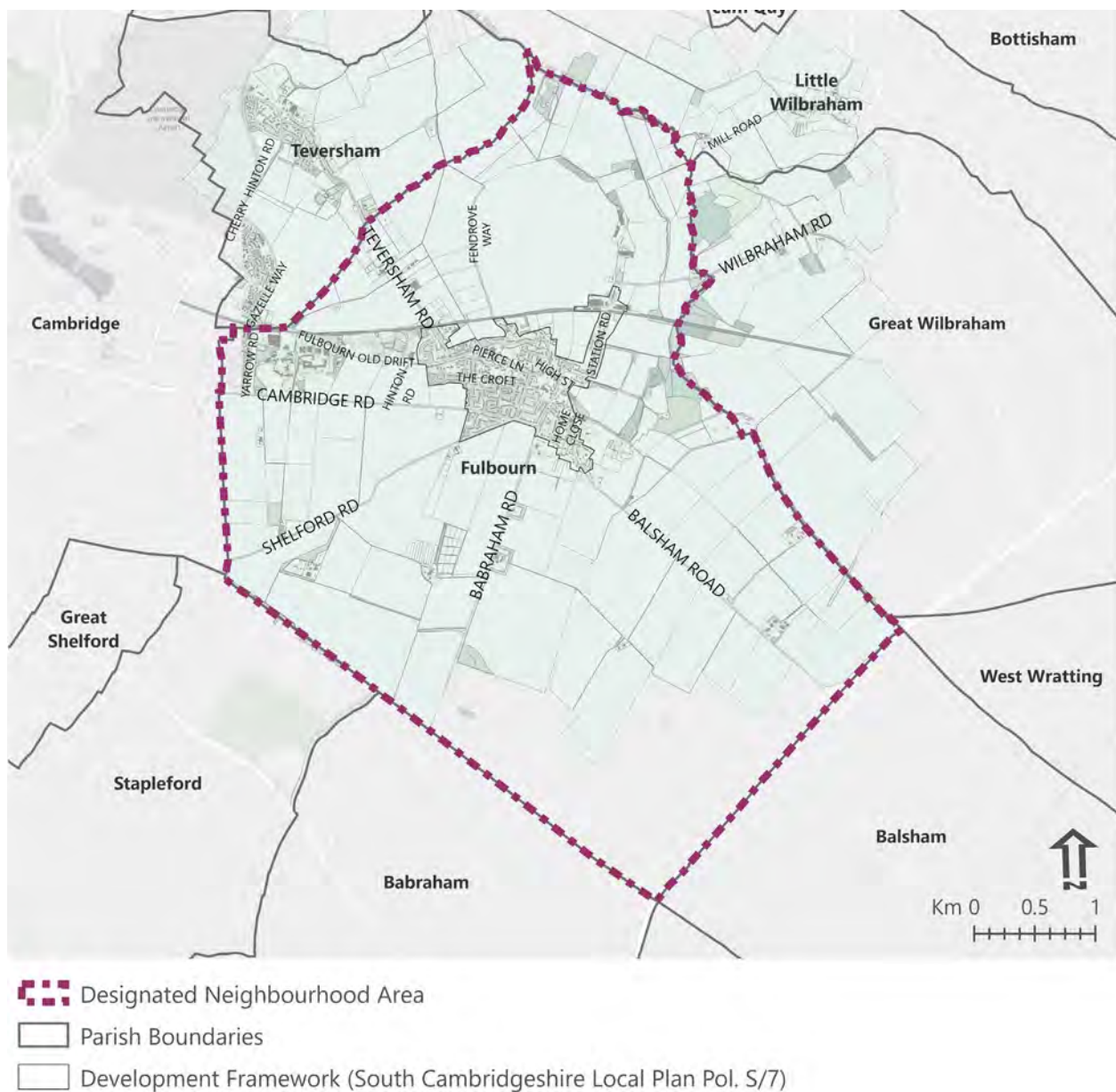
## The Parish Plan

- 1.23 The Fulbourn Parish Plan was formulated in 2009. This included an extensive survey and questionnaire sent to all households within the village<sup>3</sup>. The Plan, Action Plans, questionnaire and the resulting statistics are available on the Parish website. Its findings and priorities have constituted the starting point for the preparation of this Neighbourhood Plan.
- 1.24 Since 2009, there has been only one major change within the village structure: the development of The Swifts near Haggis Gap. This involved the demolition of around 165 properties and the construction of approximately 260 dwellings. The original residents were temporarily relocated and offered the opportunity to return on completion. Anecdotal evidence has indicated that most of the original residents returned to the village, and around 300 additional people made Fulbourn their home within The Swifts or elsewhere in small scale infill development (see Chart 1). This represents a small rate of population change (around 6%), suggesting that the findings of the Parish Plan can still usefully inform the preparation of the Neighbourhood Plan.

## 2. The Plan Area

- 2.1 On 13<sup>th</sup> August 2018 South Cambridgeshire District Council approved the area shown in Fig. 1 as the Designated Neighbourhood Plan Area. It coincides with the Parish Boundary and encompasses the Fulbourn Fen Nature Reserve, the village itself together with the area south of the village that abuts the Gog Magog Hills and is bounded to the north-west by Teversham and to the north-east by Little and Great Wilbraham. To the west it includes the Beechwoods Estate beyond which is the edge of Cambridge City.

Fig. 1. The Designated Neighbourhood Plan Area





### 3. Planning Policy Framework

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The Neighbourhood Plan has been developed within the context of the National Planning Policy Framework and of the strategic policies of the South Cambridgeshire Local Plan and it is in general conformity with their policies and requirements.

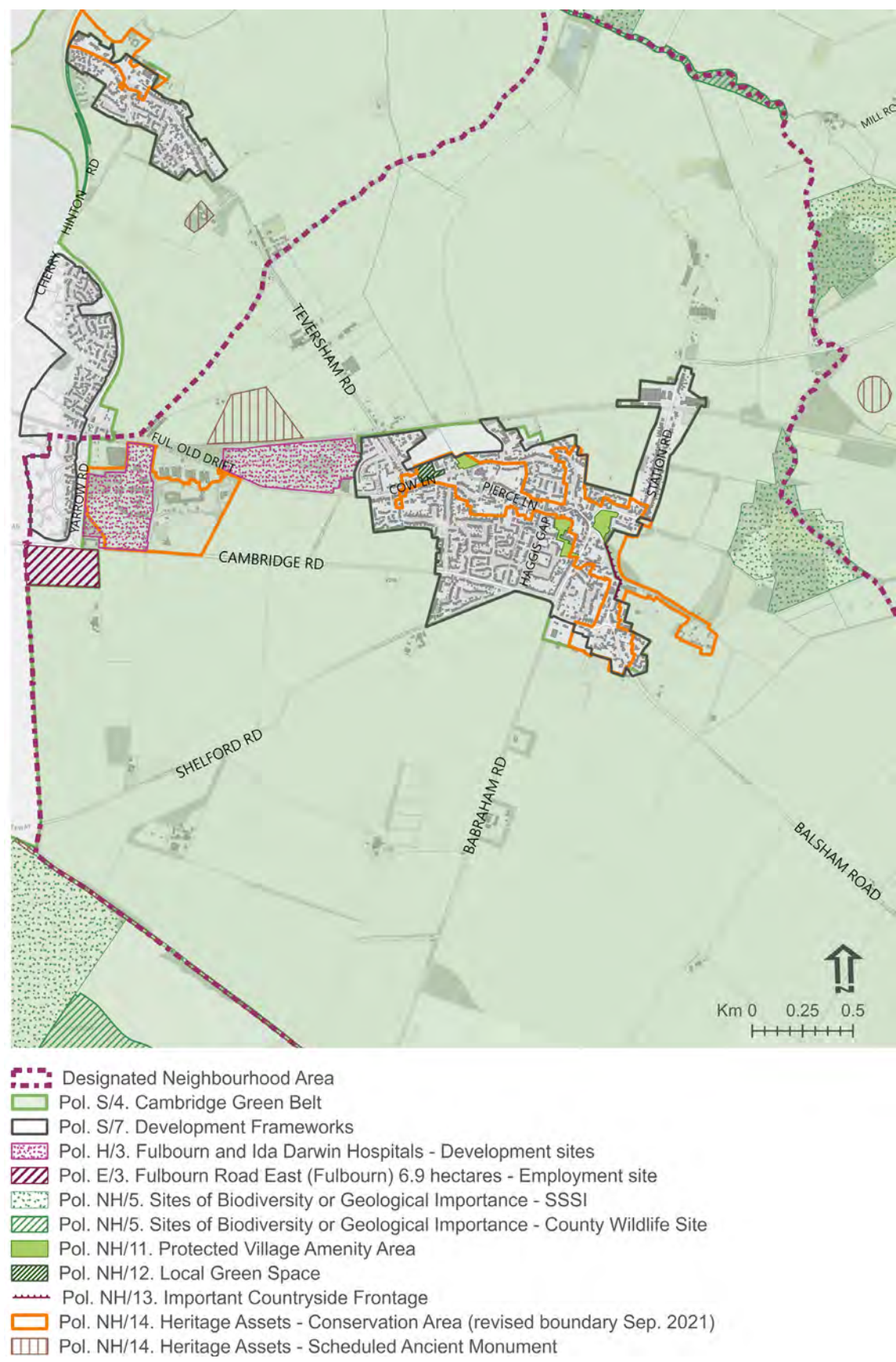
#### National Planning Policy Framework (2021)

- 3.1 The Fulbourn Neighbourhood Plan promotes appropriate development in line with the National Planning Policy Framework (NPPF, 2021), which sets out the Government's planning policies for England and establishes a 'presumption in favour of sustainable development'. Principally, the NPPF stipulates that any planned development should be sustainable and achieve improvements in the environment, economy and wellbeing of people.
- 3.2 The NPPF provides the framework within which local authorities and local communities can produce their own distinctive local and neighbourhood plans which reflect the needs and priorities of the community, reflecting the character, needs and opportunities of each area.
- 3.3 Of particular importance is the emphasis placed on the importance of good design, as Paragraph 127 states: *'Design policies should be developed with local communities, so they reflect local aspirations and are grounded in an understanding and evaluation of each area's defining characteristics. Neighbourhood planning groups can play an important role in identifying the special qualities of each area and explaining how this should be reflected in development'*.

## South Cambridgeshire Local Plan (2018)

- 3.4 The South Cambridgeshire Local Plan was adopted in September 2018. It sets out the policies guiding development in the District in the period up to 2031. Fulbourn is identified as a Minor Rural Centre, where Policy S/9 restricts residential development and redevelopment to an indicative maximum scheme size of 30 dwellings within the village Development Framework (identified in Fig. 2), intending that the majority of new development comprise redevelopment of sites within the village boundary or infill development.
- 3.5 However, two other major development opportunities are identified in the South Cambridgeshire Local Plan, presenting a larger scale development opportunity on the western edge of Fulbourn:
- The redevelopment of the Fulbourn and Ida Darwin Hospital sites inside the Green Belt (Policy H/3).
  - Land adjoining Peterhouse Technology Park on Fulbourn Road East (Policy E/3), at the edge of the Green Belt and adjoining open countryside, is allocated for employment use.
- 3.6 The South Cambridgeshire Local Plan (2018) makes clear that both these sites need careful design and landscape to ensure that the character of the Green Belt is not compromised, no coalescence with Cambridge takes place and countryside views are protected.
- 3.7 Policy HQ/1: Design Principles states that all new development must be of high-quality design, with a clear vision as to the positive contribution the development will make to its local and wider context preserving and enhancing the character of the local area. What this means in Fulbourn is set out in more detail in the Fulbourn Village Design Guide SPD (2020).
- 3.8 Chapter 4 of the South Cambridgeshire Local Plan (Climate Change) contains very important policies related to climate change mitigation and adaptation, including the requirement to demonstrate embedded climate change responses into the proposals and submit a Sustainability Statement (Policy CC/1). Particularly relevant to Fulbourn, which is a low-lying village and had historic issues of surfacing water, are also Policy CC/8 and CC/9 related to the need for sustainable drainage and managing flood risk (or rising surface water).

Fig. 2. Relevant Policy Designations within the South Cambridgeshire Local Plan (2018) – for reference



## Emerging Greater Cambridge Local Plan

- 3.9 Cambridge City Council and South Cambridgeshire District Council are committed to preparing a joint Local Plan (Greater Cambridge Local Plan) for their combined districts. The Councils' current adopted Local Plans (2018) both include a policy which makes a commitment to an early review of those plans.
- 3.10 The new Greater Cambridge Local Plan is expected to look forward to 2040 and when adopted will supersede the existing Cambridge and South Cambridgeshire Local Plans.

## Fulbourn Village Design Guide SPD (2020)

- 3.11 The Fulbourn Village Design Guide Supplementary Planning Document (SPD, 2020)<sup>5</sup> has been prepared to provide specific design principles for the village and the whole of the Neighbourhood Plan Area, relating to its setting, built and landscape character, heritage and distinctiveness.
- 3.12 It has been prepared with extensive input from the Fulbourn community and was strongly supported at consultation in summer 2019. As an SPD, the Fulbourn Village Design Guide complements and supports the policies of the South Cambridgeshire Local Plan and Neighbourhood Plan, by providing detailed guidance and illustrations to:
- Describe the distinctive character of the village, and those aspects of its built and natural environment that the community most value.
  - Seek to secure high quality design for all new developments with a clear and positive contribution to the local and wider context.
  - Set out clear design principles to guide future development proposals in and around the village of Fulbourn.
  - Be a user-friendly tool for local planners, developers, designers and community members to develop a shared understanding of appropriate, high-quality design within the village.

## Other Relevant Planning Documents

- Fulbourn Conservation Area Appraisal (2021) - describing the rich heritage of the village and the need for its preservation.
- Cambridge Sustainable Housing Design Guide SPD (2017) - aiming to ensure that new homes are designed to high design and sustainability standards.
- South Cambridgeshire Household Extension Design Guide - providing useful guidance for housing extensions.
- South Cambridgeshire District Design Guide SPD (2010) - providing useful analysis, but principally focused on larger settlements than Fulbourn.

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<sup>5</sup> <https://www.scambs.gov.uk/media/14388/fulbourn-village-design-guide-spd.pdf>

## 4. Local Context

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Fulbourn has no village college, no swimming pool, no dental surgery, but with its exceptional rural situation, distinct from Cambridge, and its lively, friendly and well-balanced community life, it is a very good village to live in.

### A Brief History of the Village

- 4.1 Fulbourn is situated some 8km (5 miles) to the southeast of the centre of Cambridge, with which it shares its western boundary. The Parish area is predominantly agricultural land, mainly owned and farmed by local families, and part of the Green Belt of Cambridge. Enclosed fields to the north and east provide an important rural backdrop for the historic part of the village, while the rising land and dry fields to the south create an expansive setting which embraces the village as a whole, just visible among tall trees.
- 4.2 The village itself is compact and situated in a tree-rich hollow at the edge of the fen land. It developed from Roman and Saxon times at the junction of winding country roads, which still today shape the village. The historic core has buildings dating from the 14<sup>th</sup> to 18<sup>th</sup> centuries, mostly grouped around green spaces at the junctions of the old lanes. The northern-most group is set by the High Street (originally known as Church Street). A second group is located at Pound Green and a third group at Home End (formerly Town Street).
- 4.3 The 13th century St Vigor's Church, set in its large churchyard, provides a central focal point adjacent to the manor house. The Six Bells public house on the High Street dates from the 16th century. Along other streets there are several timber framed 14th century farmhouses, and cottages dating from the 16th and 17th centuries with thatched or plain tiled roofs.
- 4.4 In the 18th century, drainage ditches in the low-lying fenland allowed improved cultivation and increased prosperity. This is evidenced by the construction in the mid-19th century of the Windmill and the Dissenting Meeting House (now the United Reformed Church), paid for by local families. Poor Well and the Horse Pond on Frog End Road (now Cow Lane) are place names referring to the importance of water management in the shaping and fortunes of the village. In the 19th century commercial water extraction to serve the city of Cambridge led to further changes in the land and the construction of the large company building in Cow Lane. The water pumping station closed in 1987 and the water pattern nearby has changed yet again with some lower fields giving rise to new wildlife areas adjacent to Poor Well and the chalk stream arising there. Water patterns in this area are likely to change and be subject to more extreme weather as the climate changes, and rainfall becomes more erratic.

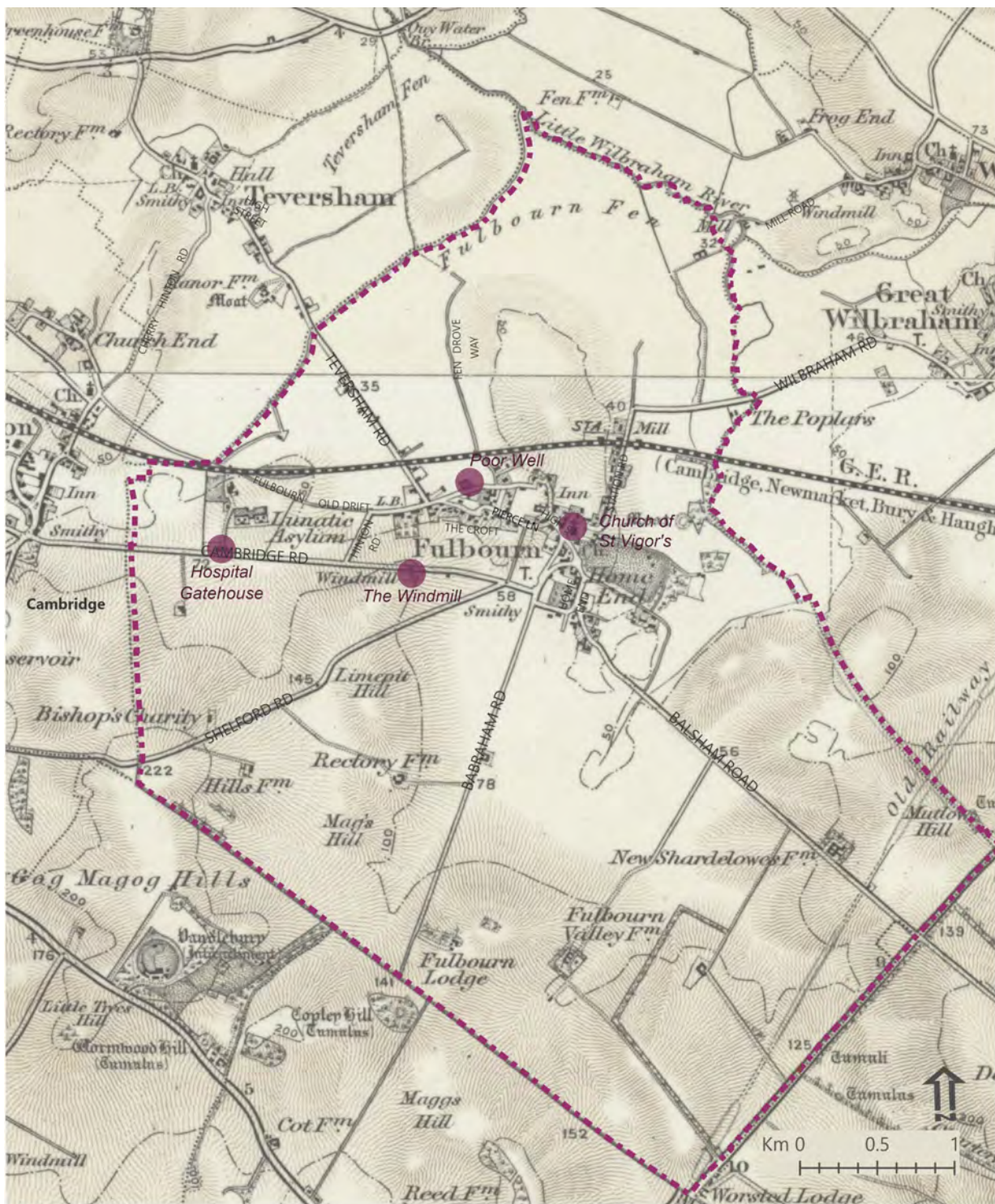


- 4.5 In the 19<sup>th</sup> century the school and the almshouses were built in the village, and the Fulbourn Hospital for mental health patients in an isolated position in the countryside. Linear development started to extend northwards along Station Road (previously Hay Street), from the core to the then railway station on the Cambridge/Ipswich line. This gave impetus to industry as goods could be transported to other parts of the country and to the ports. This legacy remains, with industrial premises, such as the mill, and other developments in Station Road which deals internationally and generate significant traffic locally.
- 4.6 With the building of Council houses in the 1930s, followed by later sequences of housing estates, the village expanded rapidly. These were built adopting the patterns and building forms typical of commercial suburban development and represented a departure from the main character of the village. However, with time, they have acquired some of the local diversity, trees and planting. In 2015 the Swifts replaced the former Windmill Estate (a system built 1960s development) and introduced a new layout, with mixed building types around a green.
- 4.7 To the west of Fulbourn village and within the Green Belt that separated the village from Cambridge are several buildings of significance. The Ida Darwin Hospital built in the 1960s has been demolished in 2020 to make space for new housing. Capital Park, a business park, includes the original Fulbourn Hospital, completed in 1858 within extensive parkland. Its main institutional building, Victoria House, an identified 'Non Designated Heritage Asset' in the recent Conservation Area Appraisal<sup>6</sup>, remains a distinctive local landmark together with the Gatehouse and other ancillary buildings of the same period.
- 4.8 Further west, the present NHS Mental Health hospital occupies a range of low rise mainly functional buildings of different styles sheltered within the parkland. A Tesco supermarket and the Beechwoods residential estate are just within the western perimeter of Fulbourn Parish. To the south of this area and across the Yarrow Road / Cambridge Road intersection, a field has been designated for the extension of the Peterhouse Technology Park, eroding the green space that separates the village from Cambridge.
- 4.9 The built character of Fulbourn is rich and varied. This is reflected in the designation of two Conservation Areas (Fig. 4): one extending from Home End to St Vigor's Church and Cow Lane and the other comprising the old Fulbourn Hospital, the current Mental Health institution and the associated parkland. The village has numerous clusters of Listed Buildings and many more identified by the Conservation Area Appraisal as 'Non Designated Heritage Assets'.

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<sup>6</sup> Conservation Area Appraisal (2021)

Fig. 3. 1885-1902 Ordnance Survey map showing the structure of the village




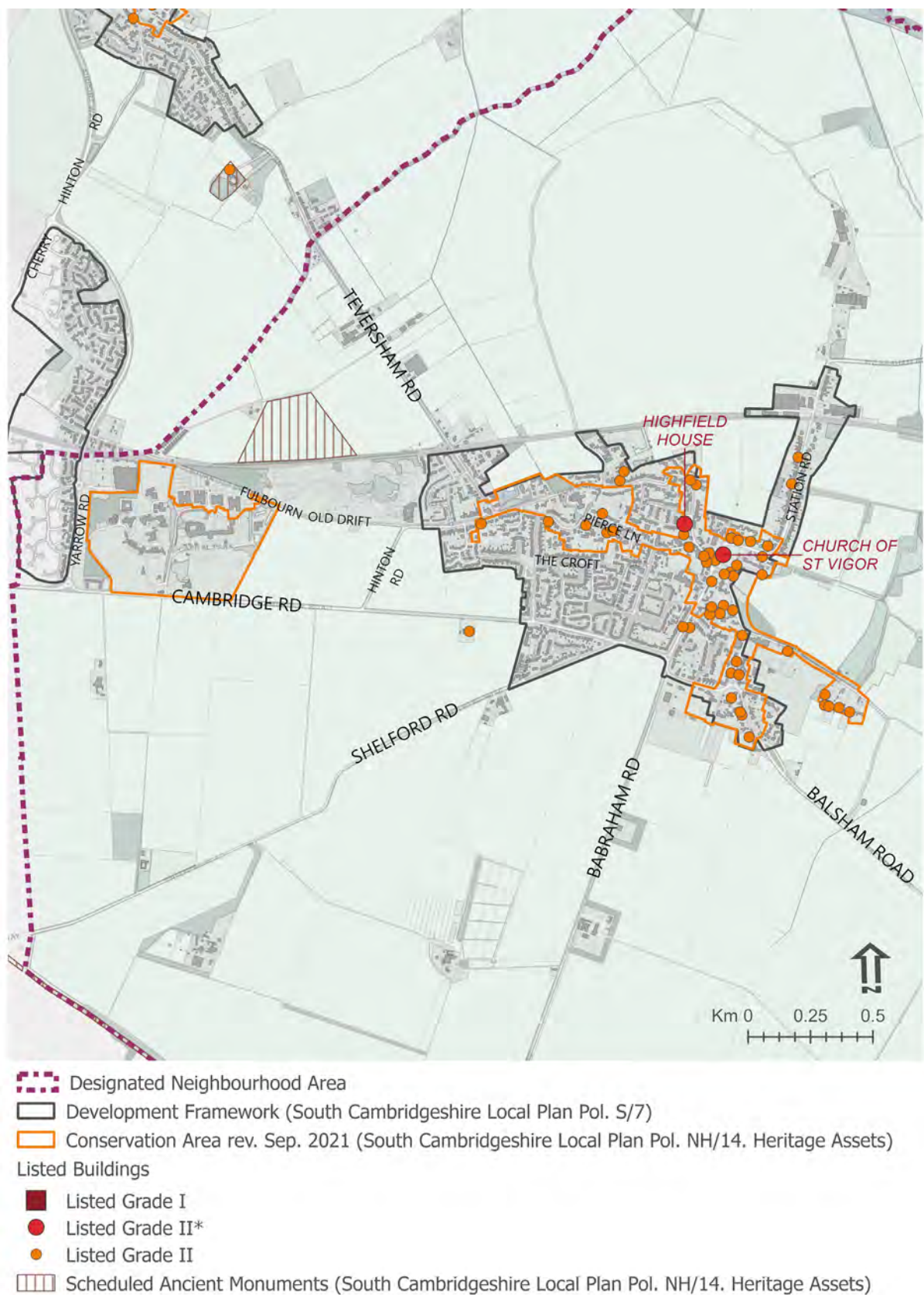
 Designated Neighbourhood Area



Fig. 4. Listed Buildings and Conservation Areas

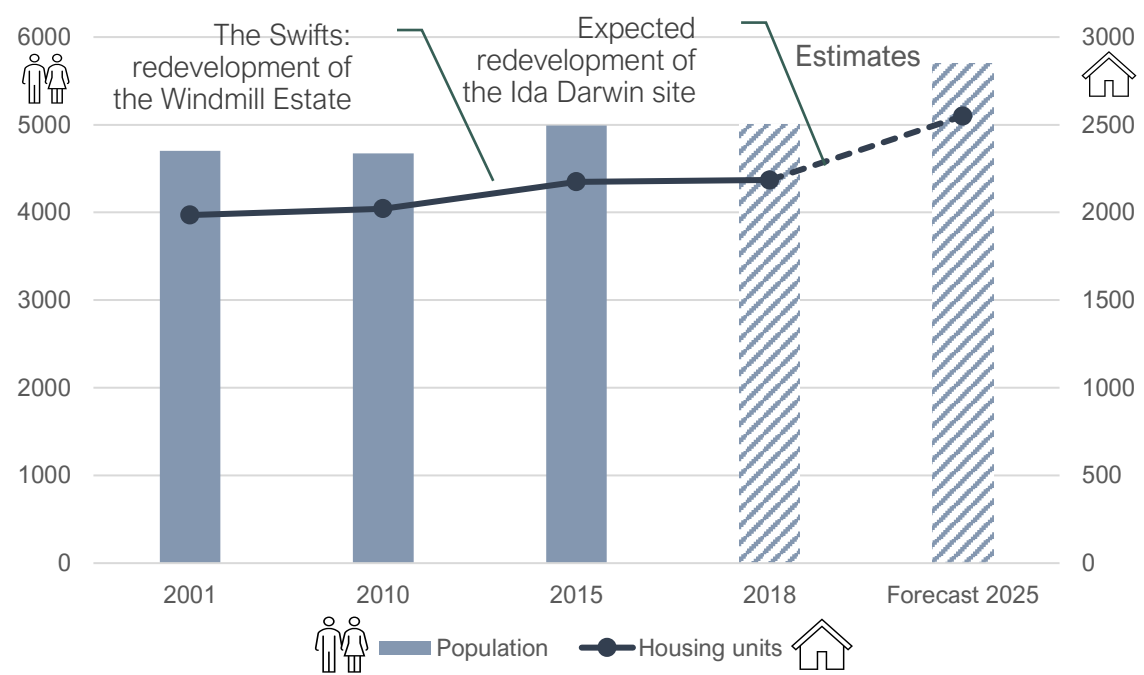




## Recent Growth and Development

- 4.10 Fulbourn has been growing and changing over the past, with the fastest period of growth in the post-war period. Growth has continued in recent decades: Chart 1 shows that relative growth has been accelerating, with an increase in number of properties of 2% between 2001 and 2010, but around 8% between 2010 and 2018. In the same period, occupancy rates have reduced from 2.37 people per unit in 2001 to 2.28 in 2018. Planned development over the coming decade corresponds to a further growth of around 20%: this has been driven by the growth of Cambridge, the attractiveness of Fulbourn and opportunity (two large developments with planning permission: Ida Darwin and Teversham Road with around 300 proposed dwellings in total – see Fig. 19).
- 4.11 Even accounting for this growth, the village of Fulbourn is set to remain a Minor Rural Settlement according to the South Cambridgeshire Local Plan designation, with less than 6,000 residents by 2031.
- 4.12 According to the 2011 Census, Fulbourn residents are:
- Predominantly of English / British identity (around 80% of residents).
  - Typically economically active (over 70% of 16-74 years old).
  - Well educated - with nearly 40% of residents aged over 16 with higher level qualifications (Level 4 and above).
- 4.13 At the time of the Census, just under 70% of households owned their own dwelling. 14.2% of households (267) lived in socially rented properties and 15% in privately rented accommodation. 64 people lived in the local care home, and 35 at the NHS Mental Health Hospital.
- 4.14 Like most areas of the country, with individuals living longer and housing becoming expensive, Fulbourn loses population in their 30s and has an increasing proportion of ageing residents (see Chart 2).

Chart 1. Population has been growing slowly in Fulbourn



Source: Source: Official Census & SCDC Population Forecast & SCDC Statement of Accounts 2017-18

Chart 2. The Age Profile of Fulbourn indicates progressive ageing in future years



Source: 2011 Census and Cambridgeshire Insight Forecasts

## Connectivity

- 4.15 Fulbourn is located only 4 miles away from the main railway station of Cambridge (20 minutes by car, 25 by bus subject to waiting time), which has good connections to London, the Midlands and the North as well as Stansted Airport. The village is also easily accessible from the A11, thence M11 and road connections to London and to the east, as well as the A14 with connections to the Midlands.
- 4.16 Good connectivity makes the village a pleasant place to live within easy access to a vast pool of employment opportunities. However, this comes with challenges: the village celebrates its excellent strategic location alongside its distinct character, and yet it wants to avoid becoming a 'dormitory' settlement mainly for people commuting to jobs far away. Good links have other drawbacks:
- Housing becomes more expensive.
  - Traffic is routed through the village from the A11 into major areas of employment and education in Cambridge.
  - Integrating new residents into the village becomes harder, as people work further afield and have very different work patterns.
- 4.17 Improvement to walking, cycling and public transport will be essential to mitigate some of the traffic issues and reduce the carbon footprint of the village. There will also be the need for additional efforts in integrating increasingly diverse population and lifestyles.

## Business and Employment

- 4.18 Overall, in Fulbourn there is a wide range of employment opportunities, although many will be filled from outside the village because employers will be recruiting in a regional or national and even an international marketplace.
- 4.19 Job density (i.e. the number of jobs in an area divided by the resident population of working age in that area)<sup>7</sup> has risen steadily for the area of South Cambridgeshire within which Fulbourn is located:
- A rise from 81 jobs per 100 residents in 2005 to 86 jobs in 2010 and 102 jobs in 2017, which is the latest released figure.
  - A corresponding increase from 7,000 businesses within the District in 2010 and over 8,000 by 2017.

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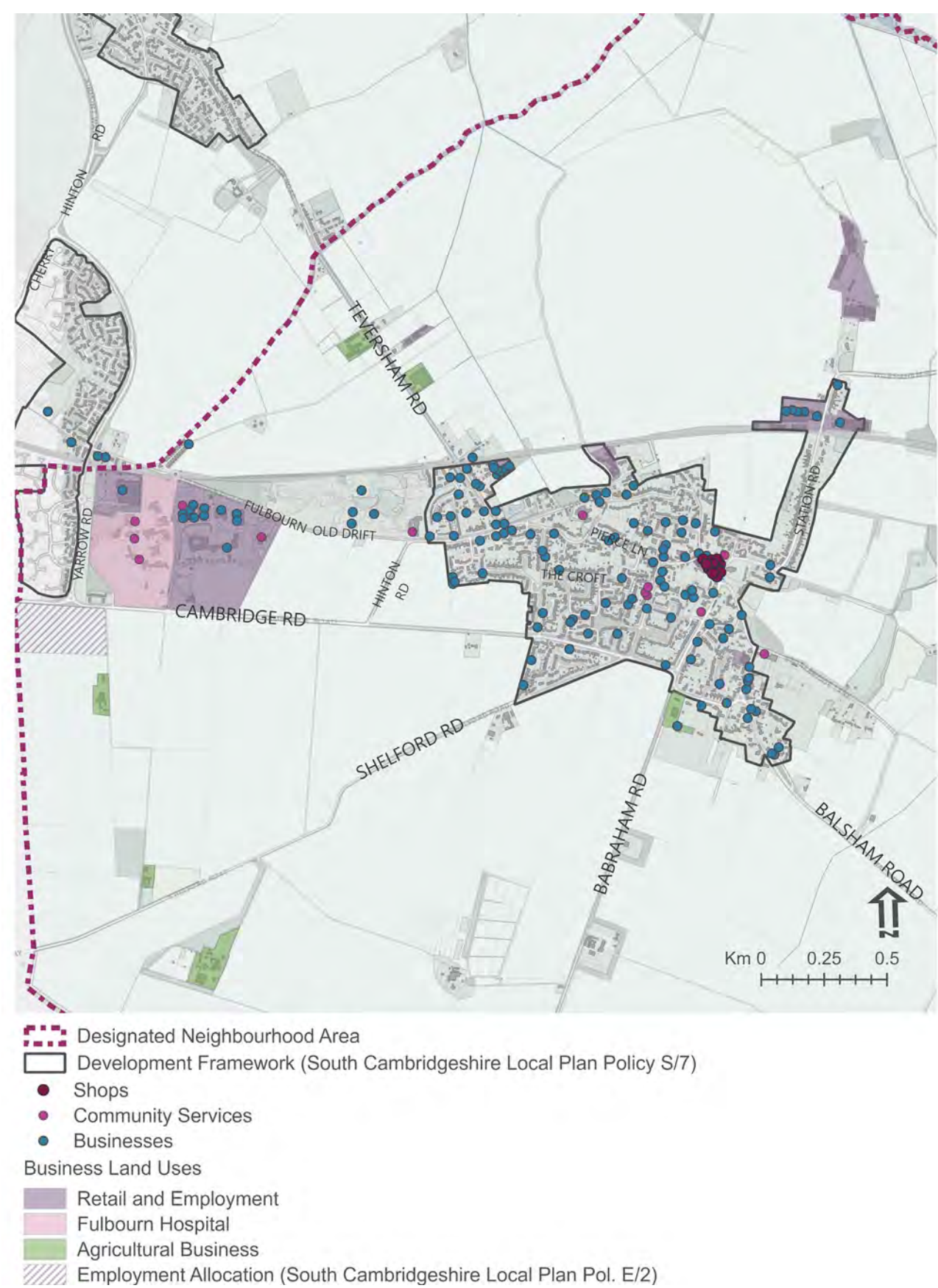
<sup>7</sup> According to NOMIS SCDC Area Labour Market Profile and the Office of National Statistics ONS Regional Labour Market Statistics in the UK, Nov 2019

- 4.20 Although no detailed business and employment data for Fulbourn is available on the NOMIS website, evidence on the ground indicates that these patterns are also reflected within the Parish. According to the 2011 Census Travel to Work patterns<sup>8</sup>, nearly 3,200 people commuted to work from Fulbourn, mainly within the Cambridge area, and just over 1,100 worked within the village or had no fixed workplace. Around 2,800 commuted in, many from places along the A11 or A14 corridors.
- 4.21 Local employment areas include the former Fulbourn Hospital site, which still hosts some NHS activity but also includes the Tesco supermarket, Capital Park (a business park with four purpose built multi-storey office buildings), a nursing college and offices for the Regional Health Authority.
- 4.22 Within the village itself, the High Street is the focus of village life with the Co-op supermarket and post office, a pharmacy, a butcher, a greengrocer, a hairdresser, a car sales business, two fast food establishments, a café, a beauty salon / gift shop and the Six Bells Pub. There are also a church charity shop, an estate agent, an antique shop, a children's clothes shop and a green burial business. Additionally, there are sites with office accommodation for commercial and professional services and many businesses based at home (450 jobs according to the 2011 Census).
- 4.23 Outside the Development Framework, there are three industrial sites with a variety of enterprises which include an agricultural engineer and merchants and a large grain mill and distribution business. There are smaller businesses providing vehicle servicing and repair and professional services amongst others. Most farms have diversified and host a variety of enterprises in redeveloped farm buildings.

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<sup>8</sup> [DataShine: Commute](#)

Fig. 5. Existing areas of employment and businesses (located by postcode)



## Community Facilities

- 4.25 Fulbourn has a very strong community spirit with many clubs, societies and recreational activities for residents of all ages. The Parish Council monitors the availability and quality of community facilities to keep pace with the needs of the population.
- 4.26 Significant investment has been made by the village Parish Council in recent years:
- A new Youth Centre costing nearly £1million was completed in 2019.
  - The Fulbourn Centre was developed in two phases completed in 2006 and 2014, demonstrating strong community commitment as the work was carried out and managed by villagers themselves. Approximately £1.4m was spent during the two phases with approx. £1m coming from grant support and the balance from the village. It is now insured for £3.7m.
  - The Swifts community building is leased from Accent Housing Association and it is home to the village library among other activities.
- 4.27 Other key facilities continue to meet the ongoing needs of all residents:
- a. Recreation Ground**

It covers approximately 5.5 hectares, including a pavilion completed in the late 1990s housing dressing rooms, showers and meeting area etc. There are also a children play area, adult fitness equipment, a skate-park, tennis courts, youth shelter, floodlit multi-games area and bowling green. The majority of the ground is used for cricket and football. In winter, there are two full-size football pitches and smaller pitches for young aspiring footballers. In the summer there is a cricket square providing several wickets and the appropriate outfield. Once more demonstrating the strong community spirit, these facilities are maintained primarily by villagers on a voluntary basis. There are four tennis courts used by the tennis club as well as two further ones for general use and the bowls club for league play in the summer months.
  - b. Fulbourn Centre and Townley Memorial Hall**

Completed in 2014, the Fulbourn Centre is adjacent to the Recreation Ground with which it shares the car parking facilities. It comprises the original village hall built in the 1920s' (Townley Memorial Hall), a classroom size meeting room, a committee room for general club use, a two badminton court size sports hall and the village sports and social club bar and catering area. It is used extensively by clubs and societies as well as for hire for private functions.



A recent survey<sup>9</sup> indicated around one thousand visits a week to the Centre excluding those who use the bar facilities.

c. **The Swifts community building**

Situated in Haggis Gap, towards the centre of the village, the Swifts meeting room is home to the village library and it is used by village clubs such as the weekly bingo club, the Women Institute and others. It is also available for private hire. The library is a much-valued service run entirely by volunteers.

d. **Fulbourn Health Centre**

Located on Haggis Gap the Health Centre is the branch surgery linked to Cornford House Surgery on Cherry Hinton Road. The practice is attached to Cambridgeshire Primary Care Trust. While well located, the building is old and too small for current needs.

e. **Youth Centre**

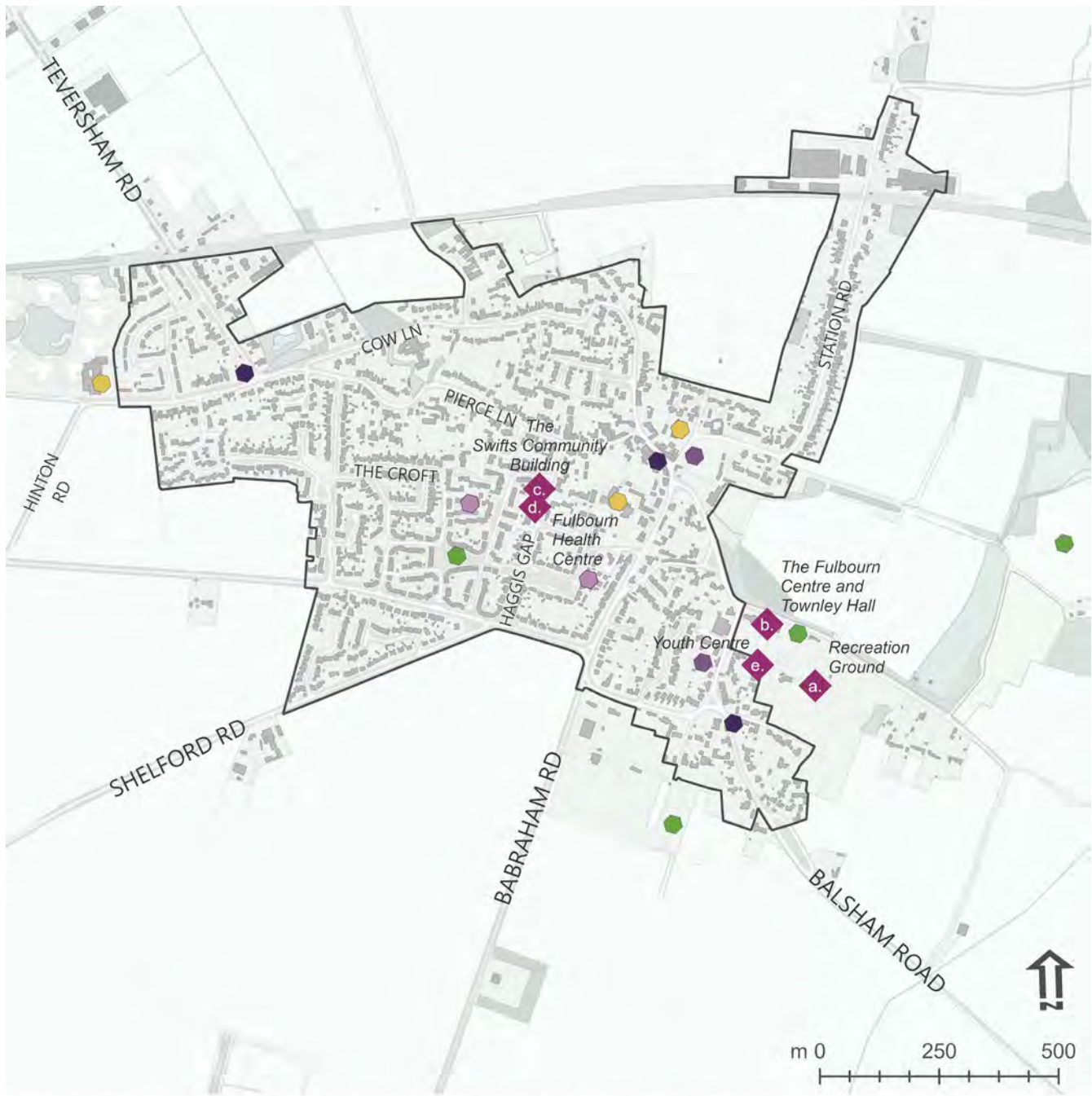
Recently completed (2019), the new building houses the junior and senior youth clubs and the thriving scout troop. The Fulbourn Parish Council also have their office in the building.

- 4.28 There are three primary schools in the village (two of which are private). Other important community facilities include the shops, churches, playgrounds, allotments, the cemetery, pubs, community halls and alms-houses.

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<sup>9</sup> Neighbourhood Plan Rec Survey - Summary & Results – EV475 <https://tinyurl.com/Fulbourn-NP>

Fig. 6. Existing community facilities



- Development Framework (South Cambridgeshire Local Plan Policy S/7)
- ◆ Key Existing Community Facilities
- Other Existing Community Facilities
- ◆ School
- ◆ Community Hall
- ◆ Church
- ◆ Pub
- ◆ Green Space



## Landscape Setting and Relationship with the Countryside

- 4.29 From its position bounded on the south by the old Roman Road known as Via Devana, and on the north-east by the Fleam Dyke (an earthwork thought to be of Saxon construction for the collection of tolls) and on the north and north-west by the Fens, Fulbourn probably was in early times a place of some note. Indeed, in the early 19th century the village was said to be well known for the quality of the air and purity of the water with Cambridge residents coming to Fulbourn for rest and recuperation, before the days of railways.
- 4.30 Though the centre of the village has an altitude of 15m (50ft), some 9m (30ft) higher than the centre of Cambridge, the land rises significantly to the south-west towards Shelford to 56m (180ft) at Limepit Hill, to 30m (100ft) at the Windmill and to 51m (167ft) at Mutlow Hill, close to the crossing of the A11 by Fleam Dyke to the north-east. To the north the land falls to 10m (32ft) and below: this topography makes Fulbourn a fen-edge village.
- 4.31 The bowl in which Fulbourn is situated is formed by the headwaters of the Wilbraham River, now reduced to a small stream and often dry in the summer months. It is thought the original settlement was sited adjacent to the river in the Fulbourn Fen Nature Reserve, hence the village's name Fugolburna, a place set by a stream with birds. Such a situation within chalk lands encourages the growth of deciduous trees, which, with their profusion, give the village its special character.
- 4.32 The view of Fulbourn from the Shelford Road, as the land rises up towards the Gog Magog Hills is of special beauty, looking down from wide open fields to the church tower and towards the east to the windmill and village, set amongst trees. The old Fulbourn Hospital Gatehouse and Victoria House, the historic main building, are visible to the west, immersed in extensive parkland. On a clear day Ely Cathedral can be seen in the far distance to the north and the church towers of the Wilbrahams to the northeast.
- 4.33 This vista showcases Fulbourn within its rural setting and richness of trees, something very important for the preservation of the identity of the village (see Policy FUL/01).
- 4.34 Fig. 11 identifies key views defined in the Fulbourn Village Design Guide (2020) and highlights another key feature of Fulbourn: the opportunity to look outwards from various points within the village to the open countryside and its attractive landscape of open fields, rising ground, fen edge or mature trees and hedgerows. It is important that these views are not lost through infill and development.

## Local Character

- 4.35 The visual impression of “living among trees” is enhanced by the village’s irregular roads and lanes. The original siting of houses and other properties has caused the roads, previously just lanes, to wind in a series of bends towards the centre of the village, with ever changing prospects, sometimes including attractive old thatched cottages among the trees. Fulbourn has a great variety of building types and it is mainly its scale, green streets and rural simplicity that give it a character that is well appreciated, and maybe taken for granted, by residents.
- 4.36 Immediately to the east of the centre of the village lies a large area of very attractive fields and woodlands with good footpaths and a bridleway. Within this area lies the Fulbourn Fen Nature Reserve, an SSSI, and beyond that further fields leading towards Fleam Dyke and the footpath system to Great Wilbraham, all easily accessible on foot from the village (see Fig. 7).
- 4.37 There are many other open areas of natural beauty close to or within the village. The Recreation Ground with access between Home End, Stonebridge Lane and Balsham Road provides a meeting place for young people and sports clubs, with an easy link between village and countryside. Open spaces such as Pound Green, where the Village War Memorial is situated, together with other areas within or adjacent to post-war housing development give an opportunity for rest and relaxation as well as providing a habitat for wildlife. Most of these areas are well shielded by trees. Further to the west, areas of green landscape can be found in the well-tended parkland of Capital Park, a business park. In the spring the Churchyard of St. Vigor’s, close to the High Street is full of flowers.

## Natural Greenspace and Biodiversity

- 4.38 The natural richness of the greenspaces on the edge of the fens has been depleted over the course of the past decades as a result of development and intensification of agriculture. There is now, however, increasing attention to the biodiversity and wildlife value of the land, and studies are emerging, aiming to reinstate over time a network of biodiversity rich corridors. These initiatives are supported by Policy FUL/03 and described as a key community aspiration (see also Fig. 12 and Fig. 13).
- 4.39 Fulbourn Parish is located within Natural England 87 East Anglian Chalk National Character Area<sup>10</sup> where the low hills meet the edge of the fens. Historical agricultural practices led to the creation of diverse grasslands, which have not

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<sup>10</sup> NCA Profile: 87 East Anglian Chalk - NE529 ([naturalengland.org.uk](https://naturalengland.org.uk)) – also EV372  
<https://tinyurl.com/Fulbourn-NP>

disappeared, but are now fragmented and isolated. Hedgerows have been removed or have many gaps. Accompanying field margins are generally narrow.

- 4.40 The lower lying areas of large fields are characterised by several small chalk streams flowing into drainage ditches running to the north of the Neighbourhood Plan Area into the Little Wilbraham River, Quy Water, and the River Cam beyond.
- 4.41 The whole Cam Valley river system, of which the Fulbourn springs and water courses are a part, has been identified as being under water stress. The Cam Valley Forum has produced the River Cam Manifesto in August 2019<sup>11</sup> that highlights the situation and concerns. Their follow-up report 'Let it Flow' (May 2020)<sup>12</sup> provides proposals for an Integrated Resource Management Plan for the Cam Valley.
- 4.42 The springs adjacent to the Fulbourn Nature Reserve east of the village, which arise close to the 15m contour, are often dry due to the depleted water table level, largely due to the scale of water abstraction from the underlying aquifer by the Cambridge Water Company from the Fleam Dyke Pumping Station. As a result, the area of wetland and the small chalk streams running through the site are often entirely dependent on water specially pumped from a borehole at Dungate Farm to the east of the A11 as part of a water augmentation scheme. This is not considered to be a long-term sustainable solution to protect the biodiversity of the local flora and fauna.
- 4.43 The springs at the north western end of the village emerge at a lower level, nearer the 10m contour, and are usually flowing year-round into the chalk stream at Poor Well and into the drainage ditch system all flowing north towards the Caudle Ditch and beyond.
- 4.44 Along the boundaries of Fulbourn Parish there are five SSSIs (see Fig. 7); to the south is the Roman Road and the Gog Magog Golf Course – both of which include fragmented areas of chalk grassland – to the east is Fleam Dyke, which has species rich chalk grassland, to the north east is Great Wilbraham Common, which has species rich grassland and to the north is Wilbraham Fen with fen habitat. Near the Fen on the edge of the Neighbourhood Plan Area, there is a County Wildlife Site on the Little Wilbraham River, which has a ditch with important vascular and nationally scarce plant (*Potamogeton coloratus*).
- 4.45 Within the Neighbourhood Plan Area and close to the village is the Fulbourn Fen SSSI, designated for the species-rich neutral grassland on calcareous loam and peat, together with remnants of fen woodland. These habitats are now rare in

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<sup>11</sup> [The-River-Cam-Manifesto-final2.pdf \(camvalleyforum.uk\)](#) also EV373 <https://tinyurl.com/Fulbourn-NP>

<sup>12</sup> [Cam\\_Valley\\_Forum\\_Let\\_it\\_Flow\\_Full\\_report\\_26-05-20-compressed.pdf \(camvalleyforum.uk\)](#)

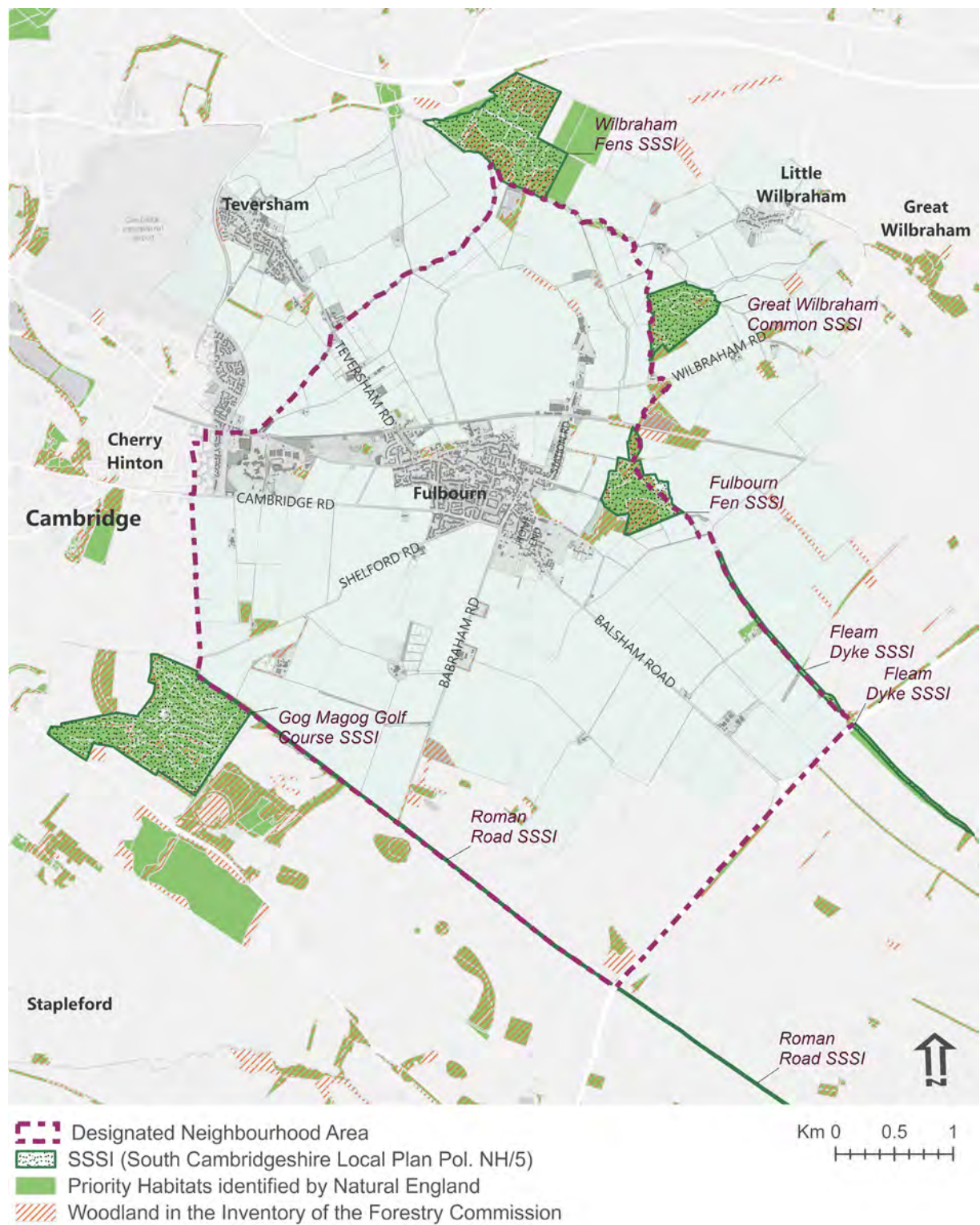
lowland England. The old meadows have never been intensively farmed, so they have kept the high diversity of plants which traditional farming techniques produced. In East Fen Pasture, hundreds of orchids bloom in early summer. Also, there is a small County Wildlife Site at Fleam Dyke Pumping Station, which is designated for the presence of at least 16 calcareous grassland indicator species. On Shelford Road, near Bishop's Farm, there is a short section of Protected Road Verge of neutral/calcareous grassland.

- 4.46 The main species of mature trees present within the built-up area of the village include sycamore, horse chestnut, lime, ash, birch and beech, with some oaks towards the east end of the village. In Poor Well, the trees include willows and tall black poplars, and in the lower lying area to the north along Teversham Road there are some specimen willows. Street trees in the estates built since the 1960s include rowan, hawthorn, field maple, wild cherry, whitebeam and birch.
- 4.47 Additional woodland cover and hedgerow habitats could be established to help link existing islands of biodiversity, enhance 'green networks' and provide more resilient areas of biological and wildlife interest. Where possible these networks should also link into the village to enhance biodiversity and greenspace connectivity in the village itself.
- 4.48 Fulbourn has a successful colony of swifts within the village. While, in the UK, swift numbers have declined by over 60% in 25 years, The Swifts residential development in Fulbourn included one of the most successful nest box projects in the country<sup>13</sup>. The development involved the incorporation of 276 swift nest boxes (more than 1 per household) into the new houses and flats during the redevelopment of the 1960s built Windmill Estate. Within 6 years the colony of swifts that was potentially threatened by the development had become well established in the new housing areas with over 50% of the boxes being used.
- 4.49 In a 2014 survey of the bird boxes in The Swifts, it was noted that 17 swift boxes were being used by starlings and 9 boxes were used by house sparrows. In 2016 there were also 5 pairs of house martins recorded using the integral swift boxes. This diversity of birds is not unusual and demonstrates the success of these schemes: the RSPB has made similar observations on housing developments in Cornwall and elsewhere in the South West of England.

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<sup>13</sup> Winner of the Institute of Ecology and Environmental Management 'Tony Bradshaw Best Practice Award' in 2011

Fig. 7. Important areas for nature, biodiversity and habitats





# Neighbourhood Plan Policies

The villagers of Fulbourn see themselves as living in a very special village, set among trees, rich in natural features and biodiversity and still closely interrelated with the countryside. While the community value the proximity to Cambridge, they are also protective of the separation from the city and the range of activities taking place in the village, making it an independent community.



## 5. Vision and Objectives

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5.1 The 2009 Parish Plan (see Section 1. Introduction) provided a description of the qualities that make Fulbourn a very special village.

5.2 The Parish Plan stated:

“Fulbourn is UNIQUE because it combines the following features:

- It is close to Cambridge yet separated from it by a mainly agricultural Green Belt.
- This separateness is strengthened by its situation in a tree-rich hollow at the edge of South Cambridgeshire chalklands.
- It has a well- defined centre with church, shops and post office (now part of the Co-op), a pub, a manor house and alms-houses, all closely grouped together.
- The five roads that meet at the village centre are local roads, and only one is straight.
- The main road through the village (Cambridge to Balsham) passes along its southern side, away from the centre.
- It is an ancient village with many buildings of architectural and historic interest.
- Fulbourn is particularly rich in land of nature conservation interest.
- It is a socially well-balanced community with older and new properties, (larger and smaller), intermixed.
- It offers a range of employment, including small industrial developments and nearby hospitals.
- It has regular bus service.
- It is well placed to become an environmentally, economically and socially resilient and sustainable community.”

5.3 The Vision and Objectives of the Neighbourhood Plan take forward the statements above to reflect discussions with the wider communities through spring 2019 and surveys through questionnaires. During the consultation workshop for the preparation of the Fulbourn Village Design Guide SPD and in the response to surveys in summer 2019<sup>14</sup>, it was evident that as a community we value:

- The identity of Fulbourn as a separate village from Cambridge and protected by the Green Belt (97% of respondents to the questionnaire strongly agree/agree).
- The sense of ‘individuality’ and community.
- The rural setting of the village and the strong relationship to the countryside, with wide views of the village across fields from all approaches and with views towards the countryside and footpath connections from within the village.
- The natural environment and rich ecology and wildlife.

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<sup>14</sup> Evidence Base EV619, 621 at <https://tinyurl.com/Fulbourn-NP>

- The protection the environmental and cultural heritage of the village including buildings, historical sites and its rich natural biodiversity (99% of respondents strongly agree/agree).
- The mature trees and hedgerows, distinguishing Fulbourn as a 'village set among trees.'
- The variety in building styles and materials which reflect the historical growth of the village and the mix of housing types – mostly with consistency of building height and village scale.
- The village centre and local services and mix of uses including community facilities, employment and local shops.

5.4 There is a strong wish to reinforce the interrelationship with the countryside and expand the environmental and biodiversity assets of the village area as a way to prevent further loss of distinctiveness and individuality as a village within a rural setting. As Cambridge continues to expand, suburban development models could be 'exported' to Fulbourn, with a pattern approach that could be "anywhere" rather than as respectful of local distinctiveness as the community aspires to achieve, with new development within the village making a positive contribution to the character of the area and becoming well integrated in the physical and social life of the community, as also promoted by the NPPF and the Fulbourn Village Design Guide.

5.5 Other concerns relate to the quality of the streets as safe and attractive village spaces and the protection and enhancement of the High Street and other assets that are at the foundation of the quality of life within the village.

## Vision Statement

**In the period to 2031 Fulbourn village will continue to be a vibrant, sustainable and thriving local community with its own distinctive characteristics, separate from Cambridge yet complementary and benefiting from its proximity. It will have a locally distinctive built and natural environment and a wide provision of local services, strongly supported by the local community.**

**New developments will ensure the ongoing success of Fulbourn providing suitable housing, employment, leisure facilities and local services whilst protecting and enhancing its natural and built assets for future generations.**



## Our Planning Objectives

5.6 In order to achieve this Vision, the community of Fulbourn has identified the following planning objectives:

### **1. Retain the character of Fulbourn as an individual village, separate from Cambridge**

It is important for Fulbourn to continue to be a sustainable village retaining its key characteristics, separate from Cambridge, but recognizing the benefits of its proximity. This means that Fulbourn should retain its individuality as a village set within its rural landscape and that the Green Belt surrounding the parish should be sustained.

### **2. Enhance the rural environment surrounding the village**

The rural environment of the Parish surrounding the village should be enhanced through encouraging further development of biodiversity and amenities both within the village and in the surrounding fields. This includes providing greater natural and human connectivity between village and countryside and increased protection and biodiversity within the green spaces of the village.

### **3. Maintain and improve the character and distinctiveness of the village**

This means prioritising local distinctiveness in every element of change and growth and favouring sensitive development which enriches the landscape and enhances the character of the locality. As part of this effort, it is important to support the conservation of our natural and built environmental assets for future generations, strengthen the character of the green spaces and also resist inappropriate development.

### **4. Have a mix of housing that is affordable, available and suitable for all ages and appropriate to the village location**

Within the village, it is important to secure a range of housing to meet the needs of all ages to ensure that local residents and their families could continue to live in the village. The environmental sustainability of new and existing buildings should be optimised, encouraging high levels of energy efficiency, and other sustainable measures to mitigate the impacts of climate change, particularly on the specific context of Fulbourn, a village at the edge of the fens.

### **5. Support business development and employment opportunities**

The community is keen to continue to support and accommodate businesses within the village so that the local economy can continue to provide a suitable range of employment opportunities and essential services to the villagers and make a contribution to the wider economy of the region.

## **6. Improve amenities and community facilities**

The community recognises the need to safeguard our existing local community assets and seek provision of complementary new or enhanced community facilities to meet all future needs and reduce the need to travel to access services.

## **7. Increase the safety of local streets and lanes and enhance access to public transport services**

Walking and cycling through the winding lanes and narrow streets of the village are part of the life and experience of Fulbourn and need to be supported through all measures that increase safety and comfort, while respecting local character. This is also essential to reduce carbon emissions and respond to the climate crisis. Future development should also be accompanied by strong support for walking, cycling and improvement of public transportation for the village as a whole.

## **8. Recognise the challenges of climate change and promote the application of appropriate measures through all aspects of development**

The community of Fulbourn recognises the challenges posed by climate change and fully supports the application of the specific policies of the South Cambridgeshire Local Plan. Locally specific measures are included in the various policies as appropriate.

- 5.7 In compiling the Neighbourhood Plan important community aspirations, not within the scope of a neighbourhood plan have been identified. These include matters like improved management of green spaces and trees, expansion of recycling and grey water re-use, better traffic management and improvements to bus services and so on. These cannot form part of planning policy but are very important to the quality of life of the village: they are included in orange coloured boxes in the policy chapter where relevant and set out more fully in Section 14.

Chart 3 - Golden Thread between Policies and Objectives

VISION		
<p>In the period to 2031 Fulbourn village will continue to be a vibrant, sustainable and thriving local community with its own distinctive characteristics, separate from Cambridge yet complementary and benefiting from its proximity. It will have a locally distinctive built and natural environment and a wide provision of local services, strongly supported by the local community.</p> <p>New developments will ensure the ongoing success of Fulbourn providing suitable housing, employment, leisure facilities and local services whilst protecting and enhancing its natural and built assets for future generations.</p>		
Objectives	Policies	Section
An individual village, separate from Cambridge	Policy FUL/01. Protecting the Distinctiveness and Landscape Setting of Fulbourn	6
	Policy FUL/02. Development outside the Development Framework	6
Enhancing the rural environment	Policy FUL/03. Creating a Network of Green Infrastructure	7
	Policy FUL/04. Protection and Enhancement of the Natural Environment	7
	Policy FUL/05. Local Green Space and Protected Village Amenity Areas	8
Maintaining and improving the village character	Policy FUL/06. Protecting and Enhancing Village Character	9
	Policy FUL/07. Building and Landscape Design	9
	Policy FUL/08. Village Street and Lane Layout	9

Objectives	Policies	Section
Having a mix of housing affordable, available and suitable for all ages and appropriate to the village location	Policy FUL/09. Larger Residential Development (10 or more units)	10
	Policy FUL/10. Housing Design Quality	10
Support business development and employment opportunities	Applied by Community Aspirations	11
Improving amenities and community facilities	Policy FUL/11. Community Facilities	12
	Policy FUL/12. Healthcare Facilities	12
Safe streets and enhanced public transport services	Policy FUL/13. Sustainable Mobility	13
Recognising the challenges of climate change	Applied throughout the policies of the Neighbourhood Plan	n/a
Other community aspirations	Various issues that are outside the scope of planning policy but are included in the Neighbourhood Plan because they are of importance to the Fulbourn Community.	14

Fig. 8. Neighbourhood Plan Policy Map Summary  
 (see Fulbourn Neighbourhood Plan Policy Map (Village inset) at scale 1:5000 for the details)

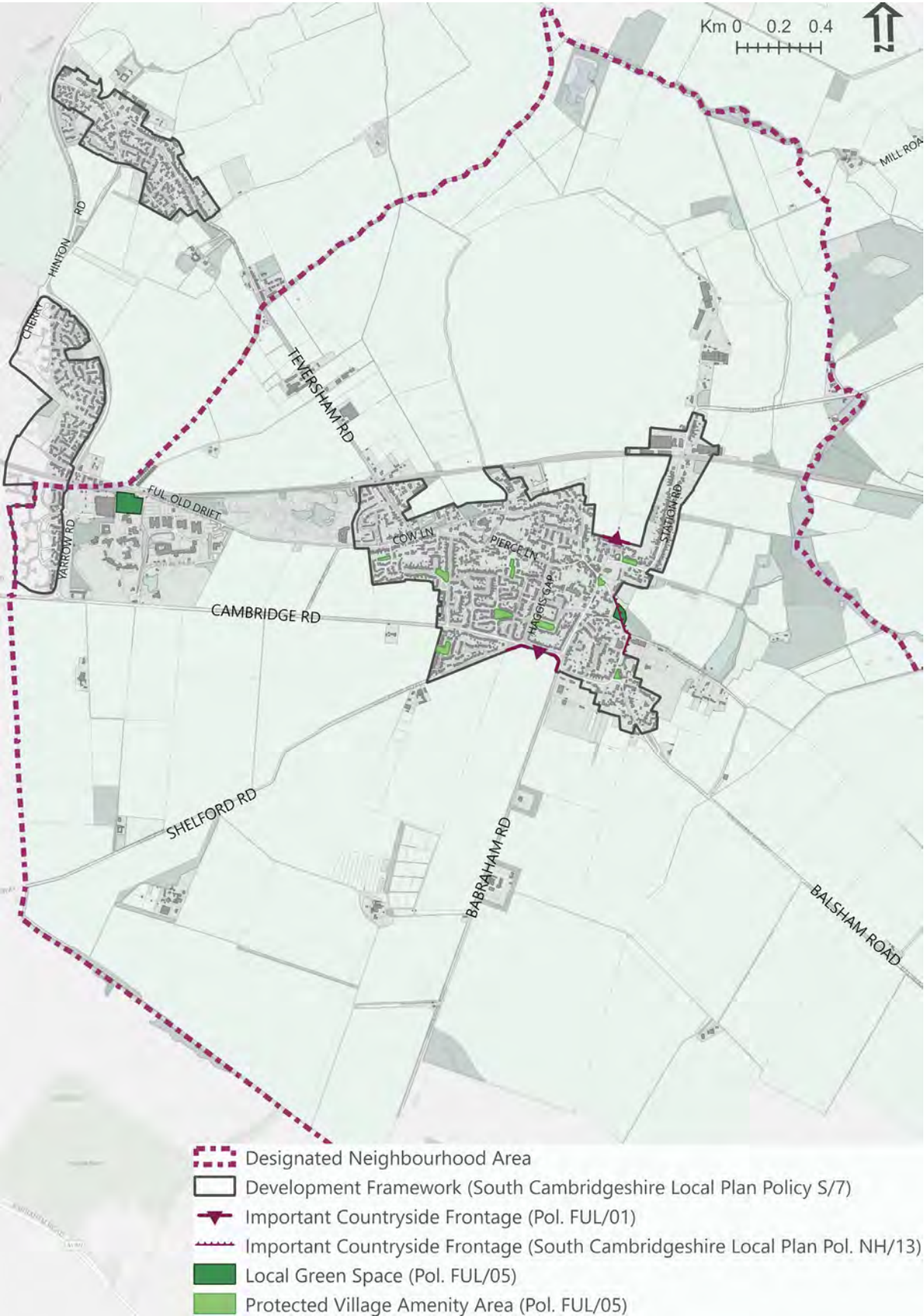




Fig. 9. Neighbourhood Plan Policy Map (Village Inset)  
 (see Fulbourn Neighbourhood Plan Policy Map (Village Inset) at scale 1:5000 for the details)



## 6. Protected Village Setting and Separation

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Policies FUL/01 and FUL/02 aim to protect Fulbourn as an individual village set within rural landscape. This is essential to retain Fulbourn's unique village character, clearly distinct from Cambridge in development form for all future generations.

### Rationale and Justification

- 6.1 Fulbourn has the character of a distinct and individual village surrounded by agricultural fields and natural countryside. It has a well-defined village boundary / Development Framework (defined in South Cambridgeshire Local Plan Policy S/7) but also developed areas outside of it, mainly towards Cambridge. The western part of the Parish area, the fully developed Beechwood Estate, has become an integral part of Cherry Hinton in Cambridge. Going forward, it is very important to protect the remaining visual and physical separation between Fulbourn and Cambridge, avoiding any development that could compromise the individuality of Fulbourn and result in coalescence between the settlements.
- 6.2 Fulbourn occupies a position within the Green Belt that surrounds Cambridge, and this has historically provided a strong protection from unrestricted sprawl from Cambridge and has safeguarded agricultural fields from encroachment. Strong protection, however, is considered necessary because:
- a. The thriving technology and educational city of Cambridge suffers significant land pressures due to the protected status of many of its sites, complex land ownership within the historical centre and the constraining girdle of the Green Belt that surrounds it. As a result, Cambridge seeks additional resources for its businesses and housing needs outside its own boundaries.
  - b. Over recent times many of the surrounding villages have become absorbed by the spread of the city: Cherry Hinton, Chesterton, Girton, Trumpington etc.
  - c. The Green Belt boundary has been revised at each Local Plan revision, for example to allow the development of the Beechwood Estate some decades ago, and more recently for the extension of the Peterhouse Technology Park. These revisions bring Cambridge's urban spread into the Fulbourn area.
  - d. Some land within the Green Belt that separates Fulbourn from Cambridge is already developed (the Fulbourn Hospital site, Capital Park and the Ida Darwin site). These sites, historically very green and with barely visible buildings from the outside, are targets for intensification or new development.
  - e. Under pressure for residential development, the status of the Green Belt, although formally maintained, is being eroded through redevelopment and intensification of sites and through development of "exception sites". This includes, for example, further development between Fulbourn and Teversham through expansion of farm buildings and fourteen new houses on Balsham Road, at the eastern edge of Fulbourn.

- 6.3 The protection of the character and setting of Fulbourn strongly relies on the effectiveness of the Green Belt policy of the South Cambridgeshire Local Plan (Policy S/4) and its application in preventing inappropriate development coming forward. Specific ways to protect Fulbourn's character and identity are identified in the Fulbourn Village Design Guide (SPD 2020). Chapter 5 of the Design Guide identifies an 'Essential Visual Gap' that separates visually Fulbourn from Cambridge and key views, specific fields and local landmarks that contribute to the character and identity of Fulbourn (see Fig. 11- for reference). Design guidance in the chapter states that "the views of the village across open fields from the southern hills and all approaches should be protected and enhanced" and that "the planting and setting of fields along Cambridge Road when arriving from Cherry Hinton should be protected in openness and rural feel."
- 6.4 The Fulbourn Neighbourhood Plan seeks to reaffirm the design principles set by the Fulbourn Village Design Guide and the importance of protecting the setting and identity of Fulbourn. This includes policy criteria aimed at retaining Fulbourn's individuality, its rural setting and its character, reflecting its long history as an independent settlement. This requires that an obvious separation is preserved between the village of Fulbourn and Cherry Hinton (including the Beechwood Estate, that is part of Fulbourn Parish) and Fulbourn and Teversham.
- 6.5 It is expected that development of sites within the Green Belt will not have an adverse effect on the rural character and openness of the landscape setting of the village and will be designed to present a dominant green aspect and to minimise visual encroachment and urbanisation. Any new development should respect the rural quality of the views identified in the Fulbourn Village Design Guide and prevent visible urbanisation and loss of woodland planting.
- 6.6 Additional physical protection of the countryside setting and character is provided by designating two Important Countryside Frontages (NP-ICF) in accordance with the definition of the South Cambridgeshire Local Plan Policy NH/13. These identify the fields essential that define Fulbourn's identity as a village with strong relationship with the countryside. The new designations are complementary to the ICF designated by the South Cambridgeshire Local Plan and shown in Fig. 10 / Fig. 11.
- 6.7 Development, in accordance with the South Cambridgeshire Local Plan, will not normally be permitted outside the Development Framework. Any development activity outside of it should comply with the NPPF (if included within the Green Belt) and South Cambridgeshire Local Plan Policies NH/8 and S/7. In addition, particular attention is required to ensure that the visual and physical integrity of Fulbourn as a village set among trees is respected (Policy FUL/02). Policy FUL/02 has been designed to be complementary to Policy S/7: Development Frameworks of the South Cambridgeshire Local Plan. In particular it sets out locally-distinctive criteria to the more general, district wide approach taken in the second part of the Local Plan policy.



- 6.8 The individuality of Fulbourn is also dependent on appropriate built form, which respects local village character without recourse to mock-heritage or pastiche and without adoption of urban / suburban solutions that are more appropriate within Cambridge. This is addressed in Policy FUL/06 and FUL/07.

## Community Perspective

- 6.9 The Fulbourn Village Design Guide SPD (2020) was based on extensive community workshops and was overwhelmingly supported at public consultation in April-July 2019. The Guide's identification of key views and sensitive fields adequately reflects the perspective of the village.
- 6.10 In the research done for the Parish Plan in 2008 / 2009<sup>15</sup> residents were asked: 'What is important to you about Fulbourn' (Q20); of the 3383 respondents:
- 23% said 'Being a village',
  - 15% said 'The Environment / Countryside' and
  - 17% said 'Near to the City'.
  - Other responses included the community, local amenities and churches.
- 6.11 A separate question for the Parish Plan (2009) asked residents: 'How important is the quality of the countryside around Fulbourn to you' (Q66); 95% of the 1144 respondents said the countryside around Fulbourn was 'very important' or 'important' to them.
- 6.12 The various surveys, workshops and consultations conducted over the period between 2008 and 2019<sup>16</sup> have indicated that the residents are firmly in support of the objective to maintain the character of Fulbourn as an individual village in the future. This is also anecdotally supported by the interest residents continually display in the nearby nature reserve, historical buildings and the public concern in ensuring new developments are not detrimental to the character and distinctiveness of the village.

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<sup>15</sup> The Fulbourn Parish Plan surveys are available at EV 230 to 234 at <https://tinyurl.com/Fulbourn-NP>

<sup>16</sup> The Fulbourn surveys and consultation background papers are available EV 473-477 at <https://tinyurl.com/Fulbourn-NP>

## Policy FUL/01. Protecting the Distinctiveness and Landscape Setting of Fulbourn

1. Development proposals should respect and where practicable enhance the setting and special character of Fulbourn as an individual village set in a rural landscape. Proposals should be located and designed to ensure that they do not have an unacceptable impact on the rural character and openness of the landscape setting.
2. The Plan designates Important Countryside Frontages to the north of Barleyfields and Lanthorn Stile (NP-ICF1) and at Gog's View (NP-ICF2) (as shown on Fig. 10) to which South Cambridgeshire Local Plan Policy NH/13 will apply, in addition to the one identified in South Cambridgeshire Local Plan Policy NH/13.

Fig. 10. Designated additional Important Countryside Frontages

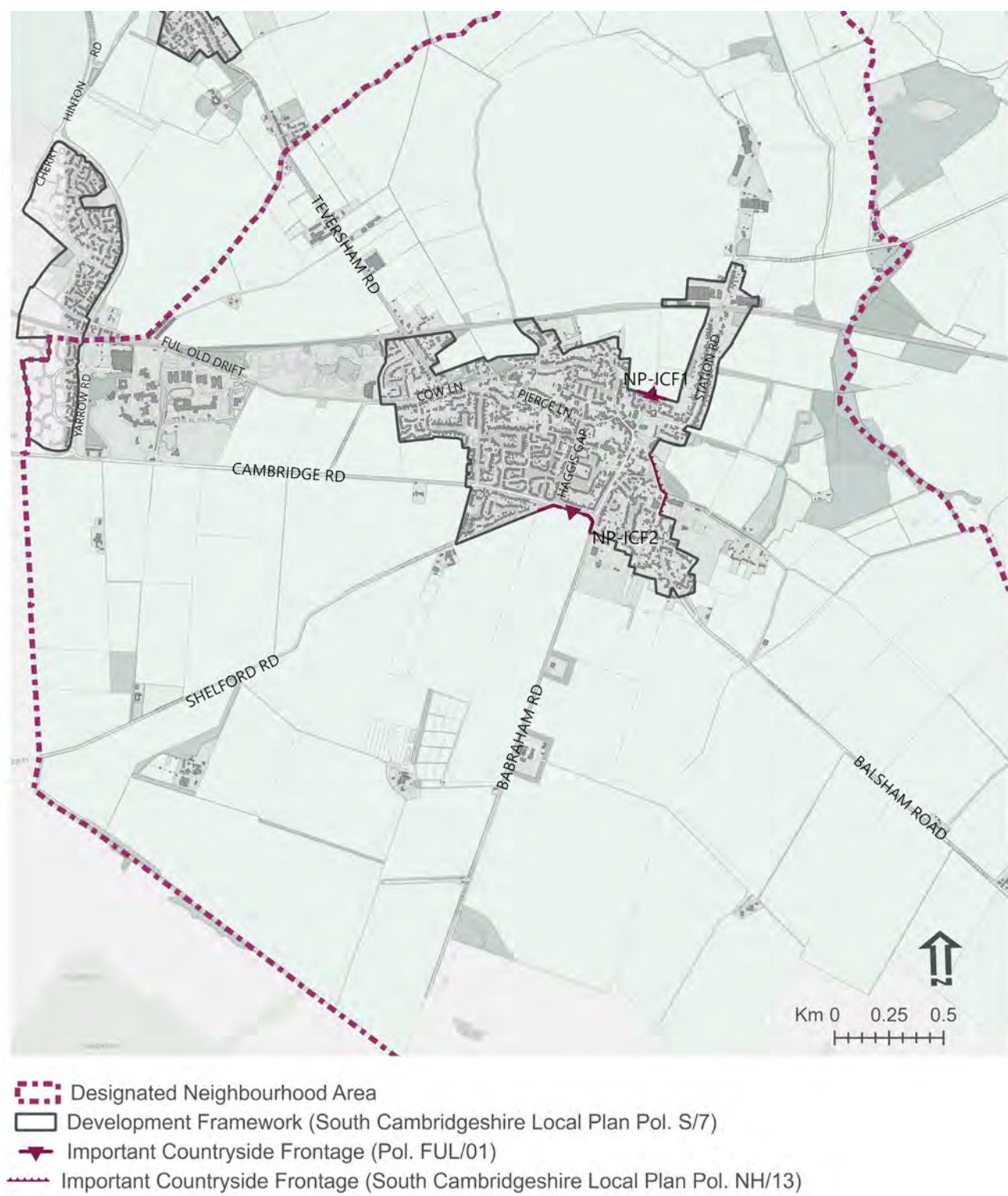
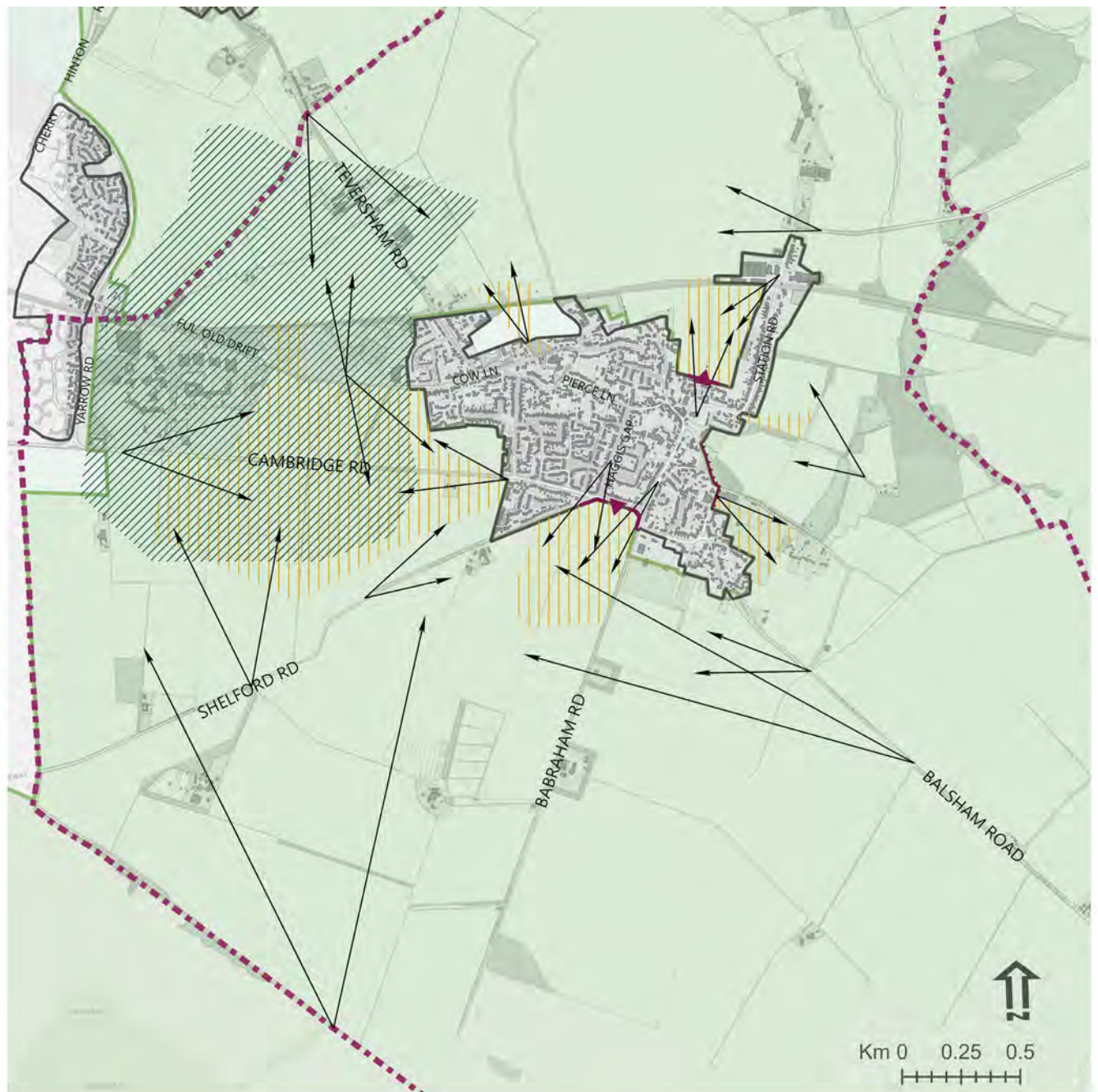




Fig. 11. Relevant designations to protect the village setting from the Neighbourhood Plan, South Cambridgeshire Local Plan (2018) and Fulbourn Village Design Guide (2020) - for information



- - - Designated Neighbourhood Area
- Development Framework (South Cambridgeshire Local Plan Pol. S/7)
- Green Belt (South Cambridgeshire Local Plan Pol. S/4)
- ▲- Important Countryside Frontage (South Cambridgeshire Local Plan Pol. NH/13)
- ▲- Important Countryside Frontage (Pol. FUL/01)
- ||||| Fields with visual sensitive relationship with the village (Fulbourn VDG)
- \\\\\\ Essential visual gap (within the Green Belt) (Fulbourn VDG)

## Policy FUL/02. Development outside the Development Framework

1. As appropriate to their scale, nature and location development proposals outside the Development Framework should demonstrate that:
  - a. The design of the development respects and where possible enhances the character of Fulbourn and the integrity of the village (Policy FUL/06) and has applied the design principles and guidance set out in the Fulbourn Village Design Guide (2020) and any document that supersedes it.
  - b. Existing trees and tree belts surrounding the village are maintained and where appropriate enhanced with new tree planting using appropriate species which will have benefits for the landscape setting of the village and biodiversity value (see Appendix 2). Building rooflines should normally be below the crowns of existing trees.
  - c. Appropriate levels of street lighting are used.
  - d. The design of the proposal is sensitive to its landscape setting and, where necessary, tree planting and buffer planting and soft outer edges are provided.

## 7. Enhanced Rural Environment

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Policies FUL/03 and FUL/04 aim to strengthen the identity of Fulbourn by supporting the consolidation and extension of a network of Green Infrastructure by securing measures that protect and enhance existing features adding to the good natural spaces within the village, the Fulbourn nature reserve and the Fulbourn Fen Site of Special Scientific Interest (SSSI). This is considered vital for the identity of the village and the health and wellbeing of its inhabitants.

### Rationale and Justification

#### Green Infrastructure Network

- 7.1 Policy FUL/03 supports the protection and establishment over time of a network of Green Infrastructure. The aspiration is for a network which can extend from the Gog Magog Hills to the Little Wilbraham Fen forming an arc on the eastern side of Fulbourn village (Fig. 12 – for reference). The area, where the low hills meet the edge of the fens<sup>17</sup>, has great potential to support a network of high biodiversity areas comprising wetlands, chalk streams and new woodland (see also Section 4. Local Context).
- 7.2 At present, however, much of the area is characterised by large open fields for intensive agriculture and limited natural and ecological value:
- a. In the fields surrounding the village, hedgerows have been removed or have many gaps; accompanying species-rich field margins are generally narrow.
  - b. The whole Cam Valley River system, of which the Fulbourn springs and water courses are a part, has been identified as being under water stress<sup>18</sup>.
  - c. The springs adjacent to the Nature Reserve are often dry due to the depleted water table level. The area of wetland and the small chalk streams are often entirely dependent on water specially pumped as part of the Lodes/Granta water augmentation scheme.
- 7.3 The creation of a network of Green Infrastructure is promoted by several studies:
- a. The **Cambridgeshire Green Infrastructure Strategy** (June 2011)<sup>19</sup>, which notes the impact of intensive agriculture on reducing biodiversity habitats and fragmenting the links between them. The priorities it sets out include seeking

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<sup>17</sup> Natural England - National Character Area 87: East Anglian Chalk

<sup>18</sup> River Cam Manifesto in August 2019 and follow-up report 'Let it Flow' (May 2020) with proposals for an Integrated Resource Management Plan - <https://camvalleyforum.uk>.

<sup>19</sup> Cambridgeshire Green Infrastructure Strategy (June 2011): Section 5.4 on South Cambridgeshire

opportunities for all new developments to incorporate and link to the green infrastructure, connecting and reinforcing habitats and landscape features.

- b. The **Living Landscapes: Cambridgeshire Chalk** project of the Bedfordshire, Cambridgeshire and Northamptonshire Wildlife Trust<sup>20</sup>, aiming to protect and enhance important chalk heath and grassland sites and working with farmers to create an interconnected network of species rich grassland and other habitats south east of the city of Cambridge.
- c. The **Vision of Natural Cambridgeshire**<sup>21</sup>, proposing to double the area of rich wildlife habitat and green space in Cambridgeshire and Peterborough by 2050 and make the area a “world class environment where nature and people thrive and businesses prosper”.

7.4 The Bedfordshire, Cambridgeshire and Northamptonshire Wildlife Trust promotes implementation of the network shown in **The Cambridge Nature Network**<sup>22</sup> (March 2021) report, which identifies the south-eastern portion of the Designated Neighbourhood Area as part of the Gog Magog Hills Priority Area and an important link in the overall network.

7.5 The community’s aspiration is to create continuous wildlife corridors linking the five SSSIs<sup>23</sup> and a County Wildlife Site on the Little Wilbraham River located at the boundaries of Designated Neighbourhood Area. Within the area and close to the village is the Fulbourn Fen SSSI together with remnants of fen woodland. These habitats are now rare in lowland England. There is also a local Nature Reserve, a small County Wildlife Site at Fleam Dyke Pumping Station and a short section of Protected Road Verge near Bishop’s Farm.

7.6 It is important that land potentially required for additional woodland cover and hedgerow habitats is safeguarded to enable linking existing islands of biodiversity, establish a continuous network of green corridors and provide more resilient areas of biological and wildlife interest. Where possible, these corridors should also include open fields contributing to locally important views, such as the Key Views identified in the Fulbourn Village Design Guide. They should also link into the village with its mature trees, hedges, established gardens and its open green spaces to enhance biodiversity and greenspace connectivity in the village itself.

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<sup>20</sup> <https://www.wildlifebcn.org/living-landscapes/cambridgeshire-chalk>

<sup>21</sup> <https://naturalcambridgeshire.org.uk/vision/>

<sup>22</sup> [Cambridge Nature Network](https://www.wildlifebcn.org/sites/default/files/2021-05/CambridgeNatureNetworkStage3ReportFINAL%28lowres%29_0.pdf) and [https://www.wildlifebcn.org/sites/default/files/2021-05/CambridgeNatureNetworkStage3ReportFINAL%28lowres%29\\_0.pdf](https://www.wildlifebcn.org/sites/default/files/2021-05/CambridgeNatureNetworkStage3ReportFINAL%28lowres%29_0.pdf)

<sup>23</sup> To the south the Roman Road and the Gog Magog Golf Course; to the east Fleam Dyke; to the north east is Great Wilbraham Common and to the north is Wilbraham Fen.



## Biodiversity within the Village Framework and in new development

- 7.7 Additional opportunities also exist to increase planting and richness of vegetation within the village and in new development areas.
- 7.8 The government is to introduce a mandatory requirement for development in England to deliver ‘biodiversity net gain’ of 10% at least. This requires developers to ensure habitats for wildlife are enhanced and left in a measurably better state than they were pre-development, through the creation of green corridors, planting more trees, or forming local nature spaces.
- 7.9 A good environment can contribute to the quality of life, health and wellbeing of residents. Development should retain and provide connected natural green infrastructure within and around the site and reduce hard landscaping to a minimum. Existing natural hedgerows and trees and planting of new native trees, hedging and shrubs close to new buildings will provide a suitable environment for people, birds, animals and invertebrates. These should link to the wider green networks to encourage wildlife to live within and move through the development from adjacent habitats.
- 7.10 The majority of trees in Fulbourn are native and naturalised trees (see para 4.46), with a number of specimen trees largely from Europe. New planting should be of predominantly native tree species, taking account of local settings, the threat of climate change and the incidence of tree disease in the area. A list of native, specimen and ornamental trees, which are considered appropriate for Fulbourn, together with suggested site planting locations is provided in Appendix 2. Further details are provided in Key Evidence Paper EP6, ‘Biodiversity in Fulbourn’.
- 7.11 As a fen edge village, Fulbourn has many deep ditches and watercourses. Some are fed by springs, others by water runoff from adjacent fields, or, as in Teversham Road, fed by pumped groundwater in an effort to reduce the water table to prevent flooding in built-up areas at this low point in the village. Some are mainly dry, but all provide capacity in extreme weather events to accommodate the resulting high volume of water. The watercourses that do not dry potentially provide habitat for flora and fauna – water voles and little egrets have been recorded – contributing to the biodiversity of the area. South Cambridgeshire Local Plan Policy CC/8 Sustainable Drainage Systems requires that SuDS are an integral part of all new developments. In Fulbourn it is particularly important that any surface water drainage scheme works with the existing water infrastructure and does not compromise its ability to prevent flooding, prevent pollution, and encourage wildlife.
- 7.12 Green spaces in new developments should be managed for biodiversity benefit, as well as providing visual and social amenity, and inspire a healthy way of life for residents and visitors. Habitat and green infrastructure must have a sustainable



management plan ensuring long-term maintenance, including watering during the establishment period and remediation of wear and tear or even vandalism.

### Wildlife friendly gardens and birds

- 7.13 The enrichment of the habitat close to homes will attract a wider range of wild animals into gardens. Garden boundaries should be permeable and ideally planted with hedging or fences with small gaps at the base to permit the movement of hedgehogs, amphibians and small mammals<sup>24</sup>. For sparrows and other small birds, the presence of hedges and shrubs for shelter close to potential nest sites is important. Wildlife benefits should be increased by direct engagement with future occupiers, for example developing show homes with wildlife friendly gardens and providing guidance leaflets for new residents.
- 7.14 Fulbourn has a successful colony of swifts within the village, and there is a desire to expand the potential to attract birds through new development, building on the lessons learned from previous experience (see para 4.41).
- 7.15 Integral swift boxes have been proven to be the nearest there is to a general-purpose bird box suitable for a range of smaller cavity-nesting species in new developments. At least a 1:1 ratio of nest bricks per dwelling is generally accepted as good practice – a level of provision originally outlined in the award-winning Exeter City Council Residential Design Guide SPD (2010). A similar standard was adopted by the Town and Country Planning Association with the Wildlife Trusts in 2012, the Royal Institute of British Architects (RIBA) in 2013 and the Duchy of Cornwall in 2015.
- 7.16 Policy FUL/04 supplements other relevant policies:
- South Cambridgeshire Local Plan NH/4: Biodiversity
  - South Cambridgeshire Local Plan NH/5: Sites of Biodiversity or Geological Importance
  - South Cambridgeshire Local Plan NH/6: Green Infrastructure
  - Greater Cambridge Biodiversity SPD (2022)
  - Fulbourn Village Design Guide SPD (2020), which gives specific design and landscape guidance on various aspects of maintaining and enhancing opportunities for wildlife habitat in new developments within Fulbourn.

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<sup>24</sup> See Government Guidance on Natural Environment (NPPG 2019, Paragraph 23) supporting the NPPF [Natural environment - GOV.UK \(www.gov.uk\)](https://www.gov.uk), and National Model Design Code: Part 2 - Guidance Notes (2021, Section 3 Biodiversity) [https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment\\_data/file/1009795/NMDC\\_Part\\_2\\_Guidance\\_Notes.pdf](https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/1009795/NMDC_Part_2_Guidance_Notes.pdf)

## Community Perspective

- 7.17 The community values a diverse environment and expects that development respects protected and non-protected habitats and provides opportunities for a richer biodiversity.
- 7.18 In the questionnaire survey circulated in July 2019 residents gave their strong support for the protection of the environmental heritage and rich biodiversity of the area: of the 123 respondents, 98% said they 'agreed' or 'strongly agreed', while 0% said they 'disagreed' and 2% were 'neutral' on the matter.
- 7.19 In the same survey, residents were asked their opinion on the statement 'Open green spaces within the village and the nature reserve are important features for recreation, relaxation, places for wildlife and contribute to the village resident's overall quality of life' (Q3). Of the 123 respondents, 98% said they 'agreed' or 'strongly agreed' with the statement while 2% were 'neutral' and none 'disagreed' or 'strongly disagreed'.
- 7.20 The Fulbourn Village Design Guide produced in 2020 was based on community workshops and discussions. People of Fulbourn from all age groups provided a coherent view of the village as a unique settlement of rural origin with a strong relationship with the countryside and farming community. Characteristics that were valued by participants included Fulbourn's mature trees, hedges, green spaces, streams, drainage ditches and the biodiversity within the village itself.
- 7.21 In the research done for the Parish Plan in 2008/2009 residents were asked 'How important is the quality of the countryside around Fulbourn to you?' (Q66). Of the 1144 respondents 95% said that it was 'Very important' or 'Important' to them. A further question from the Parish Plan asked residents 'What do you think could be done to improve the environment of Fulbourn?' (Q67). Residents were asked to rank a number of possible actions, which included 'Plant more hedges and trees' and 78% of respondents (722) said 'Worth doing' or 'Very important'.
- 7.22 In the same survey in response to the question 'What do you think could be done to protect and encourage wildlife in Fulbourn?' (Q68) residents were asked to rank a number of possible measures, which included 'Promote wildlife within the built-up areas' and 78% of respondents (777) said 'Worth doing' or 'Very important'.
- 7.23 The various surveys conducted over the period between 2008 and 2019 have indicated that the residents are firmly in support of maintaining and enhancing the natural features of Fulbourn. In addition, many residents are actively involved on various natural and biodiversity related activities, including planting a community orchard on St Vigor's Road (in conjunction with the South Cambridgeshire District Council Ecology Officer), or taking part in the community swift conservation group established in 2011.

## Policy FUL/03 – Creating a Network of Green Infrastructure

1. As appropriate to their scale, nature and location development proposals should consolidate and extend existing Green Infrastructure in the immediate locality. Wherever practicable, development proposals should incorporate the following elements of green infrastructure:
  - a. Existing accessible open space, woodlands, designated green spaces and wildlife sites.
  - b. Natural greenspace.
  - c. New green spaces and habitats to promote a net gain in biodiversity, particularly when forming a link between existing biodiversity rich sites.
  - d. Walking and cycling access to the countryside including a range of permissive countryside routes.
  - e. Areas of open space contributing to locally important views.
2. Development proposals which would have an unacceptable impact on existing Green Infrastructure will not be supported.

## Community Aspirations

The community values the features of Fulbourn that result from its rural setting and is committed to the enhancement of the natural environment both around and within the village. A high biodiversity network of green infrastructure that links the village to its surroundings is an ambition that will increase the quality of our natural greenspace and provide improved access to the countryside. There is an aspiration that future developments will also contribute to this ambition (Policy FUL/03).

The natural environment within and surrounding Fulbourn would be enhanced by the protection and enhancement of the green corridors that enable the flourishing of flora and fauna across the area. This would potentially connect the Gog Magog Hills, Roman Road, Fleam Dyke, the Fulbourn Nature Reserve and other important biodiversity sites with the green spaces within the village as illustrated in Fig. 12 and Fig. 13.

The extended Green Infrastructure Network will increase the area of accessible natural greenspace and provide improved access to the countryside as they frequently correspond with existing bridleways, footpaths and permissive paths.

The protection of these wildlife corridors will contribute to the important views that surround Fulbourn.

Fig. 12. Community aspirations for a green infrastructure network

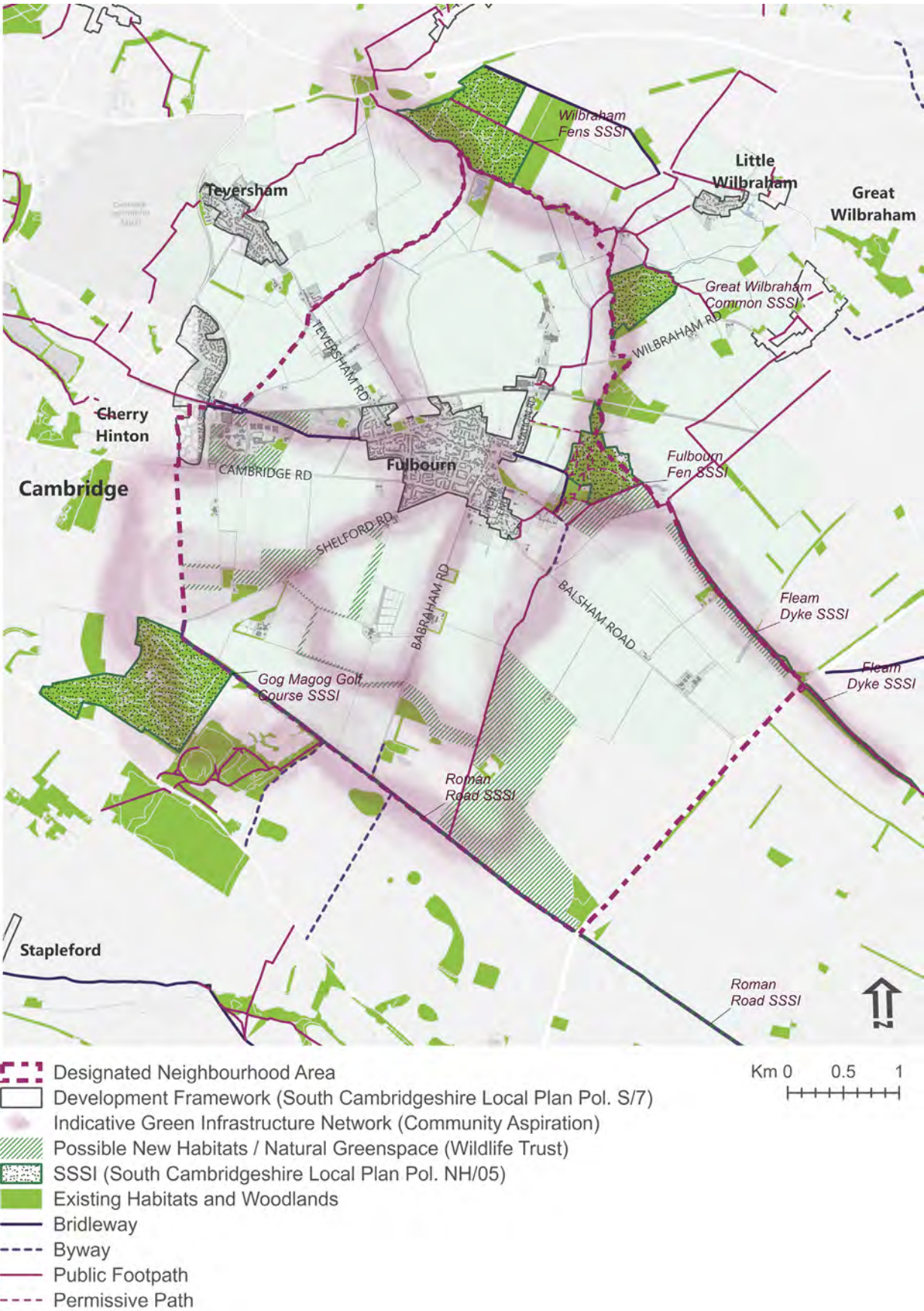




Fig. 13. Community aspirations for a green infrastructure network within the village



- Designated Neighbourhood Area
- Development Framework (South Cambridgeshire Local Plan Pol. S/7)
- Indicative Green Infrastructure Network (Community Aspiration)
- SSSI (South Cambridgeshire Local Plan Pol. NH/05)
- Existing Habitats and Woodlands
- Possible New Habitats / Natural Greenspace (Wildlife Trust)
- Other Green Spaces
- Bridleway
- Byway
- Public Footpath
- Permissive Path

## Policy FUL/04. Protection and Enhancement of the Natural Environment

1. As appropriate to their scale, nature and location development proposals should incorporate measures to protect and where practicable enhance existing natural features and demonstrate:
  - a. A development form and design which respects and enhances local natural features and has applied the design principles and guidance in the Fulbourn Village Design Guide (2020) or any document that supersedes it.
  - b. Net biodiversity gain through species rich planting, including where possible the inclusion of larger tree species and hedgerows as part of the development.
  - c. Retention and where possible enhancement of existing habitats and habitat connectivity including the provision of wildlife friendly hedges/fences to provide movement corridors for small animals.
  - d. Retention and protection of existing mature trees and provision for succession planting, where space allows, and enhancement of village character and biodiversity through the planting of new street trees of appropriate species and size.
  - e. Appropriate planting to include trees and shrubs that are native, typical of the countryside or commonly found locally, avoiding the use of ornamental trees which are not in keeping with local character (see Appendix 2 for reference).
  - f. Incorporation of integral bird boxes and bat boxes.
2. Where appropriate, development proposals should seek to incorporate the following measures to ensure that their design and layout will respect and enhance the village landscape:
  - a. Locally appropriate trees and shrubs used to frame views and where relevant create a transition ('soft edge') between the village and the open countryside.
  - b. Green buffer between new development and the existing built-up areas of the village to be designed to respect the privacy of residents and the landscape setting of the village whilst not isolating the new development.
  - c. Sustainable drainage systems (SUDS) as an integral part of the development taking inspiration from traditional ditches and watercourses and contributing to the biodiversity of the site through appropriate planting and long-term management and maintenance.

## 8. Local Green Spaces and Amenity Areas

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Protecting the rural setting and enhancing biodiversity and landscape features is essential to the character and distinctiveness of Fulbourn. Policy FUL/05 seeks to assist this process by identifying Local Green Spaces and Protected Village Amenity Areas, corresponding to landscape and biodiversity assets meaningful to the community.

### Rationale and Justification

- 8.1 The NPPF allows neighbourhood plans to identify Local Green Space designations. The designation should be used where the land is not extensive, is local in character and reasonably close to the community it serves; and, where it is demonstrably special, for its beauty, historic significance, recreational value, tranquillity or wildlife. Local Green Space are intended to be protected from inappropriate development as intended by the policies protecting green belts.
- 8.2 The South Cambridgeshire Local Plan (2018) identifies the Victorian Garden as a 'Local Green Space' (LGS - South Cambridgeshire Local Plan Policy NH/12). Other places, like Poor Well, The Horse Pond, St Vigor's churchyard and the primary school playing field are identified as 'Protected Village Amenity Areas' (PVAA - South Cambridgeshire Local Plan Policy NH/11), which identifies undeveloped land that should be retained and where development will not be permitted if it would have an adverse impact on the character, amenity, tranquillity or function of the village.
- 8.3 The Neighbourhood Plan identifies additional areas of local significance which are either demonstrably special (and therefore designated as Local Green Spaces) or important to be retained as open spaces and tranquil areas and designated as Protected Village Amenity Areas<sup>25</sup>. These are:

#### Local Green Space - LGS

- a. Pound Green - of historical significance and containing the Fulbourn War Memorial; it is in a central setting close to St Vigor's Church and the High Street with seating in an informal green area with mature trees (3,560 sqm).
- b. Fulbourn Hospital Old Cemetery – open parkland part of the heritage setting of Fulbourn Hospital and essential for the setting of Fulbourn and Cambridge (1.1 ha).

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<sup>25</sup> Assessment of LGSs and PVAAs available in Evidence Paper EV3 and EP4 and <https://tinyurl.com/Fulbourn-NP> (EV350)

### Protected Village Amenity Areas - PVAA

Fulbourn has several small green spaces within the village neighbourhoods and at the entrances to them. These are important features that provide a contrast to the built form and give a sense of being in a village rather than an urban or suburban area. They make a significant contribution to village character and amenity with habitat opportunities for wildlife and include:

- c. Saint Vigor's Road - green space and community orchard (2,900 sqm)
- d. The Swifts – garden and playground (2,890 sqm)
- e. The Haven – natural greenspace with mature trees (1,415 sqm)
- f. Caraway Road/Bird Farm Road - neighbourhood green space (2,220 sqm)
- g. Cherry Orchard – neighbourhood green space (730 sqm)
- h. Huntsmill – neighbourhood green space (2,470 sqm)
- i. Almshouses Lawn – green heritage setting (1,440 sqm)
- j. Manor Walk Greens – neighbourhood green space (860 sqm)
- k. Home End Green – neighbourhood green space (800 sqm)

- 8.4 The designated sites are identified in the Fulbourn Neighbourhood Plan Policy Map (Fig. 9) and in Fig. 14/ Fig. 15.
- 8.5 Policy FUL/05 follows the matter-of-fact approach in the NPPF. In the event that development proposals come forward on the Local Green Spaces within the Plan period, they can be assessed on a case-by-case basis by the District Council. In particular, the District Council will be able to make an informed judgement on the extent to which the proposal concerned demonstrates the 'very special circumstances' required by the policy.
- 8.6 Key existing relevant policies are:
  - South Cambridgeshire Local Plan NH/11: Protected Village Amenity Areas
  - South Cambridgeshire Local Plan NH/12: Local Green Space

### Community Perspective

- 8.7 In the questionnaire survey circulated in July 2019 residents were asked their opinion on the statement "Open green spaces within the village and the nature reserve are important features for recreation, relaxation, places for wildlife and contribute to the villager residents' overall quality of life (Q3). Of the 123 respondents, 98% said they "agreed" or "strongly agreed" with the statement while 2% were "neutral" and none "disagreed" or "strongly disagreed".
- 8.8 The Fulbourn Village Design Guide produced in 2020 and based on community workshops identified that characteristics valued by participants included Fulbourn's mature trees, hedges, green spaces, streams drainage ditches and the biodiversity within the village itself.



- 8.9 In the research done for the Parish Plan in 2008/09 residents were asked “What do you think could be done to protect and encourage wildlife in Fulbourn (Q68) residents were asked to rank a number of possible measures, which included “Promote wildlife within the built-up area” and 78% of respondents (777) said “worth doing” or “very important”.

### Policy FUL/05. Local Green Space and Protected Village Amenity Areas

1. The following sites (as shown on Fig. 9, Fig. 14, Fig. 15) are designated as Local Green Spaces:

- a. Pound Green
- b. Fulbourn Hospital Old Cemetery

Development proposals within the designated local green spaces will only be supported in very special circumstances.

2. The following sites are designated as Protected Village Amenity Areas in accordance with South Cambridgeshire Local Plan Policy NH/11 (identified in Fig. 14):

- c. Saint Vigor’s Road Green Space
- d. The Swifts Green Space
- e. The Haven Green Space
- f. Caraway Road/Bird Farm Road Green Space
- g. Cherry Orchard Green Space
- h. Huntsmill Green Space
- i. Almshouses Lawn
- j. Manor Walk Greens
- k. Home End Green

Development proposals within or adjacent to the designated PVAAs which would have an adverse impact on the character, amenity, tranquillity or function of the Area concerned will not be supported.

## Community Aspirations

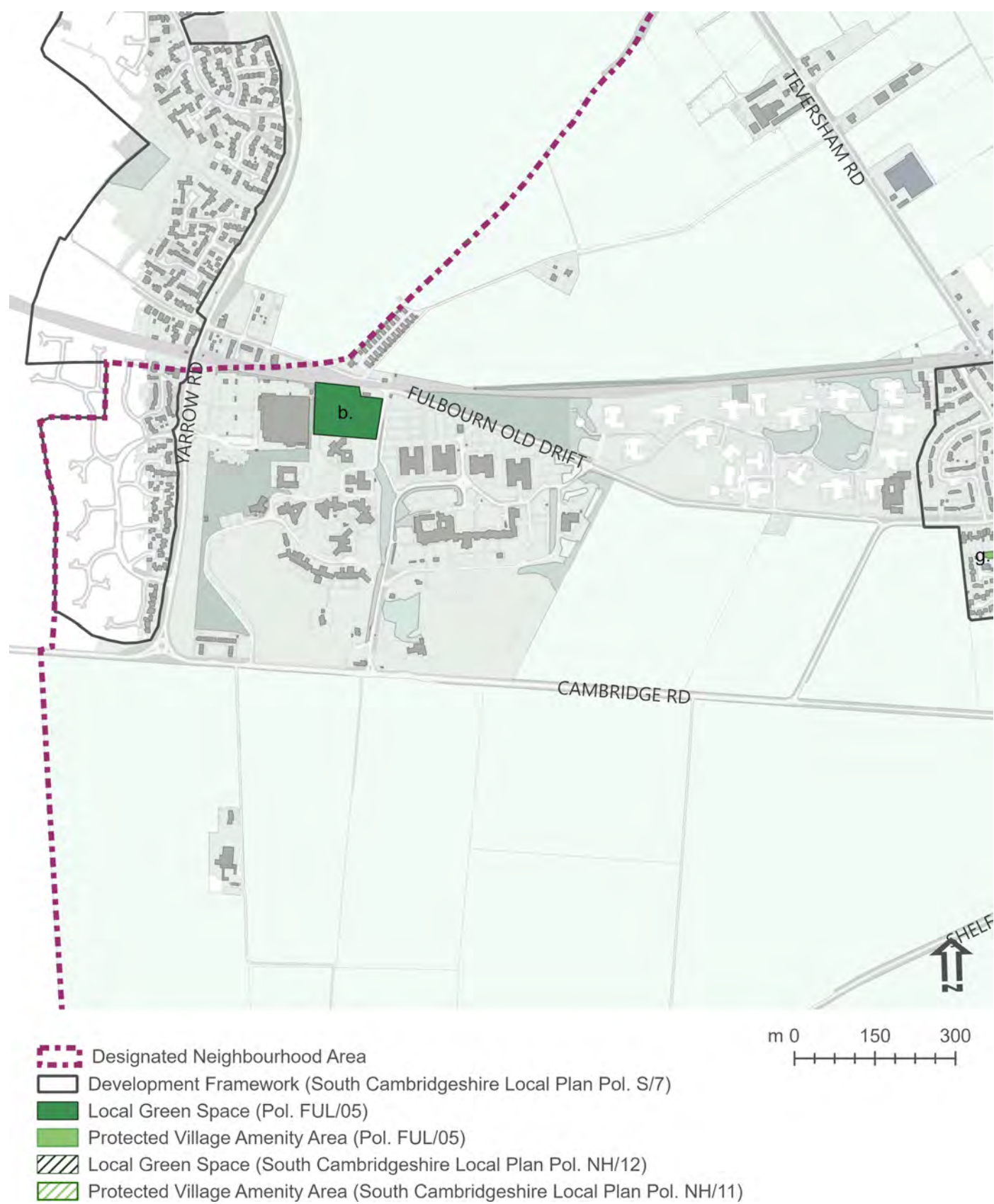
The community would like to see further improvement to biodiversity and wildlife throughout the village, beyond the protection and enhancement of natural features through development and the designation of protected green spaces. Desirable measures include:

- Enhancing and managing existing green spaces for greater wildlife benefit while having regard for the amenity and social uses of the areas.
- Managing grass verges for enhanced wildflower displays.
- Producing a community leaflet 'Gardening and Wildlife' for new residents and less expert village gardeners.

Fig. 14. Designated Green Spaces within the Development Framework



Fig. 15. Designated Green Spaces outside the Development Framework (west of village)





## 9. Village Character

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Policies FUL/06 to FUL/08 aim to ensure that the unique characteristics of Fulbourn - resulting from more than a thousand years of human activity interacting with the natural and productive landscape - are maintained and, where possible, enhanced for the enjoyment of future generations. Therefore, it is important that local distinctiveness is prioritised in every element of change.

### Rationale and Justification

- 9.1 Fulbourn village is a settlement that has existed for more than a thousand years and the visual environment of the area includes features that reflect this history. Many buildings within the village have existing structures that date to the 15<sup>th</sup> century with foundations going back several hundred years more. The village is surrounded by the sites of medieval manors, Fleam Dyke dating from the 3<sup>rd</sup> century and the Roman Road dating from the 1<sup>st</sup> century. Victorian architecture is represented by the Cow Lane water pump engine house (now converted to offices), the original Fulbourn Hospital and the Almshouses (see Fig. 4 for location of Listed Buildings). Many of the green spaces within the village are vestiges of previous common land.
- 9.2 To preserve and enhance this rich tapestry of architectural and environmental legacy it is important that future developments, while contemporary, also respond to and borrow from these cues. This will be expressed in the shapes of buildings, their positioning, materials and spacing. The layout of new groupings of buildings needs to be inspired by the type of open spaces that are characteristic of the area.
- 9.3 The Fulbourn Village Design Guide (SPD 2020) provides important guidance and exemplifications for new development, infill, and for the enhancement of public spaces such as streets and lanes. Development should demonstrate to have considered and responded to the requirements of the Fulbourn Village Design Guide.
- 9.4 Designs for changes within existing areas or for new developments need to be contextual and consider:
- **The existing built environment** in terms of building design, materials, size, spacing and relationship with other local buildings.
  - **The local environment**, both natural and farmed, the topography, water courses, trees and vegetation.
  - **The historical context** of the site, the materials traditionally used in the area and the general appropriateness.

- 9.5 This approach does not need to preclude contemporary design and materials, in fact the use of sustainable materials and innovative technologies is encouraged. However new developments need to exist in harmony with the existing village character, so they become 'part of the greater whole'.
- 9.6 The Fulbourn Village Design Guide identifies different character areas, broadly corresponding to the different periods and types of development (see Fig. 16 for reference). These are:
- a. High Street Character Area – part of the main Fulbourn Conservation Area and the traditional heart of the village, including traditional shops, the church, the manor and the almshouses. Many streets are narrow, often with frontages directly at the back of the pavement and buildings of many periods with fieldstone or rendered facing materials and steeply sloped clay or pantile roofs.
  - b. Apthorpe Street-Cow Lane- Pierce Lane Character Area – mostly part of the main Conservation Area and for most people what defines the image of Fulbourn: a winding loop of lanes with diverse buildings of many periods yet with unity in scale, simplicity of detailing and use of traditional materials. It has informally aligned frontages with gateposts and well defined walls, picket fences or hedges defining most front gardens and many big trees.
  - c. Home End Character Area - one of the oldest parts of Fulbourn and entirely in the main Conservation Area. It presents a small green, thatched cottages and a Victorian pub, with many aspects of the old farming village: thick hedgerows and majestic oaks are interspersed within a mix of buildings, with cottages, old houses, community halls, farming and production buildings framed by flint walls and simply decorated gate posts.
  - d. Station Road Character Area - a linear development leading to the former rail station site and the farms / business area beyond. It has houses of different styles and periods, from Victorian to recent times with deep and lush front gardens on the eastern side and long back gardens with a green edge towards the west. It is a narrow street which ends up being dominated by cars and parking.
  - e. Residential Estates - including planned estates built from the 1930s/1940s, with the majority taking place in the 60s. Estate development introduced large groups of houses of similar design for the first time, along streets designed to new highways standards, with styles and materials more typical to the suburbs of Cambridge than Fulbourn. With time, the estates have partly matured adopting some of the positive features of the village, a process of diversification which should be encouraged.
  - f. Poor Well Character Area - This is a unique highlight in Fulbourn and partly in the Conservation Area. It has links to the heritage of water management and fenland agriculture; it brings nature directly into the village. The tall trees and green aspect of Cow Lane at this location provide a memorable image of the village within trees. It contains small industrial buildings and the grand Victorian building of the former Cambridge Water Company.

- g. Ida Darwin Site - The site, within the Green Belt, was initially developed in the 1960s to provide care for young mental health patients, whose healing was aided by the choice of location within the countryside. Nature is dominant, with buildings connected by quiet, superb parkland and trees. The site is due for redevelopment and the green legacy should be its main feature in future.
- h. Fulbourn Hospital / Business Park / Supermarket Area – mainly a Conservation Area and the location of Fulbourn Hospital, a grand Victorian institution, built in mansion-style in the then open countryside. The original building (Victoria House) retains its parkland setting and the frontage on Cambridge Road if fully planted, keeping the visual separation from Cambridge. More recent development adopted the style of urban fringes with unsympathetic commercial buildings and extensive car parks whose presence on Fulbourn Old Drift should be mitigated and enhanced.

9.7 The Fulbourn and Fulbourn Hospital Conservation Area Appraisal (2021)<sup>26</sup> provides additional detail of the character and materials typical of the village Conservation Area. It also stresses the importance of the parkland quality of the Fulbourn Hospital Area: “a rich landscape setting in which the buildings take on a more subdued appearance.”

9.8 The essential character of Fulbourn is a product of both its history and its current activities; it is an interplay of landscape, architecture and green spaces that is fondly appreciated by its residents and greater than the ‘sum of its parts’. For the purpose of the Neighbourhood Plan (Policies FUL/06 to FUL/08) it is expressed in terms of:

- Street and lane layout.
- The countryside within the village.
- Architectural and building character.
- ‘Soft edges’ and transition between village edge and outer fields.

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<sup>26</sup> [Adopted Fulbourn and Fulbourn Hospital Conservation Area Appraisal 2021 \(greatercambridgeplanning.azurewebsites.net\)](https://greatercambridgeplanning.azurewebsites.net)

Fig. 16. Character Areas: for reference - from the Fulbourn Village Design Guide (2020)

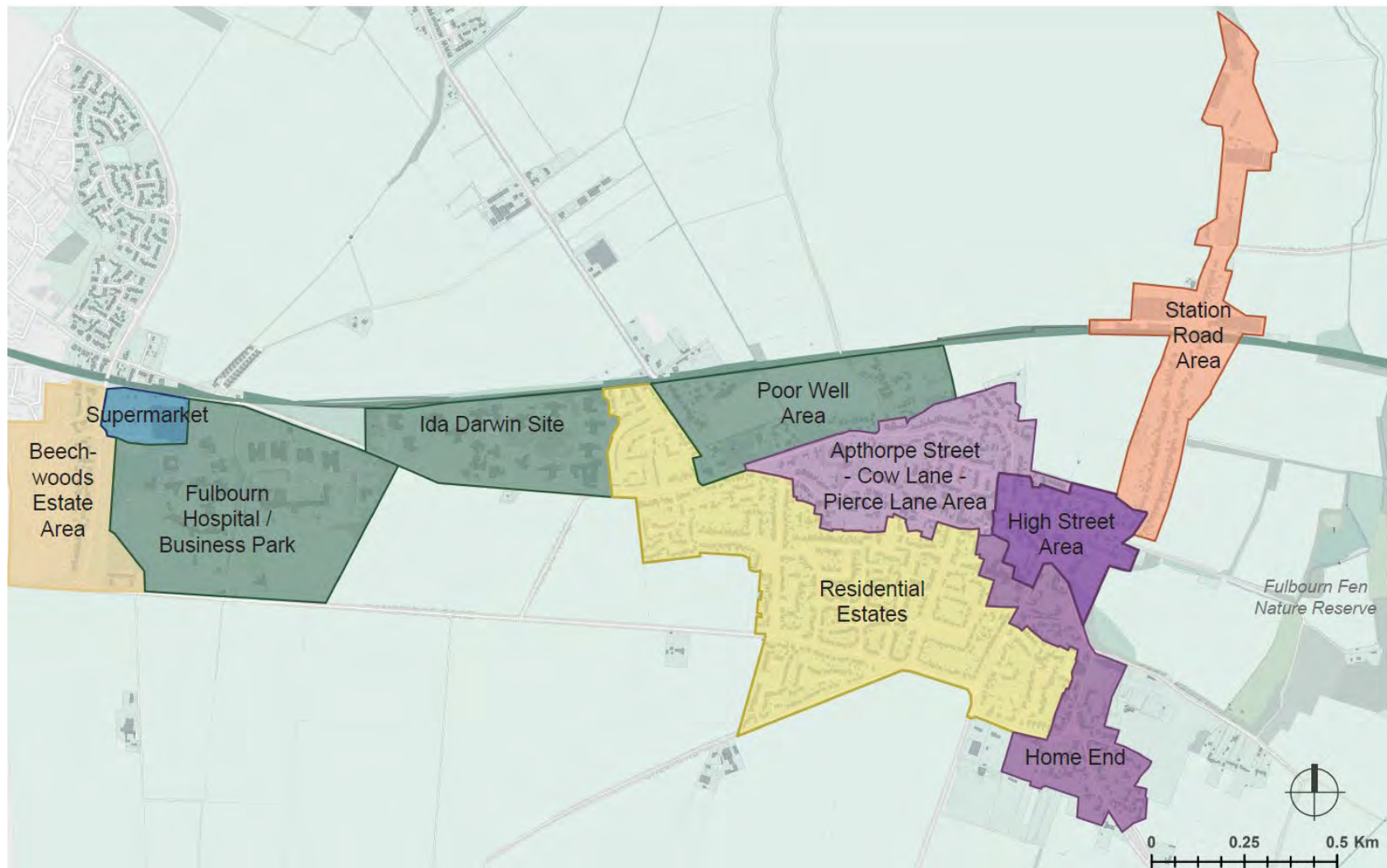




Fig. 17. The character of Fulbourn: low rise, diverse, simple and immersed in trees



## Building Character

- 9.9 The architectural style of Fulbourn is not homogeneous as it reflects an organic process of village development that has extended over several hundred years. Thatched 15<sup>th</sup> century cottages are located adjacent to Victorian industrial design and 20<sup>th</sup> century housing. However, there are commonalities in terms of architectural approach, particularly in terms of scale and height of the buildings, particularly within each Character Area (see Paragraph 9.6).
- 9.10 Buildings in Fulbourn usually have simple forms and features, and the character comes from the horizontal proportions, two stories at most, and diversity created by irregular building alignment and prominent roofs. Pale Cambridgeshire bricks or renders in white / natural colours are prevalent, with wood used for the doors and details.
- 9.11 Larger buildings are rare, often discretely set within a large plot. The 3-storey flats on the Swifts are an exception and they introduce a suburban model and a departure from the typical character of the village. New development in future should avoid suburban models and get inspiration from the more typical characteristics of the village.
- 9.12 Also, very important to local character are the details associated with buildings such as traditional boundary walls, gates and posts, and in the simple arrangements for the doors and windows (well-illustrated in the Fulbourn Village Design Guide SPD).
- 9.13 Soft edges are a typical feature of many villages and Fulbourn as well. While the Development Framework appears compact and linear on an aerial photography, on the ground the edges are typically blurred, characterised by semi-natural planting and irregular building alignments, thus presenting a natural and soft edge towards the fields, rather than an urbanised frontage.

## Streets

- 9.14 The streets and lanes of Fulbourn reflect historical factors such as old boundaries, physical features and whim. The result is not necessarily a road system that matches current standards or norms of traffic, but it is an inherent part of the character of the village. Streets and lanes serving the village are often narrow, winding and 'surprising' with unexpected views and interesting buildings. Fulbourn is fortunate in that many of the village roads have ample verges, big trees and small green spaces at various places within the village.
- 9.15 Future streets and lanes should be designed to match current character as far as possible, enabling residents to get around as pedestrians or cyclists in a pleasant and distinctive village environment which prioritises sustainable and active modes of transport (see Section 13 – Sustainable Transport and Mobility).

Roads, footpaths and lighting should adopt material with low environmental impact, which offer easy long-term maintenance.

- 9.16 Planting within the village is a very important part of the character of the public spaces, with many magnificent tall trees and mixed hedges. Typical trees are those of the traditional deciduous countryside: oaks, ash, horse chestnuts, beech, etc. while hedge planting includes those species that are now recognised as essential wildlife habitats. Ornamental mid-sized trees are not prevalent and should be avoided in future, while fruit trees have recently been planted in the community orchard on the green by St Vigor's Road (see Appendix 2 for a list of trees considered typical of the village).

### **Specific Locations**

- 9.17 The High Street is the heart of Fulbourn. It is entirely in the Conservation Area and includes various listed buildings, a range of local shops and the 16th century Six Bells pub. Like all historic high streets in the country, it is vulnerable from changing shopping habits and it is under pressure from vehicular movement and parking. Section 14 describes village aspirations for the continuing success of the High Street as a key destination and focal point within the village.
- 9.18 Development within Capital Park and the area of Fulbourn Hospital should respect and enhance the parkland setting of the original buildings, and contribute to the protection of the setting and individuality of Fulbourn (see Policy FUL/01 and FUL/02). It is important that they retain extensive tree cover, reduced car parking hardstanding and reuse or repurpose of existing buildings as a priority. Any redevelopment should adopt well-designed discretely set new buildings of the same scale.
- 9.19 Key existing relevant policies and planning documents by South Cambridgeshire District Council are:
- South Cambridgeshire Local Plan HQ/1: Design Principles
  - South Cambridgeshire Local Plan NH/8: Mitigating the Impact of Development in and Adjoining the Green Belt
  - South Cambridgeshire Local Plan NH/14: Heritage Assets
  - South Cambridgeshire Local Plan NH/9: Redevelopment of Previously Developed Sites and Infilling in the Green Belt
  - Fulbourn Village Design Guide SPD (2020), which gives specific design guidance on the elements of local character in Fulbourn.
- 9.20 In future, changes to national planning policy will require the preparation of a Design Code for the village as a whole and design codes for large development schemes (above 10 houses). This will need to expand on the guidance of the Fulbourn Village Design Guide (2020) and provide clear parameters to ensure

quality contemporary development that contributes to local character and enhances the village.

## Community Perspective

- 9.21 Inevitably views about the character of the village, its buildings and its landscape setting can be subjective. It seems reasonable, however, to conclude from the responses to the Parish survey for the Parish Plan in 2008/9 and those from the 2019 survey that the principle of maintaining and enhancing the quality of the present character of the village is widely supported.
- 9.22 The support for the Fulbourn Village Design Guide during its preparation is an additional confirmation that there is a common appreciation of the character of the village that is valuable and worthy of protection, and that this character is adequately captured in the Guide.

### Policy FUL/06. Protecting and Enhancing Village Character

1. Development should respect and contribute positively to the character areas and setting of Fulbourn through the application of the design principles and guidance in the Fulbourn Village Design Guide (2020), South Cambridgeshire District Council's Design Guide and any documents that supersede or complement these documents.
2. As appropriate to their scale, nature and location, new development, including infill and house alterations, will be required to demonstrate that they have had regard to the historical development and character of Fulbourn as defined in the Fulbourn Village Design Guide (2020), and propose an appropriate design response which takes into account:
  - a. The layout of local streets and lanes – see also Policy FUL/08.
  - b. Local architectural and building heights, form and features – see also Policy FUL/07.
  - c. Type and style of tree planting and hedgerow species within the village in both street verges and property boundaries.
  - d. Softer outer village edges with fragmented built frontages set in the landscape with additional hedgerow and tree planting and no visually prominent buildings.

(continues...)



(... from previous)

3. New developments which incorporate creative and contemporary design will be supported which take account of local character and the prevailing characteristics of the Character Areas identified in the Fulbourn Village Design Guide (2020) and where this would not impact on designated and non-designated heritage assets. In areas which do not reflect the essential village characteristics of Fulbourn, new development should seek to improve the appearance of the area in accordance with the guidance set out in the Fulbourn Village Design Guide.
4. The effect of an application on the significance of a non-designated heritage asset as identified in the Fulbourn Conservation Area Appraisal (or any documents which update or supersede that Appraisal) should be taken into account in determining the application. In weighing applications that directly or indirectly affect non-designated heritage assets, a balanced judgement will be required having regard to the scale of any harm or loss and the significance of the heritage asset.

## Community Aspirations

The community would like to see further improvement to the character and heritage of the village, for example by:

- Ensuring the safeguarding and reuse of Listed Buildings for their architectural and historic interest.
- Consideration of recording as Assets of Community Merit other important buildings not listed as being of architectural or historic interest.
- Consideration of ways in which the setting and environment of the Conservation Areas can be sustained and enhanced in future.

## Policy FUL/07. Building and Landscape Design

1. As appropriate to their scale, nature and location development proposals, including infill, extensions and housing alterations, should be of a high design quality and respond positively to the design principles and guidance set out in the Fulbourn Village Design Guide (2020).
2. In particular, new development should adopt the following design criteria:
  - a. **Height-** Building heights should be in keeping with the character of Fulbourn as a 'village among trees'. The maximum height of new development should be predominantly 2 storeys or 8.5m from ground to ridge. A limited number of 2.5-3 storey buildings will be supported where it can be demonstrated that they are appropriately sited and would relate positively to local character and would not impact on the landscape setting of the village. Any 2.5-storey buildings should include an upper floor plan significantly smaller than the floors below and with a window or dormer fully contained within the roof area. Exceptions to the maximum indicative height may also be considered in the case of non-residential buildings which may have larger floor to ceiling heights subject to the prevailing local character and context.
  - b. **Density-** Net density (as defined in the South Cambridgeshire Local Plan) should not exceed 30 dwellings per hectare in any particular part of the development, unless it can be demonstrated that the proposed higher density would be appropriate through a design-led approach which responds positively to the character of the locality and is in accordance with other policies in this Plan.
  - c. **Built form-** Buildings should be informally aligned and avoid forming unbroken and regular perimeter blocks. A variety of building types should be provided, designed with coherent scale, massing, detailing and materiality that respects local character and context. Individual buildings should use a simple palette of vernacular materials. The use of different materials, contrasting colours and styles that have no architectural links with the village should be avoided.
  - d. **Parking-** The visual impact of parking spaces and garages and electric charging points for cycles and vehicles should be minimised through appropriate siting and landscaping. Storage for refuse and recycling bins and cycles, together with other infrastructure such as meter boxes should be integrated into the design within appropriate enclosures.
3. New development shall respect and enhance the village landscape and its wider setting in accordance with Policy FUL/04.

(continues...)

(... from previous)

4. Proposed alterations or extensions to existing dwellings should comply with the following design criteria:
  - a. Building and site boundaries are sensitively treated to avoid over-development and adverse impact on the character of the local area and the existing street scene.
  - b. Where the existing building has significant architectural or historic interest, proposed extensions must be sensitively designed and not dominate the original building and context.
  - c. The design of the extension adds quality and interest to the original building and where appropriate a contemporary design approach has been considered.
  - d. The selection of high-quality materials reflects the existing building and the character of the local area.
5. Development proposals for new housing and non-residential uses on appropriate sites, including infill and windfall sites, will be required to demonstrate that the proposals are:
  - a. In scale with neighbouring developments.
  - b. In keeping with the character and local context or provide an opportunity to strengthen the design quality of the village and a positive precedent for future development.
  - c. Integrating well with the wider village through the provision of green infrastructure and pedestrian and cycle connections.



Fig. 18. The character of streets and planting in Fulbourn



## Policy FUL/08. Village Street and Lane Layout

1. Development proposals should respond positively to the character of the existing streets and lanes in general, and their green aspect, scale, width and alignment in particular.
2. New development proposals that include alterations to existing streets, roads, lanes, pedestrian passages and spaces or new street layouts should apply the design principles and guidance in the Fulbourn Village Design Guide (2020). In particular, the detailed design of new street layouts should:
  - a. Adopt the positive characteristics of the village streets and lanes, including the prevailing proportions of road to green verges.
  - b. Create street networks as a natural extension of the village with informal interconnected streets, lanes and spaces and avoid forming rigid and regular grid layouts.
  - c. Align streets and public spaces so that open views from within the village towards the countryside and local landmarks are retained and enhanced.
  - d. Minimise the use of associated lighting and other street furniture.
  - e. Make use of traditional kerbstones and follow the kerb free character of many village streets and lanes.
3. Development proposals on or adjacent to the High Street should enhance its pedestrian-friendly character and scale, and its role as the commercial and social centre of the village.
4. Materials used in the surfacing of roads and footpaths and associated lighting should have a low environmental impact and provide for effective long-term maintenance.

## Community Aspirations

The community considers that the public areas of the village (its 'public realm') requires additional improvements, by:

- Instigating improvements to the road and pavement space in the High Street to provide enhanced amenity, safety for pedestrians and cyclists while retaining parking spaces.
- Working with landowners and businesses to raise the experience of visiting the High Street for shopping, eating and drinking and social interaction.
- Working with the Highway Authority and the District Council to achieve these aspirations taking advantage of government and other grant schemes.



## 10. Residential Development

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The Neighbourhood Plan recognises that major new housing developments are already underway, adding around 15% to the number of dwellings in Fulbourn and exceeding assessed needs. Policy FUL/09 sets out the key requirements for larger residential development, while Policy FUL/10 aims to guide the design of all housing development so that they make a positive contribution to the village.

### Rationale and Justification

- 10.1 Housing demand is a pressing issue for Cambridge and areas surrounding the city. The South Cambridgeshire Local Plan (2018) classifies Fulbourn as a Minor Rural Settlement (Policy S/9), where “an indicative scheme size of 30 dwellings will be permitted’ within the Development Framework of the village. In addition, it allows redevelopment for residential use of the Ida Darwin site, outside the Development Framework and in the Green Belt (Policy H/3) subject to a careful assessment of the sensitive site. This allocation is of very significant scale for a village location, leading to the approval of development of 203 new housing units.
- 10.2 The evidence base being prepared for emerging Greater Cambridge Local Plan (as of spring 2021) confirms that Fulbourn is unlikely to be considered a strategic growth location for Cambridge even in the future local plan: Option 5 (dispersed development, including the villages) is clearly identified as the least sustainable alternative to accommodate growth and the retention of strategic countryside gaps (including the one that separates Fulbourn from Cambridge) is important to direct growth in a sustainable way<sup>27</sup>.
- 10.3 Planned and recent housing provision includes 14 affordable dwellings recently built in Balsham Road and up to 313 dwellings with planning approval at the Ida Darwin site and Teversham Road (see Fig. 19). This scale of development exceeds the requirements of the South Cambridgeshire Local Plan up to 2031 and the likely expectations of strategic growth emerging from the Greater Cambridge Local Plan. It also represents a housing growth in Fulbourn of 15%: a significant level of change for a village community, which will require time for successful integration.
- 10.4 In addition, no further brownfield sites or significant sites are available within the Development Framework and outside the Green Belt. For this reason, no

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<sup>27</sup> Greater Cambridge Local Plan, [Development Strategy Options](#) – Summary Report (Nov. 2020) and Greater Cambridge Local Plan [Strategic Spatial Options Assessment](#): Landscape & Townscape (Nov. 2020)

additional sites for housing have been allocated by the Neighbourhood Plan within this plan period.

### **Local Stock and Assessed Need**

- 10.5 The housing stock within Fulbourn has changed little since the time of the Village Plan survey in 2009. The increase from 2021 properties in 2010 to 2185 in 2018 was mainly due to the increase in number of smaller properties within the Swifts development, which replaced the former 1960s Windmill Estate.
- 10.6 The analysis conducted in 2009 for the Parish Plan indicated that in 2009:
- 37% of dwellings were detached houses, 32% semi-detached, 19% bungalows and 8% terraced houses. This proportion will have altered slightly since then, with a small proportion of apartments and more terraced properties in the Swifts.
  - Around 30% of households lived in rented accommodation, according to the Census of 2010, half of which were socially rented.
- 10.7 A housing needs survey was carried out by Cambridge ACRE in December 2015<sup>28</sup>. This indicated a need for additional 79 affordable units. This was made up of 57 units required on the South Cambridgeshire District Council Housing register and 22 units identified through survey. In addition, the survey indicated a further 23 households looking to buy their first home, downsize or upsize on the open market.
- 10.8 The District Council's needs assessment has indicated that in Fulbourn approximately 34 new household units are needed by 2031.
- 10.9 Both these assessed needs are much lower than the housing development that is underway since the assessments were made.

### **The Ida Darwin and Teversham Road Sites**

- 10.10 These two sites have outstanding planning permissions. The quality of their development will have a major lasting impact on Fulbourn, and it is natural that aspirations are high. The Fulbourn Village Design Guide (SPD 2020) gives detailed design guidance. Policy FUL/09, which refers to major development, should also be considered as appropriate in all future planning decisions. For the Ida Darwin development, Policy FUL/01 is also relevant.
- 10.11 At the Ida Darwin site it is important to consider:

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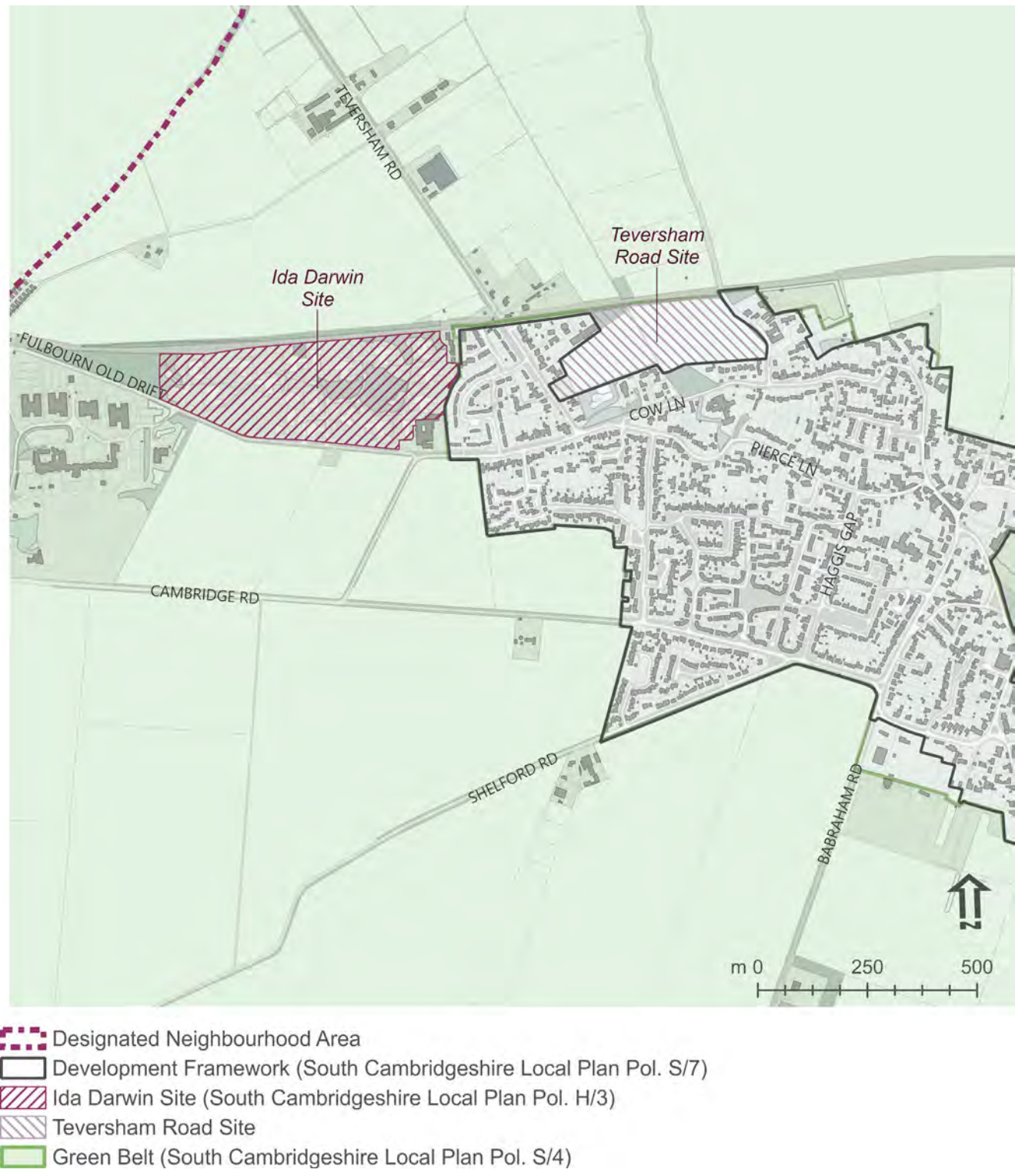
<sup>28</sup> Fulbourn Housing Needs Survey (ACRE) Dec2015 - EV270 at <https://tinyurl.com/Fulbourn-NP>

- a. Visual separation from Capital Park through a planted and permanently retained green wedge retained as a natural greenspace.
- b. Retention of the prevailing openness of the Green Belt.
- c. Retention and enhancement of views across open countryside, across the site, and towards the Windmill to the south.
- d. Integration (physical and functional) with the village.
- e. Pedestrian and cycle connections along Fulbourn Old Drift linking Fulbourn village with the Beechwoods Estate and the bus transport hub at the Tesco Superstore.
- f. A clear approach to reducing the need to travel by private vehicle and support for low carbon mobility.

10.12 Any development of land at the proposed Teversham Road site, south of the railway line, shall consider in particular:

- a. There is no degradation of the natural wetland ecosystem associated with the natural spring at Poor Well, the chalk stream and associated wetlands.
- b. There is an effective and sustainable drainage scheme for this low-lying site in perpetuity, including future-proofing for the challenge of the climate emergency.
- c. The vistas to the surrounding countryside from Poor Well are retained, including provision to conserve and enhance the existing flora and fauna.
- d. Design and layout of the site promoting integration (physical and functional) with the village.

Fig. 19. Location of the Ida Darwin and Teversham Road sites due for development



## Other residential development

- 10.13 Fulbourn has traditionally grown and changed through small scale infill development and regeneration within the village Development Framework. This is welcome whenever it makes a positive contribution to local character (see Section 9 - Village Character) and has no negative impact on the street as a result of vehicle movement or parking.
- 10.14 The Neighbourhood Plan places additional requirements on 'large developments', because of their potential impacts upon the village. These are defined as any development above 10 units. This is consistent with:
- The NPPF, which defines a Major Housing Development as one with 10 or more units, or one with fewer units but with a site area of 0.5 hectares or more.
  - The South Cambridgeshire Local Plan which places additional requirements for all developments of 10 or more units or 1,000m<sup>2</sup> of floorspace in case of mixed-use.
- 10.15 In Fulbourn, large developments will have a significant impact upon the village and will be required to be of exceptional design, make positive contributions to the needs of the village and to significantly enhance its character and their immediate setting through high standards of architecture and landscape design and through improvement of their surroundings.
- 10.16 Proposals should include a clear approach to deal with climate change, in accordance with the Policies of the South Cambridgeshire Local Plan, and with best practice. In Fulbourn, it will be very important to consider drainage issues, green roofs and walls, energy efficiency, tree cover and measures to reduce the carbon footprint of travel by reducing the need to travel, providing enhanced walking and cycling facilities and, where appropriate, shared electric vehicles.
- 10.17 All development, of any scale, should adopt good design principles, high sustainability standards and positively respond to the guidance of the Fulbourn Village Design Guide (2020) and its successor documents.
- 10.18 In the event that a developer is required to contribute to the provision of social and community infrastructure to meet the needs arising from residential development, these contributions will be directed in preference towards increasing and strengthening the existing facilities and amenities which serve the village as a whole and to support community integration. The provision of new facilities to serve only new development will actively be discouraged.



## Community Perspective

10.19 Local residents suggest that new housing should consider measures that can help address the following issues<sup>29</sup>:

- The needs of an aging local population, with 28% of the villagers over 65 and only 17% under 14.
- Affordability for existing residents looking to stay within the village.
- Ensuring that local residents and workers have access to local properties where possible.

10.20 Local employers indicate that affordability of housing accommodation is a major obstacle for recruiting and ultimately business success<sup>30</sup>.

10.21 At the time of the Parish Plan (2009), residents expressed very consistent views on the pressures faced. These are evident in the following quotes;

- “Currently living in rented housing association property and finding it very difficult to find any properties in the local area at all. Despite my children (opposite sex) having to share a room, there is little chance of us moving to a more adequate home, due to the lack of local accommodation to rent.”
- “Not enough rented houses being built on the Windmill Estate (now The Swifts).”
- “We need more low-cost housing for our children and young people who have been born and brought up in the village.”
- “My children had to move away from the village as no affordable housing was available: plenty of luxury housing... where’s housing for first time buyers and rented/shared?”
- “Priority for housing must be given to village family members, which helps maintain community values.”

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<sup>29</sup> Survey results, Parish Pump Questionnaire, 8July2019 - EV621 at <https://tinyurl.com/Fulbourn-NP>

<sup>30</sup> Fulbourn NP Business Survey - EV505, 506, 507 at <https://tinyurl.com/Fulbourn-NP>

### Policy FUL/09. Larger Residential Development (10 or more units)

1. Larger housing developments should address local housing needs and promote well-integrated and inclusive communities through:
  - a. Delivering an appropriate housing mix taking into account local needs and circumstances, in accordance with South Cambridgeshire Local Plan Policy H/9; and
  - b. Delivering at least 40% affordable houses in accordance with South Cambridgeshire Local Plan Policy H/10 with a mix of affordable housing tenures determined by local circumstances at the time of granting planning permission.
2. As appropriate to their scale, nature and location larger housing development should also make a demonstrable contribution to sustainable development through:
  - a. Providing a Building for a Healthy Life assessment or other appraisal system.
  - b. The incorporation of appropriate energy generation technology (solar PV, solar thermal, heat pumps, etc.).
  - c. The inclusion of wildlife friendly gardens and the provision of guidance on promoting biodiversity to new residents.
  - d. Ensuring that their design and layout assists in the delivery of sustainable transport modes.

## Policy FUL/10. Housing Design Quality

1. Proposals for housing development should respond positively to the Fulbourn Village Design Guide (2020) or any document which replaces that Guide and demonstrate the way in which they comply with the following criteria:
  - a. Observe high standards of energy efficiency and use of renewable energy sources.
  - b. Optimise natural light, ventilation, summer shading and winter solar gain.
  - c. Adopt rainwater storage and grey water technology.
  - d. Make appropriate provision for waste management and recycling.
  - e. Adopt design and layout strategies which prioritise walking and cycling, create permeable, connected, safe communities with links to amenities and facilities and to other residential areas.
  - f. 'Design in' active facades where front doors and habitable rooms overlook the street, thus also providing enhanced safety through informal observation by 'eyes on the street'.
  - g. Provides well designed and sensitively located car and cycle parking.
  - h. Incorporates landscaping, building design and planting that enhances the public realm, promotes biodiversity and increases amenity.
  - i. Where appropriate, to include opportunities for the provision of public art that will reinforce a sense of place and community.

## 11. Employment

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The community welcomes employment development within the village or at its fringes as long as the impact of car parking, traffic and HGV movement can be adequately accommodated in the narrow streets and lanes of the village and the Fulbourn countryside setting (Policy FUL/02) is respected.

- 11.1 There is no additional policy put forward for employment, as Policy E/12 and Policy E/13 of the South Cambridgeshire Local Plan comprehensively address this topic. However, there is a desire to ensure that employment development assesses the impact of commercial traffic and parking on the narrow streets and lanes of Fulbourn in terms of numbers, safety and visual impact.
- 11.2 Fulbourn is an active village and a good place from which to do business. It has a broad range of premise types which ensures a variety of employment opportunities and a resilient local economy. Many local residents also have opportunity to work in the village, reducing the need to travel and strengthening social cohesion.
- 11.3 South Cambridgeshire as a whole has a diverse high value economy and low unemployment. In 2018, according to NOMIS SCDC Area Labour Market Profile<sup>31</sup>, within the Cambridge Travel to Work Area 80% of residents of working age were in employment (the highest in the Eastern Region of England is 82%), and unemployment was below 3%. In Fulbourn, according to the latest data available from the Census in 2011, 80% of residents of working age were in employment and around 2.5% unemployed.
- 11.4 Within the Neighbourhood Plan boundary there are three main groups of employers:
- A small group of large employers occupying bespoke employment premises (NHS and Fulbourn Hospital, Tesco and Capital Park businesses);
  - Small and medium sized businesses inside the village, either occupying small employment units or dispersed in residential areas;
  - Rural and edge of village establishments (see Fig. 5 for indicative locations).

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<sup>31</sup> NOMIS SCDC Area Labour Market Profile - EV510 at <https://tinyurl.com/Fulbourn-NP>

- 11.5 A recent survey questionnaire was sent in spring 2019 to 235 businesses listed on Yell.com, Endole and others known within the village. 51 were returned representing a 22% response rate. Large employers provided the number of their employees and an indicative estimate of jobs in smaller company has been made on the basis of the responses received.

Chart 4 - Village Employment

Type of Enterprise	Estimated Number of Employees*	No. of Surveys Sent	No. of Surveys Returned	Satisfaction 1=Poor/ 5=Good
NHS England (incl. Hospital)	1000	2	2	3.8
Capital Park	1200	20	9	3.8
Tesco	350	1	0	n/a
Village SMEs	1900	212	40	3.8
<b>TOTAL</b>	<b>4450</b>	<b>235</b>	<b>51</b>	<b>3.8</b>

Source: 2019 Business Survey (EV506, 507, 509) \*The estimated number of employees is based on figures provided by NHS England and Capital Park and Tesco. For SMEs it is based on an extrapolation of the surveys returned.

- 11.6 Based on these recent responses:

- There are likely to be approximately 4450 jobs in the village.
- There are four major sites of employment in the village, namely NHS England in Victoria House, the Fulbourn Hospital, Tesco and companies in Capital Park.
- Capital Park comprises some 20 companies in four large office buildings, mainly hi-tech research concerns such as ARM and IBM. They are tenants on varying length of leases and play a valuable role in the scientific growth of the Cambridge area.
- Industrial premises, a grain mill and other businesses are located north of Station Road.
- Smaller businesses (SMEs) comprise a variety of types, ranging from a Co-op supermarket, small shops, pubs, consultancies, manufacturing, processing plants, vehicle workshops, construction, wholesale and farms. In addition, there are a number of people working or providing services from home.

- 11.7 The responses to our questionnaire showed a reasonably high level of satisfaction with the village as a place to do business as most employers mentioned no major problems apart from difficulties in recruitment, traffic and some areas of erratic broadband.

- 11.8 South Cambridgeshire Local Plan 2018 policies relating to employment in or near villages (Policy E/12, E/13 and E/16) and working from home (Policy H/18) are particularly relevant as they require development to be in keeping with the scale of the surrounding area, well integrated and without unacceptable impact on the character and appearance of the village and its edge. Planning permission for work premises within a home will only be granted if it does not cause significant harm to the residential amenity of neighbours or to the character of the locality.
- 11.9 South Cambridgeshire Local Plan Policy E/3 requires that the Peterhouse Technology Park Extension site demonstrates how the development can be designed and landscaped to effectively mitigate impact on the wider Cambridge Green Belt. The Fulbourn Village Design Guide (SPD 2020) identifies key views and the need for green frontages on the Cambridge Road. This is critical for the retention of the visual separation of Fulbourn and Cambridge (see also Section 6. Protected Village Setting and Separation).
- 11.10 The Neighbourhood Plan supports employment development as envisaged by the policies of the South Cambridgeshire Local Plan. However, the impact of employment-related traffic and vehicular movement can be significant, particularly on the narrow lanes of its historic core which are not suitable to safely accommodate large vehicles. Large car parking areas, such as the Capital Park areas along Fulbourn Old Drift, have a significant negative visual impact and urbanising effect – particularly detrimental at this location, which is in the Green Belt and in a sensitive location, part of the Essential Visual Gap of the Fulbourn Village Design Guide (see also Fig. 11).

## Community Perspective

- 11.11 Villagers are generally supportive of having a broad range of employment in the village, even if they do not necessarily work there. At the time of the Village Plan (2009), a survey of residents gathered 1422 respondents for the Business Development section, with:
- 37% of respondents in favour of having small business development within the village;
  - 17% in favour of small-scale industrial development within or at the fringes of the village;
  - 22% in favour of more jobs in the village; and
  - 24% not in favour of any of the three choices.
- 11.12 In the July 2019 survey 100% of respondents strongly agreed or agreed that the High Street shops and other facilities are important to the life of the village.

## Community Aspirations

The community considers that large car parking areas and HGV movements within the narrow streets of the village has a significant detrimental impact on local amenities.

There is a strong aspiration to collaborate with South Cambridgeshire District Council, employment developers and businesses to ensure that reasonable efforts are made to mitigate the impact of traffic and car parking on the quality of life of the village. This could be done by:

- Supporting sustainable travel, so that workers can access and use facilities of the village without causing unacceptable congestion or safety concerns.
- Routing heavy vehicle traffic to minimise the use of village lanes.
- Designing and adequate landscaping is provided to form outer soft edges and mitigate the visual impact of buildings, car parking and operational areas on the landscape setting of Fulbourn.



## 12. Community Facilities

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Policies FUL/11 and FUL/12 aim to protect existing community facilities, to secure the expansion and strengthening of existing facilities to serve the future needs of the village, and to protect the provision of health care in a convenient and an accessible location.

### Rationale and Justification

- 12.1 South Cambridge District Council holds a register of Assets of Community Value (ACVs)<sup>32</sup>. These include community meeting rooms, public houses, places of worship, shops and post office, cultural, recreational and sports facilities. These are protected by South Cambridgeshire Local Plan Policies SC/3 and SC/8 which considers them valuable resources part of village life and sustainable functions necessary to support local communities and rural areas.
- 12.2 At present there are no listed assets for Fulbourn on the register of Assets of Community Value held by South Cambridgeshire District Council. There is a commitment to create a list of 'social interests' including cultural, recreational and sporting interest within the Fulbourn Neighbourhood Plan Area to be included in the District Council's register. This would give assets greater protection and allow the Parish Council or other local charity to launch a Community Right to Bid, should they come up for sale (see Community Aspirations below).
- 12.3 The strong community spirit in Fulbourn, with its clubs and societies catering for all age groups, is supported at present by a good range of community facilities (see para 4.22 and Fig. 6). It is important that the availability and quality of community facilities is continually improved and expanded to keep pace with the growing population.
- 12.4 Current provision of facilities includes:
- Recreation Ground - with cricket and football, floodlit tennis courts and multi-games area, bowling green bowls, a children play area, adult fitness equipment, a skate-park and a youth shelter.
  - Fulbourn Centre and Townley Memorial Hall - adjacent to the Recreation Ground with which it shares the car parking facilities. It comprises the original village hall built in the 1920s', meeting and club rooms, social club bar and catering area.

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<sup>32</sup> [copy-of-scdc-asset-listing-tables\\_10052021-accessibility.pdf \(scambs.gov.uk\)](#)

- The Swifts community building and village library - used by village clubs such as the weekly bingo club, the Women Institute and others. It is also available for private hire.
- Fulbourn Health Centre - while well located, the building is old and too small for current needs.
- Youth Centre - Recently completed (2019), for junior and senior youth clubs and scouts. The Fulbourn Parish Council also have their office in the building.

### Recreation Ground Extension

12.5 The preparation of the Neighbourhood Plan has identified that the Fulbourn Recreation Ground is insufficient for future needs. In particular:

- The Greater Cambridge Area Playing Pitch Strategy 2015-2031 (June 2016) identified that there is a current shortfall of one cricket pitch.
- Both cricket and football take place on the same area and this creates conflicts at the start and end of the summer period, when football and cricket seasons overlap.
- The National Playing Fields Association standards require a minimum 1.6 hectares per 1,000 population for outdoor sport<sup>33</sup>. The current Recreation Ground is 5.5 hectares and, based on a current estimated parish population of 4,890 (Office for National Statistics mid-2020 estimates) there is currently a deficit of 2.3 hectares, which would increase to a deficit of 4.1 hectares should the population increase to 6,000 with the current planned developments.

12.6 An extension to the Recreation Ground would enable the most efficient management of facilities in the village. It would ensure that all the pitches are in one place. Such an extension could, realistically, only take place to the south-east of the existing site. An allocation for an extension to the recreation ground is not included in this Neighbourhood Plan. However, opportunities for additional sports pitches in this location will be explored by the Parish Council in the Plan period. In this context the NPPF and Policies S/7 and NH/10 of the South Cambridgeshire Local Plan support the development for outdoor recreation uses outside of development frameworks and within the Green Belt, where specific criteria are met.

### Healthcare Centre

12.7 Retaining and improving healthcare facilities within the village is a key priority. This was already one of the objectives of the Village Plan in 2009 and not enough progress has been made since then. A survey and report by the current medical practice has found that:

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<sup>33</sup> [Guidance-for-Outdoor-Sport-and-Play-England.pdf \(fieldsintrust.org\)](https://www.fieldsintrust.org/Guidance-for-Outdoor-Sport-and-Play-England.pdf)

- The Fulbourn Health Centre is no longer fit for purpose. It is too small to meet the health needs of an ageing and growing village population and it would be inadequate to meet the needs of the increased population (around 20% more by 2031). It also serves some of the villagers from Teversham, Great Wilbraham and Little Wilbraham.
- The building occupies a large site, ideally located in the heart of the village and close to a bus stop. Redevelopment or extension on the current site could be an option.
- Healthcare provision is changing, shifting towards integrated services, social care and life-style support: a new building will be necessary to create an integrated centre enabling staff and services to work in a joined-up way, with improved connections between Primary Care, Mental Health and Social Services, and allowing the teaching of medical staff on site.

12.8 The community supports the retention, and where possible, expansion of the Health Centre at its current location. The establishment of a new multi-functional facility with increased capacity for consulting and treatment rooms, an on-site pharmacy, other medical and social services and voluntary sector occupiers will be encouraged. Enabling residential development will also be favourably considered, if appropriate to the capacity of the site and character and amenity of the area.

12.9 A multi-purpose Health Centre should be located at the heart of the village, to be easily accessible and to enable joined-up services, either at its current location or in an alternative site providing the same level of accessibility and the possibility of integrated services.

12.10 The Parish Council expects that new proposals will be developed in collaboration with the current GP practice and the wider community.

## Community Perspective

12.11 A survey was carried out for the purpose of the Neighbourhood Plan<sup>34</sup>. The results indicated a high level of satisfaction with the quantity and accessibility of existing community facilities. Of 34 surveys issued to clubs and societies, 15 were returned with The Swifts scoring 10 in terms of satisfaction, Fulbourn Centre 9.8 and the Recreation Ground 7.8.

12.12 The community complex including the Townley Hall, Fulbourn Centre, Recreation Ground and Youth Centre is an important focal point for the community and its identity, which should not, in principle, be undermined by competing facilities at

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<sup>34</sup> NP Rec Survey - Summary & Results - EV475 at <https://tinyurl.com/Fulbourn-NP>

other locations. However, contributions from developers to support and expand the centre will be strongly supported.

12.13 In December 2018 a small focus group of secondary school pupil from Fulbourn attending Bottisham Village College indicated that the Recreation Ground is an important meeting point for local teenagers.

12.14 The community believes it is essential to support the retention of a Health Centre in Fulbourn and would like to encourage the exploration of options for a facility within the village, preferably at the current location.

### Policy FUL/11. Community Facilities

1. In accordance with South Cambridgeshire Local Plan Policy SC/3, proposals that result in the loss of community facilities will not be supported unless there is clear evidence that the asset is no longer required, or an alternative, suitable and enhanced facility is provided at an accessible location within the village and with the support of the local community.
2. Where the development of large sites is required to make a contribution towards community facilities, the expansion and strengthening of the existing facilities will be the preferred option in accordance with Policy FUL/09.

### Policy FUL/12. Healthcare Facilities

1. Proposals for the enhancement of the existing Health Centre in general, and to provide a new multi-purpose healthcare, social and life-style facility in particular will be supported.
2. Proposals for the redevelopment of the existing Health Centre for alternative uses will not be supported unless they include proposals for the relocation of the existing facilities in an accessible location within the village.

## Community Aspirations

Where the future of valued assets becomes uncertain, and where the asset is not already held on the register, the Parish Council would like to make an immediate application to South Cambridgeshire District Council for the inclusion of the asset in the Register of Assets of Community Value (ACV) to ensure the community has the right to bid should the asset be put up for sale.

The community feels that village life and its sustainability would be enhanced by increased opportunities to produce food within the village itself and would like to:

- Work with landowners to increase the opportunity for residents to grow vegetables and fruit either through making land available for allotments or for other forms of community horticulture.
- Encourage villagers with gardens too large to maintain to make part of them available for others to cultivate and produce vegetables and fruit.

## 13. Sustainable Transport and Mobility

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Policy FUL/13 aims to encourage ambitious sustainable transport and mobility as part of new development. The following order of priority should be evident in development proposals: pedestrians, cycling, public transport, innovative mobility, shared transport, private transport.

### Rationale and Justification

- 13.1 Fulbourn is committed to assisting its residents lead a healthy and safe life through enabling movement within the village and surrounding area via an integrated network of footpaths, cycleway and bridleways to serve the whole of the Fulbourn area and extended to include large new developments. A network of safe traffic routes should be maintained through existing and future built areas and the countryside.
- 13.2 Through traffic from the outlying villages commuting to and from Cambridge and elsewhere, creates congestion at peak times in the morning and afternoon, particularly along Balsham Road, Cambridge Road and Wilbraham Road/Station Road. Traffic also affects the very centre of the village. Further development to the east of Cambridge will inevitably lead to further congestion, unless a strong drive towards sustainable mobility is adopted in future.
- 13.3 South Cambridgeshire Local Plan Policy TI/2 identifies clear requirements for new development, including securing provision of new cycle and walking routes that connect to existing networks and strengthen connections between likely destinations. Larger developments will be expected to demonstrate that they have maximised opportunities for sustainable travel.
- 13.4 The character of streets and lanes in Fulbourn (see Policy FUL/08) should not be sacrificed to increase road capacity. The Neighbourhood Plan, accordingly, aims to ensure that future developments do not exacerbate traffic and congestion and do not lead to the need to increase road widths. The importance of sustainable travel has been increasing over the years, with recent schemes in the region required to adopt a 60% sustainable travel target. National guidance for sustainable mobility and carbon reduction in transport is evolving and it is important that future proposals reflect best practice and guidance regarded as ambitious at the time of application. Applicants will have to demonstrate their approach and commitment to best practice through appropriate supporting documents, such as a Transport Statement or mobility strategy.
- 13.5 Heavy vehicles serving the industrial premises and the grain mill on Wilbraham Road are of a size and weight that are ill-suited to the village roads and mitigation measures are urgently needed.

- 13.6 Sustainable mobility is reliant on safe walking and cycling within the village. This will require upgrades and complementary measures beyond the boundaries of the site itself to connect new and existing parts of the village, including:
- An enhanced interconnected layout of streets and lanes enabling residents to conveniently get around Fulbourn as pedestrians and cyclists, while discouraging car use.
  - Low traffic speeds throughout the village and, particularly, along routes important for children attending the three village schools.
  - Better provision for wheelchair/electric chair users, additional seating and pedestrian orientated low-level lighting.
  - Integrations to the proposed Cambridgeshire County Council cycle Greenway linking Fulbourn to Cambridge via Fulbourn Old Drift and terminating at the High Street. This route will have an associated 20mph speed limit for vehicles.
  - Improved public bus services and better bus waiting facilities. Measures including the reinstatement of half-hourly bus services to Cambridge and new routes towards Newmarket will be encouraged.
- 13.7 A community car scheme run by volunteers is active in the village and the Parish Council operates a weekly shopper bus to assist residents into the High Street for shopping. This is particularly valued by older residents enabling them to attend appointments outside the village and access local facilities. Support for similar schemes will be encouraged.

## Community Perspective

- 13.8 The July 2019 survey<sup>35</sup> identified some of the themes that are important to the community:
- Safer footpaths should be created for wheelchair/electric chair users and pushchairs especially the footpaths from Balsham Road into the village.
  - Lower speeds of 20mph on village roads, 15mph on High Street, would allow pedestrians and vulnerable users to move around Fulbourn more safely.
  - Crossing the Church Lane / High Street junction and the High Street / Pierce Lane junction is daunting and should be made safer.
  - Key routes used by school children using the bus to go to school should be upgraded.
  - Regular bus services particularly to Cambridge and Newmarket should be improved, and interchange between services (for example at Tesco's) should be facilitated.

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<sup>35</sup> Survey results, Parish Pump Questionnaire, 8July2019 - EV621 <https://tinyurl.com/Fulbourn-NP>



### Policy FUL/13. Sustainable Mobility

1. As appropriate to their scale, nature and location development proposals within the village should:
  - a. Clearly demonstrate a clear order of priority given to road users as follows: pedestrians, cycling, public transport, innovative mobility, shared transport, private transport.
  - b. Design streets for safe pedestrian use, including by wheelchair / electric chair and consider the safety of horse-riders where appropriate.
  - c. Ensure that existing pedestrian / cyclist access is not reduced and if any changes are required to road configuration then the opportunity shall be used to enhance pedestrian and cycling provision.
  - d. Integrate with the existing network of pedestrian links, footpaths, cycleways and bridleways, linking, where applicable, into the network serving the wider Parish Area.
  - e. Positively contribute to the upgrade and maintenance of the existing networks and contribute to improved bus provision, including additional high-quality and safe bus waiting areas.
1. As appropriate to their scale, nature and location development proposals should incorporate safety and sustainable mobility measures.
2. Where it is practicable to do so, large developments should make provision for safe pedestrian and cycle connections to the village centre.

## Community Aspirations

The community aspires to a significant reduction of traffic dominance in the years to come and as the village grows. For this reason, villagers would like to:

- Instigate measures to reduce the speed of vehicles on roads in the village including at all entrance points including the possibility of special restrictions such as 20mph speed limits.
- Introduce a raised shared-use platform at the western end of the High Street at its junctions with Pierce Lane and Apthorpe Street to echo that at the eastern end.

Desirable sustainable mobility measures include:

- Walking and cycling paths connecting all key destinations within the village, Cambridge and nearby areas, including the establishment of a dedicated cycle route into Cambridge (Fulbourn Greenway).
- Regular review of bus services to meet changing needs.
- Installation of electric vehicle charging points within the village; these should be located in a way that does not increase current pressure for parking within the High Street.
- Expansion of the community car scheme, for example by including a vehicle suitable for residents using mobility chairs.
- Expansion of the network of bridleways and routes that are safe for horse riders to use.

## 14. Other aspirations of the Fulbourn Neighbourhood Plan

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### Introduction & Explanation

- 14.1 It has become apparent during the ongoing process of creating the Fulbourn Neighbourhood Plan that there are aspects of the village that are referenced in the surveys, workshops and discussions that do not fit within the remit of the Neighbourhood Plan.
- 14.2 There are several reasons for this mismatch including:
- The Neighbourhood Plan, as a land use and development planning document subject to statutory requirements, cannot address all issues affecting the community. The ability to deliver a desired outcome often does not rest within the planning process.
  - Some issues raised relate to personal preferences or anecdotal evidence and cannot be supported by the rigorous evidence requirements of the Neighbourhood Plan process.
  - Some issues can be addressed directly by the Parish Council / community, rather than through planning policy.
- 14.3 It is important that widely shared aspirations, which may not necessarily be reflected in the Policies, are nevertheless included in the Neighbourhood Plan and potentially developed as specific projects or initiatives by the Parish Council or by the community.

### 1. The High Street

- 14.4 The aspiration is for a High Street that includes a mix of small-scale shops and other services set on a low traffic road with adjacent parking and a relaxed ambience of social seating and planting.
- 14.5 Community views on the High Street indicate that the area is important for several reasons which include access to shops and services, socialising and as the centre of the village. The heritage character is well appreciated though there is frustration caused by parking, traffic and the lack of street furniture and planting.
- 14.6 The properties along the High Street are privately owned, and the retailers are tenants that need to respond to their landlords or businesses focused on their own commercial success. The road is a responsibility of the local authority and parking is not a planning matter: it is either a highways issue or subject to access to private land. The Neighbourhood Plan does not provide the appropriate mechanism.

14.7 There are various government initiatives to revitalise High Streets and the Parish Council, in association with South Cambridgeshire District Council and the County Council as the highway authority, should investigate these to determine what measures could be taken to move the High Street towards the aspiration described.

14.8 The community would like to explore:

- Instigating improvements to the road and pavement space in the High Street to provide enhanced amenity, safety for pedestrians and cyclists while retaining parking spaces.
- Working with landowners and businesses to raise the experience of visiting the High Street for shopping, eating and drinking and social interaction.

## 2. Community Assets

14.9 The aspiration is that the various facilities, buildings and public areas and their associated functions within the village are preserved, enhanced and maintained such that they can be enjoyed by current and future generations of village residents.

14.10 A wide range of key village assets is protected from redevelopment or competition for change of use through existing South Cambridgeshire Local Plan policies. However, it must be noted that, while the physical facility is protected, the activity that takes place there or the social value deriving from it is not.

14.11 There is an aspiration to:

- Create a full list of all Fulbourn community assets showing any current protection, ownership arrangement or potential threat of loss.
- Revise and where necessary expand the register of Assets of Community Value (ACVs) with the Local Authority, particularly of those assets which are privately owned. This will allow the community to acquire the asset through the Right to Bid at an open market commercial value, should the site be put up for sale. The application would need to be made by the Parish Council.
- Consider a lower tier register maintained by the Parish Council for Assets of Community Merit (ACM). Should these assets become at risk, the Parish Council could mobilise local resources to encourage safeguarding in the interest of the village community.

14.12 Fulbourn village has demonstrated its ability to finance and deliver community facilities including the Sports Centre and the recently completed Youth Centre with significant investment in recent years (see Section 12. Community Facilities).

- 14.13 Future projects will need to be considered on a case by case basis, in conjunction with the policies of the Fulbourn Neighbourhood Plan, the status of existing community assets and objective future needs.

### 3. Fulbourn Health Centre

- 14.14 The community believes it is important to retain a Health Centre in Fulbourn and the Parish Council would like to directly support upgrade solutions which will create a well-equipped multi-purpose facility within the village, preferably at the current location. This could be done through access to funding from sources unrelated to planning and active collaboration with the doctors of the practice and the Patient Participation Group.
- 14.15 The current Health Centre is a branch surgery of the Cornford House Surgery on Cherry Hinton Road and is attached to Cambridgeshire Primary Care Trust. The location on Haggis Gap is of a good size, conveniently central for the village, next to The Swifts Meeting Rooms (Library), but the building is old and too small for current needs. The site could be redeveloped to provide a larger multi-purpose health and well-being centre with potential to also serve as a base for other social and community services, potentially shared with other local authority or voluntary sector services.
- 14.16 If an alternative site was considered it would need to provide the same level of accessibility at the heart of the village and potential for an integrated services approach.

### 4. Allotments

- 14.17 More allotments should be available within the village and in the immediate surrounding area for interested residents to be able to self-grow vegetables, flowers and related produce.
- 14.18 While this aspiration is a planning matter, there is not enough evidence to promote additional requirements over and above those of the South Cambridgeshire Local Plan Policy SC/7 and SC/8. Community surveys carried out in 2009 and again in 2019 indicated a declining interest in allotments within Fulbourn. However, the few allotments available within Fulbourn are all taken and recently the Parish Council has divided in two a number of plots. Additionally, it is known that some Fulbourn residents have taken allotment plots outside of the village area: Balsham and Cherry Hinton are known areas of displaced activity.
- 14.19 An analysis that compared the provision of allotments in Fulbourn with other areas in the UK indicated that the number of allotments per unit of population in Fulbourn is below average.

14.20 Anecdotally it is felt that the low availability and indeterminate waiting time for an allotment to become available has suppressed demand to the extent that potential users have lost interest or solved the need by taking a plot outside the area. There is no reason to think that Fulbourn would not have a UK average allotment demand. In addition, Fulbourn has a reasonably high proportion of houses with large gardens. This may mean that allotment type activities are occurring in back gardens.

14.21 On the other hand, there are other relevant ongoing trends:

- Contemporary housing development does not have gardens of sufficient size to grow vegetables.
- Many owners of houses with large gardens opt to downsize as they age to properties without suitable gardens for vegetable plots, with the result that their lifetime interest in growing can only be satisfied through some communal resource.
- Increasing environmental awareness, concern about nutrition, organic food and similar may fuel an interest in home growing among a younger age group.

14.22 Traditional allotments are only one of several solutions to the desire by people to have available facilities to grow some of their own vegetables, other possibilities include:

- Communal plots organised via a local residents committee within new development areas.
- Co-operative ventures based on sites to the edge of the village.
- Engaging landowners to increase the opportunity for residents to grow vegetables and fruit through making land available for community horticulture.
- Encouraging villagers with gardens too large to maintain to make part of them available for others to cultivate and produce vegetables and fruit.

14.23 The Parish Council will consider both the current availability of traditional allotments and also to explore how it might facilitate alternative approaches to self-grow within Fulbourn.

## 5. The Cemetery

14.24 The aspiration is that the Fulbourn Cemetery site is managed to be a long-term facility for the Community to provide burial and remembrance locations for religious and secular residents and additionally to be a location for quiet contemplation.

14.25 The Fulbourn Parish Council owns and operates the Community Cemetery at the Home End area of the village and an analysis paper produced as part of the Neighbourhood Plan process assessed that, subject to considered management

of the site, it had sufficient capacity for the foreseeable future<sup>36</sup>. As such additional cemetery resources are not identified as a land-use requirement within the Neighbourhood Plan.

14.26 This does not however suggest that the 'status quo' is the ideal future approach. Key issues that need to be considered include:

- The division of the site between consecrated ground for religious use and that available for secular use.
- The potential requirement for facilities for differing religious groups.
- The general societal trend towards cremation and the desire to have a remembrance location for ashes.
- The emergence of alternative burial approaches including woodland and similar natural practices. A woodland burial area, either within the existing site or elsewhere in the village, should be considered.

14.27 The Parish Council will consider how these issues and emerging trends can be accommodated at the Fulbourn Cemetery and to put in place the necessary facilities to ensure that the requirements of current and future society are met within the area already provided and that alternative woodland areas are explored.

14.28 The site should also be improved as an area for quiet relaxation and contemplation; at present the site is a fairly inaccessible and unwelcoming area.

## 6. Recreation Area

14.29 There is an aspiration that the overall recreational land within the village, and the associated facilities meet, or exceed, the norms for similar communities within the UK.

14.30 The Recreation Ground off Home End provides a range of facilities and evidence obtained from various community surveys in 2009 and 2019 indicates that the community makes full use of these facilities through various local sports clubs. The Fulbourn Centre, its Sports Hall and the Fulbourn Institute Sports and Social Club and the new Fulbourn Hub (youth club) complement and widen the range of facilities for recreation. Additionally, the site is used for village events such as the annual Fulbourn Feast.

14.31 The Parish Council will take every opportunity to maximise development contribution from developers to improve and expand village recreational facilities

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<sup>36</sup> Fulbourn Cemetery Evidence Paper – EV316 at <https://tinyurl.com/Fulbourn-NP>



and to investigate means to acquire and develop land adjacent to the existing Recreational Ground.

## 7. Village Traffic

- 14.32 The aspiration is that the roads of Fulbourn should be a safe area for all road users including pedestrians, cyclists and vehicles.
- 14.33 Fulbourn is located on several feeder roads into Cambridge that bring traffic from outlying villages that then transit through the village from all directions. It is possible that, due to planned housing development to the east of Cambridge, more traffic will impact the village.
- 14.34 Various measures could be implemented to enable the safe co-existence of the different road user groups including:
- Reduced speed limits on certain roads, such as 20mph within the village core including High Street, Pierce Lane, Apthorpe Street, Cow Lane, Station Road, School Lane, Manor Walk, Home End, Haggis Gap and Ludlow Lane.
  - Extension of the 20mph speed limit associated with the County Council cycle Greenway to the whole village.
  - Speed reducing measures at the entrance to the village on Balsham Road, Station Road, Cambridge Road and Teversham Road and also at key crossroads in the village. These may take the form of chicanes, raised platforms, road markings and signs.
  - A shared surface design for the High Street between the junction with Pierce Lane / Apthorpe Street at the western end, including a paved raised platform structure echoing that at the eastern end. HGV deliveries could be restricted to certain times of day.
  - Proposals to improve local traffic management, particularly of heavy vehicles, such that these vehicles are routed away from the village will be supported.
- 14.35 It is recognised that traffic management and road layout is outside the scope of the Neighbourhood Plan and the Parish Council will consider what changes would be desirable and liaise with the Highways Authority and other appropriate authorities to implement measures towards this aspiration. The Neighbourhood Plan does however aim to ensure that future developments around the village do not exacerbate local traffic and congestion.

## 8. Sustainable Mobility

- 14.36 Fulbourn residents should have a range of travel options such that sustainable modes are facilitated for journeys within and beyond the village boundary.
- 14.37 Residents and businesses have diverse transportation requirements that include both local movements within the village as well as travel regionally and nationally.

Whilst there is village-based employment many residents travel to Cambridge, London and other locations on a regular basis. The transport options available need to reflect practical requirements and the desire to encourage sustainable transportation.

- 14.38 Adoption of sustainability mobility measures and integration with Cambridge sustainability efforts are welcomed and supported. These include:
- Regular review of bus services to meet changing needs.
  - The establishment of dedicated cycle routes into Cambridge (Fulbourn Greenway) and to nearby villages.
  - Installation of electric charging points for cars and electric bicycles or scooters within the village; these should be located so they would not increase pressure within the High Street.
  - Integration of local cycle routes into the regional and national cycleway network. This will entail comprehensive signage, dedicated routes and safe cycle storage / parking near the village centre.
- 14.39 The historic network of footpaths, bridleways and 'rights of way' that connect the local villages together and extend across the wider countryside should be kept in a good condition. The Parish Council should liaise with the County Council, as Highway Authority, and local land-owners, who often have maintenance responsibility, to achieve this.
- 14.40 Bus service routing and frequency needs to recognise the needs of residents to travel to and from destinations either for employment or leisure. Integration of the local bus services with the train stations at Cambridge Central, Cambridge North as well as the local stations of Shelford and Whittlesford would be beneficial. The reinstatement of the half-hourly bus services to Cambridge and new routes towards Newmarket have also been highlighted as a local need.
- 14.41 The volunteer run village community car scheme is particularly important for older residents. This reduces the need for private car ownership and is a local low-cost alternative to commercial taxis. The scheme could be expanded, for example by including a vehicle suitable for residents using mobility chairs. The existing shopper bus provided through the Parish Council should also be retained.
- 14.42 It is recognised that some aspects of alternative transport can be enabled locally but much of it is subject to regional and national initiatives with associated legislation. The Parish Council may wish to consider the local provision of green energy which can then be economically provided to residents for charging electric based vehicles.

## 9. Employment Traffic

- 14.43 The community considers that large car parking areas and HGV movements within the narrow streets of the village has a significant detrimental impact on local amenities.
- 14.44 There is a strong aspiration to collaborate with South Cambridgeshire District Council, employment developers and businesses to ensure that reasonable efforts are made to mitigate the impact of traffic and car parking on the quality of life of the village. This could be done by:
- Supporting sustainable travel, so that workers can access and use facilities of the village without causing unacceptable congestion or safety concerns.
  - Routing heavy vehicle traffic to minimise the use of village lanes.
  - Designing and adequate landscaping is provided to form outer soft edges and mitigate the visual impact of buildings, car parking and operational areas on the landscape setting of Fulbourn.

## 10. Recycling and Sustainable Living

- 14.45 Fulbourn aspires to be a settlement that respects the local and wider environment and to promote and assist its residents to adopt sustainable behaviours. Developments within the village will be expected to facilitate a sustainable living environments. It is recognised that achieving this aspiration will require a mix of actions including existing and emerging national requirements and full implementation of existing policies included in the South Cambridgeshire Local Plan.
- 14.46 The Parish Council should continue to provide on-going guidance to residents, encouraging residents and businesses to respond to local and national sustainable practices.
- 14.47 The design and standard of any new development should aim to meet a high level of sustainable design and construction and be optimised for energy efficiency. The approach should include siting and orientation to optimise passive solar gain, use of high quality, thermally efficient building materials and the inclusion of alternative energy sources including solar, wind and heat pump technologies. The layout and unit design should be positively promoting sustainable living behaviours.
- 14.48 In addition, prominence should be given to:
- Suitable charging facilities within the residential and commercial areas of the village.
  - Facilities for the recycling of materials including the local composting of organic materials either communally or at individual properties.

- Management of water run-off through design, choice of surfaces, recycling and behaviour to both conserve water and to protect the habitats of the Fulbourn water environment.

## 11. Village Heritage

- 14.49 The aspiration is that Fulbourn maintains and protects the diverse heritage features that collectively provide the intangible 'character of the village'. Many of the features that contribute towards village heritage are already protected via formal schemes including Protected / Listed Buildings, Conservation Area, Tree Preservation Orders, Nature Reserves etc.
- 14.50 It is expected that the District and Parish Councils will proactively exercise their powers to ensure that any schemes contribute to the existing and future heritage of the village.
- 14.51 The protection of the future heritage may include:
- Maintaining an overview of the 'scale and balance of the village' such that piecemeal developments, whilst individually acceptable, do not collectively degrade the appearance and appreciation of the heritage and natural assets of the village.
  - A continual review of Tree Protection Orders to ensure that new plantings are appropriate and aging trees are suitably maintained, felled and replaced.
  - Ensuring the safeguarding and reuse of Listed Buildings for their architectural and historic interest.
  - Consideration of recording as Assets of Community Merit other important buildings not listed as being of architectural or historic interest.
  - Consideration of ways in which the setting and environment of the Conservation Areas can be sustained and enhanced in future.

## 12. Green Corridors and Biodiversity

- 14.52 The community values the rural features of Fulbourn and is committed to the enhancement of the natural environment around and within the village. A high-biodiversity green infrastructure network that links the village to its surroundings is an ambition that will increase the quality of the natural greenspace and provide improved access to the countryside. There is an aspiration that future developments will also contribute to this ambition (Policy FUL/03).
- 14.53 The protection and enhancement of the green corridors that enable the flourishing of flora and fauna across the area would potentially connect the Gog Magog Hills, Roman Road, Fleam Dyke, the Fulbourn Nature Reserve and other important biodiversity sites with the green spaces within the village as illustrated in Fig. 12 and Fig. 13.
- 14.54 The extended green infrastructure network will increase the area of accessible natural greenspace and provide improved access to the countryside and contribute to the important views that surround Fulbourn.

# Delivery and Implementation

## 15. Delivery Priorities

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- 15.1 The Neighbourhood Plan sets out to guide change over the period to 2031. Through its vision, objectives and policies, it aims to help all parties understand the distinctive qualities of the village, contribute to a higher quality of life for current and future residents and collaborate to address the issues and priorities raised by the villagers. It is intended to provide a platform for collaboration between the local authorities, the Parish Council, the community and potential developers.
- 15.2 The Neighbourhood Plan, Fulbourn Village Design Guide and the wider South Cambridgeshire Local Plan, together, provide a robust framework to guide private development. In particular, the Neighbourhood Plan aims to:
- Emphasise the need to protect and enhance the individuality of the village and its countryside setting.
  - Ensure that development is sustainable and appropriate in terms of location, scale and design quality.
  - Set out requirements for contribution to the enhancement of natural spaces, biodiversity and public spaces.
  - Clarify expectations for streets, lanes and footpaths that are appropriate in character and effective in encouraging sustainable transport and reduced impacts from vehicular traffic.
  - Support delivery of community facilities and enhancement of existing ones.
- 15.3 The Neighbourhood Plan has another important function, besides setting out development policies: through its Community Aspirations section, it wants to highlight the key role of the Parish Council, the voluntary and community sector, particularly in delivering local improvements, community infrastructure, events and supporting village life.
- 15.4 The Neighbourhood Plan process has identified spending priorities necessary to improve the lives of people living and working in the parish. The Parish Council will identify appropriate actions necessary for delivery and the potential sources of funding, including (where relevant and appropriate) through S106 agreements, good-will collaboration with businesses and developers, or directing funding from New Homes Bonus, Community Infrastructure Levy or other streams. Local priorities include:
1. Delivery of a new multi-functional Health Centre within the village (see Section 12)

2. Expansion of the existing Recreation Grounds in preference to facilities elsewhere (see Section 12)
  3. Enhancement of streets for walking and cycling, including traffic calming and road safety measures (see Section 9 and Section 13)
  4. Improvement and maintenance of footpaths and bridleways.
  5. Enhancement of the public realm of the High Street, including measures to better control parking and increased safety for pedestrians and cyclists.
  6. Succession planting programmes.
  7. Biodiversity enhancement programmes.
  8. Provision of further allotments or other potential initiatives for increasing access to growing own vegetables.
  9. Improvement and long-term management of the cemetery.
- 15.5 These priorities are local and specific and complementary to infrastructure and other requirements (playgrounds, schools, library, etc.) identified by the South Cambridgeshire Local Plan as necessary to make development acceptable in planning terms.

## 16. Implementing the Plan

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- 16.1 The Fulbourn Neighbourhood Plan has engaged extensively with the residents and businesses of the area. It has helped define the character of the village, the kind of development which is positive and appropriate, and provided the opportunity to identify issues and priorities of local importance.
- 16.2 The Parish Council will continue to collaborate with planning officers and development management officers of South Cambridgeshire District Council to ensure that policies are clear and helpful to deliver the vision and objectives of the Neighbourhood Plan. Some policies will work better than others and circumstances may change during the Plan period. To respond effectively, the Parish Council will systematically gather information about its use, strength and weaknesses and commit to a review of the effectiveness of the policies on an annual basis (monitoring and annual review).
- 16.3 Where appropriate, the Parish Council will consider either a full or a partial review of the Plan. This will be based on the monitoring and review undertaken, but also on revisions of the Local Plan and any wider change in circumstances which may arise.
- 16.4 The Neighbourhood Plan preparation has been a wider community effort, and there is an expectation that the monitoring and reviews will be shared with the villagers, confirming the commitment made by the Parish Council to the implementation of the Vision and Objectives through promotion of appropriate development.

16.5 In addition, it is very important to ensure that the Community Aspirations set out in the Neighbourhood Plan are embraced by the programmes and actions of the Parish Council and supported (where appropriate) by development management officers negotiating contributions from development.

16.6 The Neighbourhood Plan has a key role to play in continued community engagement in village matters and collaboration towards shared goals. It is vital, therefore, that the community is aware of the progress of the Neighbourhood Plan and that local decisions are consistent to the vision, objectives and aspirations of the Plan. The relevance of their Neighbourhood Plan could be demonstrated by:

- An annual report on the monitoring and review of the efficacy of the Plan.
- Clear communication about any change in circumstances which may require an update or review of the Plan (including progress of the emerging Greater Cambridge Local Plan).
- The proactive use of the Neighbourhood Plan Policies in the determination of any new application for development.
- Integration of vision, objectives and aspirations into Parish Council policies, programmes and priorities.
- Proactive identification of opportunities and funding towards implementation of the aspirations and priorities of the Plan (Section 14 and Section 15).



# Appendices

1. Index of Evidence Base
2. List of Appropriate Trees for Fulbourn
3. Glossary of Terms & Abbreviations

## Appendix 1: Key Evidence Base

Complete and detailed information on documents, including relevant minutes of the steering and working groups, survey data etc. can be viewed by accessing the source document in the Evidence Base Repository held by Fulbourn Parish Council at:

<https://tinyurl.com/Fulbourn-NP>

The key evidence used to inform the structure and policies of the Neighbourhood Plan is summarised in the table below. A weblink is provided where available. Where no link is provided the document is available in the Repository (link above) through the Reference Number provided.

Document Title	Fulbourn Repository Ref.
<b>National Policy and Legislation</b>	
National Planning Policy Framework <a href="#">National Planning Policy Framework - Guidance - GOV.UK (www.gov.uk)</a> <a href="#">National Planning Policy Framework (publishing.service.gov.uk)</a>	110
Localism Act (2011) / Localism Act (2011) in simple English <a href="#">Localism Act 2011 (legislation.gov.uk)</a> <a href="#">A plain English guide to the Localism Bill - Update (publishing.service.gov.uk)</a>	111
The Neighbourhood Planning (General) Regulations 2012 <a href="#">The Neighbourhood Planning (General) Regulations 2012 (legislation.gov.uk)</a>	113
<b>Local Plan and other Key Planning Documents</b>	
South Cambridgeshire District Council (SCDC) Local Plan <a href="https://www.scambs.gov.uk/media/17793/south-cambridgeshire-adopted-local-plan-2018.pdf">https://www.scambs.gov.uk/media/17793/south-cambridgeshire-adopted-local-plan-2018.pdf</a>	210
Fulbourn NP Designated Area Map Aug 2018 <a href="#">fulbourn_neighbourhood_plan_-_designation_map_-_aug_2018.pdf (scambs.gov.uk)</a>	211
Fulbourn Village Design Guide (2020)	240

Document Title	Fulbourn Repository Ref.
<a href="https://www.scambs.gov.uk/media/18112/fulbourn-village-design-guide-supplementary-planning-document-2020.pdf">https://www.scambs.gov.uk/media/18112/fulbourn-village-design-guide-supplementary-planning-document-2020.pdf</a>	
Fulbourn and Fulbourn Hospital Conservation Area Appraisal and Management Plan (2021) <a href="https://www.greatercambridgeplanning.azurewebsites.net/Adopted-Fulbourn-and-Fulbourn-Hospital-Conservation-Area-Appraisal-2021">Adopted Fulbourn and Fulbourn Hospital Conservation Area Appraisal 2021 (greatercambridgeplanning.azurewebsites.net)</a>	282
Fulbourn Conservation Area Appraisal (2008) <a href="https://www.greatercambridgeplanning.org/Fulbourn-Conservation-Area-Appraisal-2008-full-document">Fulbourn Conservation Area Appraisal 2008 - full document (greatercambridgeplanning.org)</a>	220
SCDC Village Classification Report (June 2012) <a href="https://www.scambs.gov.uk/Microsoft-Word-Final-Village-Classification-Report-June-2012-REVISED">Microsoft Word - Final Village Classification Report June 2012 REVISED (scambs.gov.uk)</a>	280
Greater Cambridge Biodiversity SPD (2022) <a href="https://www.greatercambridgeplanning.org/GCSP-Biodiversity-Supplementary-Planning-Document">GCSP Biodiversity Supplementary Planning Document (greatercambridgeplanning.org)</a>	
<b>Fulbourn Specific Documents</b>	
Fulbourn Parish Plan (2009) <a href="https://www.fulbournnpc.org/FulbournParishPlan.pdf">FulbournParishPlan.pdf (fulbournnpc.org)</a>	230
Parish Plan Statistics	231
Parish Plan Report Survey Results (2008)	232
Parish Plan Report Youth Survey Results (2008)	233
Fulbourn Parish Action Plans (2009) <a href="https://www.fulbournnpc.org/FulbournActionPlans.pdf">FulbournActionPlans.pdf (fulbournnpc.org)</a>	234
Fulbourn Housing Needs Survey (ACRE) Dec2015 <a href="https://www.scambs.gov.uk/media/1776/fulbourn-hns-report-2016-02-public.docx">https://www.scambs.gov.uk/media/1776/fulbourn-hns-report-2016-02-public.docx</a>	270

Document Title	Fulbourn Repository Ref.
<b>Setting and Green Infrastructure</b>	
Cambridge Green Belt Study (LDA Sept2002) <a href="#">cambridge-green-belt-study.pdf (scambs.gov.uk)</a>	371
Greater Cambridge Local Plan Strategic Spatial Options Assessment: Landscape & Townscape (November 2020) <a href="#">Greater Cambridge Local Plan strategic spatial options assessment Landscape &amp; Townscape Nov2020 (greatercambridgeplanning.org)</a>	335
Greater Cambridge Green Infrastructure Opportunity Mapping (Nov2020) <a href="#">Greater Cambridge Green Infrastructure Opportunity Mapping Baseline Report (Land Use Consultants) November 2020 (greatercambridgeplanning.org)</a>	336
The Cambridge Nature Network, Bedfordshire, Cambridgeshire and Northamptonshire Wildlife Trust (2021) <a href="#">Cambridge Nature Network - Full Report (wildlifebcn.org)</a>	369
Natural England 87 East Anglian Chalk <a href="https://www.bing.com/search?q=Natural+England+87+East+Anglian+Chalk&amp;cvid=c0beaf2524b14bb9a7bb9e308598a176&amp;aqs=edge..69i57.1318j0j4&amp;FORM=ANAB01&amp;PC=U531">https://www.bing.com/search?q=Natural+England+87+East+Anglian+Chalk&amp;cvid=c0beaf2524b14bb9a7bb9e308598a176&amp;aqs=edge..69i57.1318j0j4&amp;FORM=ANAB01&amp;PC=U531</a>	372
River Cam Manifesto, Cam Valley Forum, Aug2019 <a href="#">The-River-Cam-Manifesto-final2.pdf (camvalleyforum.uk)</a>	373
Cambridgeshire Green Infrastructure Strategy - June2011 <a href="#">Cambridgeshire green infrastructure strategy - Cambridge City Council</a>	374
Living Landscapes - Cambridgeshire Chalk <a href="#">Cambridgeshire Chalk   Wildlife Trust for Beds, Cambs &amp; Northants (wildlifebcn.org)</a>	375
Natural Cambridgeshire - Doubling Nature Initiative <a href="#">Launch of the Doubling Nature Ambitions report   Natural Cambridgeshire   News</a>	376

Document Title	Fulbourn Repository Ref.
Key Evidence Paper EP1 : Village Setting – Key Village Views	1001
Key Evidence Paper EP2 : Village Setting – Important Countryside Frontages (ICF)	1002
Key Evidence Paper EP3 : Local Green Spaces (LGS)	1003
Key Evidence Paper EP4 : Protected Village Amenity Areas (PVAA)	1004
Key Evidence Paper EP5 : Connected Green Infrastructure	1005
Key Evidence Paper EP6 : Biodiversity in Fulbourn	1006
<b>Housing</b>	
SCDC. District Design Guide (SPD 2010) <a href="#">Microsoft Word - Adopted Design Guide SPD MAIN DOC.doc</a> ( <a href="#">scambs.gov.uk</a> )	380
SCDC Householder Extension Design Guide (2012) <a href="#">scdc-householder-extension-design-guide_final_june.pdf</a> ( <a href="#">scambs.gov.uk</a> )	381
<b>Employment</b>	
Fulbourn NP Business Survey Questions Jan2019	505
Fulbourn NP Business Survey Analysis Feb2019	506
Fulbourn NP Business Survey Report Apr2019	507
Fulbourn NP Summary of Survey of Fulbourn Village Employers 14Oct2019	508
Fulbourn NP Business Survey Table 4 Background Data	509
NOMIS SCDC Area Labour Market Profile <a href="#">Local Area Report for areas in England and Wales - Nomis</a> ( <a href="#">nomisweb.co.uk</a> )	510

Document Title	Fulbourn Repository Ref.
ONS Regional Labour Market Statistics in the UK Nov2019	511
<b>Community Assets</b>	
Potential Assets of Community Value (local unofficial register)	463
Fulbourn NP Recreation Facilities Survey Dec2018	473
Fulbourn Library Annual report 2018	474
Fulbourn NP Rec Survey - Summary & Results	475
Guidance for Outdoor Sport and Play England Apr18	477
<b>Village Aspirations</b>	
Fulbourn Allotments Evidence Paper v2	311
Allotment Waiting List NSALG Survey NASS13 2013	312
Allotments in England, Crouch Report AES06 2006	313
Health Benefits of Allotments ewp47	314
Fulbourn PC Allotment Survey & Results (May2019)	315
Fulbourn Cemetery Evidence Paper	316
Fulbourn Cemetery Description, Terms & fees, Dec2018	317
Burial Grounds as a Wildlife Sanctuary (Camb CC) 2008	318
Natural Burials Guidance, UK Gov 2009	319
Planning for Cemeteries (CANA)	320
SCDC. Cambridgeshire Sustainable Housing Design Guide	550

Document Title	Fulbourn Repository Ref.
Sustainable New Homes – The Road to Zero Carbon - UK Gov 2009	551
SCDC Zero Carbon Communities	552
Rural Road Environment Rospa Aug2010	555
Traffic in villages	556
High Street 2030-Achieving Change	565
The High Street Report	566



## Appendix 2: List of Appropriate Trees for Fulbourn

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A key contributory factor to the distinctive character of the village of Fulbourn is the wealth of tree cover that extends throughout the area and gives the impression of a community set amongst trees. This is an important feature within the Neighbourhood Plan and the Fulbourn Village Design Guide SPD (2020) and has been prominent in all local consultations.

### Context Key

**A – Natural Greenspace and Green Infrastructure:** 100% trees, shrubs and herbaceous plants of UK provenance, characteristic of the area.

**B – Informal green areas:** at least 70% mix of largely native trees with up to 30% European specimen trees and cultivars.

**C – Areas close to dwellings:** A mix of native, native cultivars and non-native trees & shrubs of high wildlife value, with at least 50% native species.

### Appropriate Trees Species for Fulbourn

This is a guidance list from which appropriate trees for Fulbourn public spaces should be selected taking into account maintenance, soil type, annual rainfall, climate change etc.

Further details are provided in Key Evidence Paper EP6, Biodiversity in Fulbourn.

Origin	Context	Species
Native	A, B	Alder
Native	A, B	Alder buckthorn
Native	A, B	Ash
Native	A, B	Aspen
Native	A, B	Beech
Native	A, B	Downy birch
Native	A, B, C	Silver birch
Native	A, B, C	Blackthorn
Native	A, B	Common box
Native	A, B	Buckthorn
Native	A, B	Bird cherry
Native	A, B	Wild cherry
Native	A, B, C	Crab apple
Native	A, B	Dogwood
Native	A, B	Elder
Native	A, B	English Elm
Native	A, B	Wych Elm
Native	A, B	Guelder rose
Native	A, B, C	Hawthorn
Native	A, B, C	Midland Hawthorn
Native	A, B, C	Hazel
Native	A, B	Holly
Native	A, B	Hornbeam
Native	A, B	Juniper
Native	A, B	Common Lime
Native	A, B	Large-leaved lime
Native	A, B	Small-leaved Lime
Native	A, B, C	Field Maple
Native	A, B	English Oak
Native	A, B	Sessile Oak
Native	A, B	Plymouth Pear
Native	A, B	Scot's Pine
Native	A, B	Black Poplar
Native	A, B, C	Rowan
Native	A, B, C	Spindle
Native	A, B, C	Whitebeam
Native	A, B	Arran Whitebeam
Native	A, B	Rock Whitebeam
Native	A, B	Wild Service Tree
Native	A, B	Bay Willow
Native	A, B	Crack Willow
Native	A, B	Goat Willow
Native	A, B	Grey Willow
Native	A, B	Osier Willow
Native	A, B	White Willow
Native	A, B	Yew
Naturalised	A, B	Sycamore
Naturalised	A, B	Horse chestnut
European	B	Copper Beech

Origin	Context	Species
European	B, C	Fastigate Beech, <i>Fagus sylvatica</i> 'Dawyck'
European	B, C	Fastigate Beech, gold and purple forms
European	B, C	Weeping Birch, <i>Betula pendula</i> cultivar
European	B, C	Fastigate Birch, 'Fastigiata Joes'
European	B, C	Fastigate Hornbeam, <i>Carpinus betulus</i> 'Frans Fontainer'
European	B, C	Ornamental Field Maple 'Elegant'
European	B, C	Ornamental Hawthorn 'Splendens'
European	B, C	Ornamental Hawthorn 'Paul's Scarlet'
European	B, C	Ornamental Rowan 'Cardinal Royal'
European	B, C	Ornamental Rowan 'Sheerwater Seedling'
European	B, C	Spindle 'Red Cascade'
European	B, C	<i>Malus Sylvestris</i> 'John Downie'
European	B, C	Double Gean, <i>Prunus Avium</i> 'Plena'
European	B, C	Whitebeam, <i>Sorbus aria</i> 'Lutescens'
European	B, C	Swedish Whitebeam
European	B	Walnut
European	B	Cedar of Lebanon
European	B	Turkey Oak
European	B	Holm Oak
European	B	Austrian Pine (Black pine)
European	B	Norway Maple
European	B	Ornamental Norway Maple 'Crimson Sentry'
European	C	Morello Cherry, <i>Prunus cerasus</i>
N. American	C	Snowy mespilus, <i>Amelanchier lamarckii</i>
Asian	C	Chonosuki Crab Apple, <i>Malus tschonoskii</i>
Asian	C	Ornamental Pear 'Chanticleer'
Asian	C	Flowering cherry, <i>Prunus</i> 'Spire'0

## Appendix 3: Glossary of Terms & Abbreviations

Term	Definition
<b>Affordable Housing</b>	Affordable housing, as defined by the National Planning Policy Framework, is housing for sale or rent for those whose needs are not met by the market. This category includes housing for sale below normal market prices, part-sale and social or affordable rent.
<b>Allocated Site / Site Allocation</b>	Land identified in a Local Plan or Neighbourhood Plan for particular types of land use, such as housing or employment, to deliver the development strategy and meet its housing requirement.
<b>Ancient Woodland</b>	An area that has been wooded continuously since at least 1600 AD
<b>Biodiversity</b>	The whole variety of life encompassing all genetics, species and ecosystem variations. This includes the plant and animal species that make up our wildlife and the habitats in which they live.
<b>Biodiversity Net Gain</b>	Biodiversity Net Gain is an approach to development that leaves biodiversity in a better state than before, by which developers are encouraged to provide an overall increase in natural habitat and ecological features. Biodiversity Net Gain is part of the National Planning Policy Framework (NPPF). The draft Environment Bill (2020) includes a requirement to deliver a mandatory 10 % biodiversity net gain to be maintained for at least 30 years.
<b>Community Infrastructure Levy (CIL)</b>	<p>CIL is a charge system introduced in 2010 which can be levied by local authorities on new development in their area. It is intended as the main tool for local authorities to deliver the infrastructure needed (schools, healthcare, transport) to support development in their area.</p> <p>The levy only applies in areas where a local authority has consulted on, and approved, a charging schedule.</p>

<b>Conservation Area</b>	Areas identified by South Cambridgeshire District Council, which have 'special architectural or historic interest', which makes them worth protecting and improving.
<b>Countryside</b>	Common term that indicates the open space outside cities and urban areas, made up of agricultural and natural land as defined by Natural England (ENRR526 Accessible Natural Greenspace).
<b>Development Framework</b>	Statutory designation of the extent of the built-up area of the village – established in the South Cambridgeshire Local Plan (2018)
<b>dph</b>	Dwellings per hectare
<b>Essential Visual Gap</b>	Special designation of the Fulbourn Village Design Guide to broadly identify a tract of land within the Green Belt which is essential to visually separate Fulbourn from Cambridge, even though it contains buildings. The visual gap in this case is established by sensitive low density development hidden among trees.
<b>FPC</b>	Fulbourn Parish Council
<b>Green Belt</b>	<p>A designated tract of land around urban areas where development is restricted and designed to:</p> <ul style="list-style-type: none"> <li>• Check the unrestricted sprawl of large built up areas.</li> <li>• Prevent neighbouring towns from merging into one another.</li> <li>• Assist in safeguarding the countryside from encroachment.</li> <li>• Preserve the setting and special character of historic towns.</li> <li>• Assist in urban regeneration, by encouraging the recycling of derelict and other urban land.</li> </ul>
<b>Green Infrastructure Network</b>	A strategic network of greenspace, both new and existing, rural and urban, which supports natural and ecological processes and is integral to the health and quality of life in sustainable communities. It provides habitats for and aids migration of wildlife, flood water storage, urban cooling and local access to shady outdoor space as well as creating attractive spaces for recreation.

<b>Heritage Asset</b>	A building, monument, site, place, area or landscape identified as having a degree of significance meriting consideration in planning decisions, because of its heritage interest. Heritage asset includes designated heritage assets and assets identified by the local planning authority (including local listing).
<b>Important Countryside Frontage</b>	Designation established in the South Cambridgeshire Local Plan of an edge of the built up area where land with a strong countryside character penetrates into a village or separates parts of it. Designated areas should be kept open and free from development to protect the setting, character and appearance of the village.
<b>Large or Major Development</b>	Development of over 10 dwellings (and which have a combined gross floor space of more than 1,000m <sup>2</sup> ), identified by the South Cambridgeshire Local Plan as sufficiently large to attract additional obligations.
<b>Listed Building</b>	A building of special architectural or historic interest designated nationally by Historic England. Listed Buildings are graded I, II* or II with grade I being the highest. Listing highlights what is significant about a building or site and helps to ensure that any future changes to it do not result in the loss of its significance.
<b>Local Green Space (LGS)</b>	The Local Green Space designation is a way to provide special protection against development for green areas of particular importance to local communities. The land can be inside or outside the built-up area and can be in private ownership, as long as the criteria for designation established by the National Planning Policy Framework (NPPF) are satisfied.
<b>Local Planning Authority (LPA)</b>	The public authority whose duty it is to carry out specific planning functions for a particular area.; South Cambridgeshire District Council in the case of Fulbourn.
<b>Locally Important Views</b>	Views from specific vantage points along roads or public rights of way which are essential to the character and identity of Fulbourn. The Key Views identified in the Fulbourn Village Design Guide (2020) identify many locally important views.
<b>Market Housing</b>	Housing sold or rented at the price determined by the property market at the time of purchase or rent.

<b>National Planning Policy Framework (NPPF)</b>	This document, first published by the Government in 2012 and most recently updated in 2021, sets out the national planning policy framework for England and the Government's requirements for the Planning System. The policies in the NPPF must be taken into account when preparing local and neighbourhood plans.
<b>Neighbourhood Development Plans (NDP or NP)</b>	A Plan prepared by a Parish Council or neighbourhood forum for a particular designated local area. It must be consistent with the strategic policies in the current local plan. Once made, after a successful Examination and Referendum, it becomes part of the development plan: its policies are then used in the determination of planning applications.
<b>Net Density</b>	Net density is described in the South Cambridgeshire Local Plan (2018) as: calculated as the number of units only those areas which will be developed for housing and directly associated uses such as access roads within the site, private garden space, car parking, incidental open space and landscaping, and children's play areas.
<b>NOMIS</b>	National Online Manpower Information Service (a service provided by the Office of National Statistics)
<b>Off-site</b>	Referring to required actions or improvements arising from development but which take place outside of the development site itself: for example the upgrade of a road junction outside the development but made necessary by it, or the planting in nearby areas required to establish a Green Infrastructure Network connecting the site.
<b>Open Space</b>	All outdoor space of public value, including public landscaped areas, playing fields, parks and play areas, and also including not just land, but also areas of water such as rivers, canals, lakes and reservoirs, which can offer opportunities for sport and recreation or can also act as a visual amenity and a haven for wildlife.
<b>Protected Village Amenity Area</b>	Areas of undeveloped land within village framework boundaries, the retention of which is of importance to the character, amenity and/or functioning of the village as a whole. Designation established in the South Cambridgeshire Local Plan.



<b>Public Realm</b>	Public Realm relates to all those parts of the built environment where the public has free access. It encompasses: all streets, squares, and other rights of way; the open spaces and parks; and those private spaces where public access is commonly granted. It includes key internal and private spaces to which the public normally has free access.
<b>SCDC</b>	South Cambridgeshire District Council
<b>Scheduled Monuments</b>	Scheduled heritage assets, usually ancient monuments
<b>Section 106 Agreement (S106)</b>	A legal agreement under Section 106 of the 1990 Town & Country Planning Act between a planning authority and a developer, or offered unilaterally by a developer, that ensure that certain extra works related to a development are undertaken.
<b>Soft edges</b>	This refers to the physical edge or boundary of a built up area that is intensely planted and provides a green landscape transition between built areas and countryside. It is the opposite of a 'hard edge', which refers to a built or manufacture edge or boundary, such as a party wall or fence or a built frontage.
<b>SSSI</b>	Site of Special Scientific Interest, designated under the Wildlife and Countryside Act (1981) and including the finest sites for wildlife and natural features in England, supporting many characteristic, rare and endangered species, habitats and natural features.
<b>Supplementary Planning Document (SPD)</b>	Documents which add further detail to the policies in a local plan. They can be used to provide further guidance for development on specific sites, or on particular issues, such as design. Supplementary planning documents are capable of being a material consideration in planning decisions but are not part of the development plan.

Types of housing buildings	<p>In planning, different types of housing have different requirements. <b>Infill housing</b> is one or a small group of buildings built by subdividing an existing property, such as a second house at the back of a large garden. <b>Windfall housing sites</b> are developments coming forward unexpectedly within a plan period: for example when an activity ceases to exist and the site becomes available for development. The <b>South Cambridgeshire</b> Local Plan is encouraging housing diversity in terms of <b>self-built</b> (an individual house commissioned directly by the future occupier rather than a developer) or <b>co-housing</b> (a development commissioned directly by the future occupiers and with a degree of shared facilities to which each occupier contributes both financially and in kind).</p>
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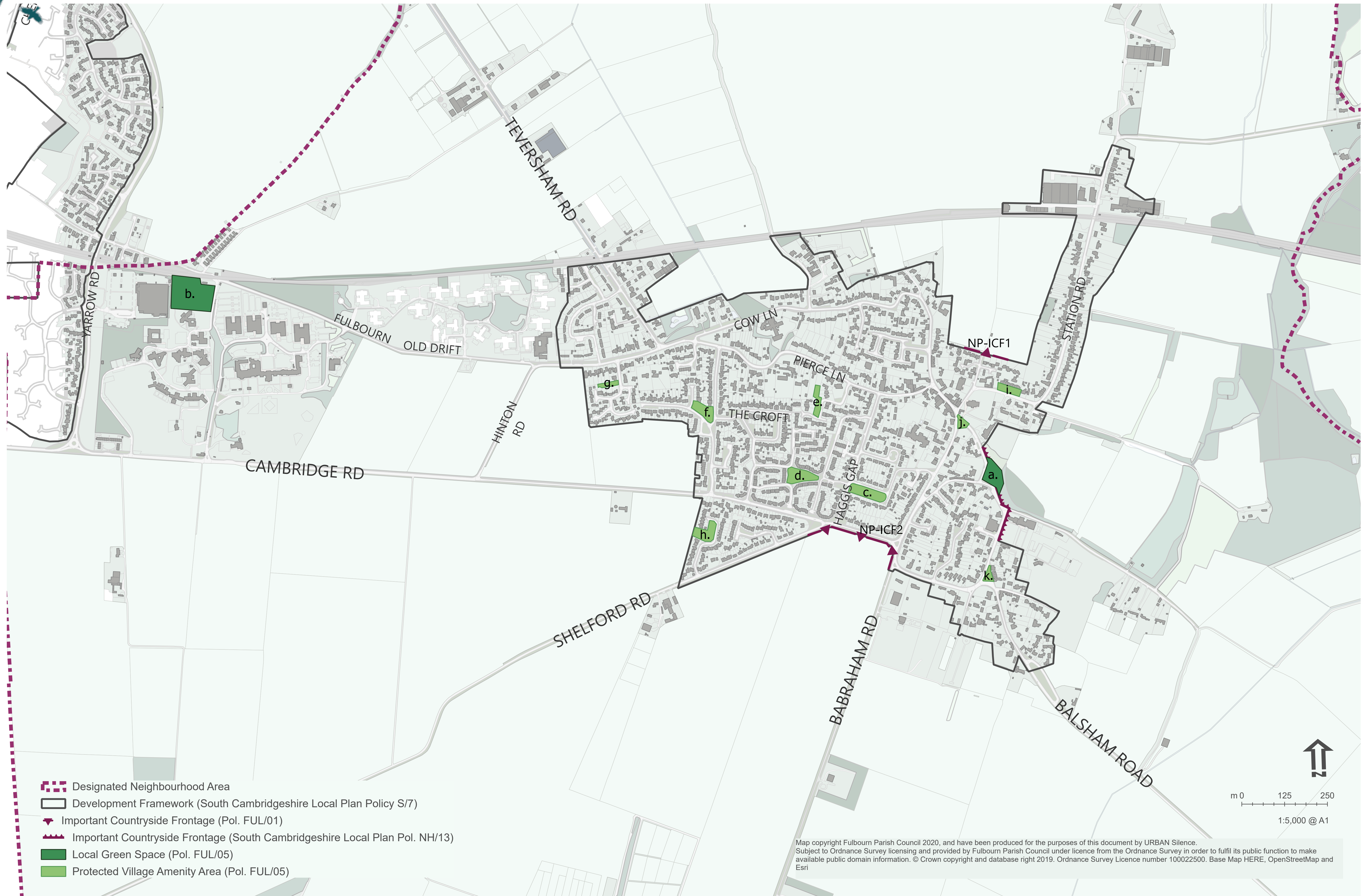




# The Fulbourn Neighbourhood Plan 2019-2031 - Policy Map (Village Area inset)

Made version - 30 March 2023

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# Basic Conditions Check – Made (adopted) Neighbourhood Plan

## Fulbourn Neighbourhood Plan – March 2023



### Basic Conditions Check

Requirements	Local Planning Authority Comments	Basic Condition met?
The Neighbourhood Plan has regard to national policies and advice contained in guidance issued by the Secretary of State and it is appropriate to make the Neighbourhood Plan.	<p>The Council considers that the Neighbourhood Plan is consistent with national policies and advice in that the core land use planning principles set out in the National Planning Policy Framework (2021) have been embodied in the Neighbourhood Plan. Specifically, the Neighbourhood Plan seeks:</p> <ul style="list-style-type: none"><li>to address housing needs and deliver affordable homes and an appropriate housing mix (Policy FUL/09) – see Chapter 5 of the NPPF which considers the delivery of a sufficient supply of homes to meet the needs for the different groups in the community.</li></ul>	Yes

Requirements	Local Planning Authority Comments	Basic Condition met?
	<ul style="list-style-type: none"> <li>• to protect existing community facilities, secure the re-provision of community facilities in an accessible location within the village, and secure the expansion of existing facilities (see Policies FUL/11 and FUL/12) – see Chapter 7 of the NPPF which seeks to support the role that town centres play within their communities.</li> <li>• to promote sustainable transport use within the parish (see Policy FUL/13) – see Chapter 9 of NPPF which seeks to promote opportunities for walking, cycling and public transport use and to actively manage growth to support this.</li> <li>• to achieve well-integrated and inclusive communities, including sustainable and well-designed homes and developments that contribute positively to the character of Fulbourn (see Policies FUL/02, FUL/06, FUL/07, FUL/08, FUL/09 and FUL/10) – see Chapter 12 of the NPPF which seeks to achieve the creation of high</li> </ul>	

Requirements	Local Planning Authority Comments	Basic Condition met?
	<p>quality and sustainable buildings and places through good design.</p> <ul style="list-style-type: none"> <li>• to protect green spaces and safeguard against the loss of existing services and facilities (see Policies FUL/05, FUL/11 and FUL/12) – see Chapter 8 of the NPPF which seeks to deliver healthy and safe communities by retaining and securing accessible local services and community facilities, and protecting green spaces.</li> <li>• to conserve and enhance the natural and historic environment of Fulbourn, including by consolidating and extending the existing green infrastructure in the area (see Policies FUL/01, FUL/03 and FUL/04) – see Chapters 15 and 16 of the NPPF which seek to protect and enhance the natural environment, safeguard and restore wildlife rich habitats and ecological networks, recognise the character of the countryside and the</li> </ul>	

Requirements	Local Planning Authority Comments	Basic Condition met?
	<p>role that it plays, and sustain and enhance heritage assets.</p> <ul style="list-style-type: none"> <li>to secure developments that respect and enhance the landscape setting of Fulbourn and its location within the Green Belt (see Policies FUL/01 and FUL/02) – see Chapter 13 of the NPPF which attaches great importance to Green Belts.</li> </ul> <p>This conclusion is consistent with the examiner's conclusions (see paragraphs 6.8 and 6.10 of the <a href="#">Examiner's Report</a>) that, subject to his recommended modifications, the Neighbourhood Plan has had regard to national planning policies and guidance. The examiner states that the Neighbourhood Plan sets out a positive vision for the future of the neighbourhood area and that the Basic Conditions Statement maps the policies in the plan against the appropriate sections of the NPPF. The examiner has recommended a series of modifications to provide clarity and precision to the policies to ensure that</p>	



Requirements	Local Planning Authority Comments	Basic Condition met?
	the Neighbourhood Plan fully accords with national policy. SCDC and Fulbourn Parish Council agreed each of the recommended modifications and the modifications were included in the 'Referendum' version of the Neighbourhood Plan, and are included in the 'Made' version of the Neighbourhood Plan.	
The making of the Neighbourhood Plan contributes to the achievement of sustainable development.	<p>The Council considers that the Neighbourhood Plan contributes to the achievement of sustainable development, specifically by:</p> <ul style="list-style-type: none"> <li>• contributing to the economic aspect by having policies that seek to provide the necessary infrastructure to support growth (see Policies FUL/11 and FUL/12).</li> <li>• contributing to the social aspect by having a range of policies that will deliver well-integrated and inclusive communities, including sustainable and well-designed homes (see Policies FUL/09 and FUL/10) and by protecting green spaces (see Policy FUL/05).</li> </ul>	Yes

Requirements	Local Planning Authority Comments	Basic Condition met?
	<ul style="list-style-type: none"> <li>contributing to the environmental aspect by having a range of policies that seek to protect and enhance the natural, built and historic environment (see Policies FUL/01, FUL/02, FUL/03, FUL/04, FUL/06, FUL/07 and FUL/08).</li> </ul> <p>This conclusion is consistent with the examiner's conclusion that the Neighbourhood Plan has set out to achieve sustainable development in the neighbourhood area (see paragraph 6.11 of the <a href="#">Examiner's Report</a>).</p>	
The Neighbourhood Plan is in general conformity with the strategic policies contained in the development plan for the area.	The development plan for South Cambridgeshire consists of the adopted South Cambridgeshire Local Plan 2011-2031, and a list of strategic policies is included in Appendix E of the Local Plan. The <a href="#">Basic Conditions Statement</a> , submitted by Fulbourn Parish Council, considers whether the Neighbourhood Plan is in general conformity with these strategic policies.	Yes

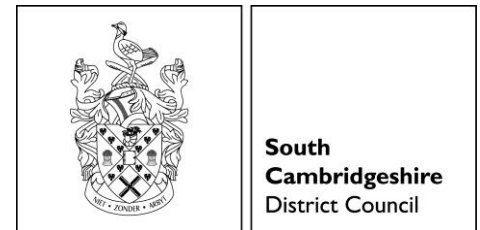
Requirements	Local Planning Authority Comments	Basic Condition met?
	<p>The Council considers that the Neighbourhood Plan policies are in general conformity with the strategic policies in the adopted South Cambridgeshire Local Plan.</p> <p>This conclusion is consistent with the examiner's conclusion that the Neighbourhood Plan is in general conformity with the strategic policies in the development plan (see paragraph 6.13 of the <a href="#">Examiner's Report</a>). He considers the extent to which the policies and proposals are in general conformity in detail in Chapter 7 of his report.</p>	
<p>The making of the Neighbourhood Plan does not breach, and is otherwise compatible with, EU obligations.</p> <p>Prescribed conditions are met in relation to the Neighbourhood Plan, including that the making of the neighbourhood plan is not likely to have a</p>	<p>The Council considers that the Neighbourhood Plan does not breach and is compatible with EU Obligations.</p> <p><b>Strategic Environmental Assessment (SEA) and Habitats Regulations Assessment (HRA):</b> a SEA screening has been undertaken that determines that the Neighbourhood Plan is unlikely to result in significant</p>	Yes

Requirements	Local Planning Authority Comments	Basic Condition met?
<p>significant effect on a European wildlife site or a European offshore marine site either alone or in combination with other plans or projects.</p>	<p>environmental impacts and therefore does not require a SEA. A HRA screening has also been undertaken that indicates that the Neighbourhood Plan is not predicted to have significant effects on any European site, either alone or in conjunction with other plans and projects. These conclusions are supported by the responses from the statutory bodies.</p> <p>As the modifications made to the Fulbourn Neighbourhood Plan following its examination do not change the essence of its planning policies, the SEA and HRA screening undertaken on a draft version of the Neighbourhood Plan in October 2020 and the screening determination published in November 2020 remain valid.</p> <p>This conclusion is consistent with the examiner's conclusion that a proportionate process has been undertaken in accordance with the various regulations and the Neighbourhood Plan is compatible with</p>	

Requirements	Local Planning Authority Comments	Basic Condition met?
	<p>European obligations (see paragraphs 6.14 – 6.18 in the <a href="#">Examiner's Report</a>).</p> <p><b>Human Rights:</b> an assessment has been undertaken to examine the impact of the Neighbourhood Plan policies on persons who have a 'protected characteristic' and the results of this assessment are included in the <a href="#">Basic Conditions Statement</a>. The Council is supportive of the Equalities Impact Assessment which concludes that: a number of policies in the Neighbourhood Plan will have positive benefits for specific protected characteristics; there are no negative equality impacts that arise from the policies or proposals contained within the Neighbourhood Plan; and the Neighbourhood Plan does not raise any issues in relation to any of the convention rights in the Human Rights Act 1998.</p> <p>This conclusion is consistent with the examiner's conclusion that he is satisfied that the Neighbourhood</p>	

Requirements	Local Planning Authority Comments	Basic Condition met?
	Plan has had regard to the fundamental rights and freedoms guaranteed under the European Convention on Human Rights (ECHR) and that it complies with the Human Rights Act, and therefore that the Neighbourhood Plan does not breach, nor is in any way incompatible with the ECHR (see paragraph 6.19 of the <a href="#">Examiner's Report</a> ).	

**CONCLUSION: South Cambridgeshire District Council has confirmed that the 'Made' version of the Fulbourn Neighbourhood Plan meets the Basic Conditions.**



**REPORT TO:**

Council

30 March 2023

**LEAD OFFICER:**

Liz Watts, Chief Executive

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## Appointment of Monitoring Officer

### Executive Summary

1. This report sets out the proposal by the Chief Executive for the appointment of the Monitoring Officer at South Cambridgeshire District Council.

### Recommendations

2. It is recommended that Council:
  - a. appoint John Murphy as this authority's Monitoring Officer from 22<sup>nd</sup> May 2023.
  - b. Note that in the intervening period between the departure of the current Monitoring Officer (31<sup>st</sup> March 2023) and arrival of the new Monitoring Officer, the role will be covered by Tom Lewis, Head of 3C Legal Shared Service.

### Reasons for Recommendations

3. The Local Government & Housing Act 1989 requires every local authority to designate one of its senior officers as the Monitoring Officer.

### Details

4. The Monitoring Officer has the specific duty to ensure that the Council, its Officers, and its Elected Councillors, maintain the highest standards of conduct in all they do. The main duties of the Monitoring Officer are set out below. The Monitoring Officer's legal basis is found in Section 5 of the Local Government and Housing Act 1989, as amended by Schedule 5 paragraph 24 of the Local Government Act 2000.
5. The Monitoring Officer's main roles include:
  - ensuring that the Council acts and operates within the law. They have a duty to report to the whole Council if the Council has broken or may have broken the law.
  - arrangements to support the Council's functions and activities including regular reviews of the Council's Constitution.
  - supporting the Council's Civic Affairs Committee and helping promote and maintain high standards of conduct by Council members, officers, partners



and contractors. Establishing and maintaining a register of interests for elected and co-opted members, including Parish Councillors. The Monitoring Officer also receives complaints about the conduct of District and Parish Councillors and handles them alongside the Council's Independent Person.

- implementation of the Council's policies which support whistleblowing by staff.
  - the Monitoring Officer is allocated as the Council's proper officer for Access to Information.
6. The current Monitoring Officer, Rory McKenna, is leaving the Council on the 31st March 2023.
  7. The Officer Employment Procedure Rules state that full Council shall approve the appointment of the Monitoring Officer following the recommendation of such appointment by the Employment and Staffing Committee or a panel of the committee.
  8. Accordingly, a Senior Officers' Appointment Panel of the Employment and Staffing Committee was established comprising of Cllrs Jackson-Wood, Stobart, H Williams, Fane, Smith and Sandforth, to undertake interviews and recommend an appointee to the Council.
  9. Interviews took place at South Cambs Hall on 1<sup>st</sup> and 2<sup>nd</sup> February. The panel unanimously recommended to the Council that John Murphy, who is currently Deputy Solicitor to the Council & Deputy Monitoring Officer at Central Bedfordshire Council, be appointed as the Council's Monitoring Officer with effect from 8<sup>th</sup> May 2023. John Murphy's CV can be found at Appendix 1.

## Options

10. **Appoint another Monitoring Officer.** The proposed appointment will provide the necessary service to members and the Leadership Team and it is not necessary to look externally again to fill the position as a suitable candidate has been found.

## Implications

11. In the writing of this report, taking into account financial, legal, staffing, risk, equality and diversity, climate change, and any other key issues, the following implications have been considered:-

## Legal

12. The Local Government and Housing Act 1989, requires all local authorities to appoint a Monitoring Officer.
13. The appointment of the Monitoring Officer requires the confirmation of full council.

## Effect on Council Priority Areas

14. The appointment will enable the Council to deliver efficiently and effectively on the council's priority areas.

## **Appendices**

Appendix 1: John Murphy CV

## **Background Papers**

None

## **Report Author:**

Liz Watts – Chief Executive  
Telephone: (01954) 713430

## John Murphy – Summary CV

### Employment

2001 -2006	Solicitor	George Green LLP (employment law)
2006 -2010	Associate Solicitor	BPE Solicitors LLP, Cheltenham (emp law)
2010 -2012	Senior Associate Solicitor	Clarke Willmott LLP (Head of Employment law team Birmingham office)
2012 -2014	Senior Solicitor	Plexus Law LLP (employment law)
2014 – 2020	Senior Solicitor	Birmingham City Council 2014-17 - Employment lawyer 2018-20 Whistleblowing & Serious Complaints lawyer
2020	Senior Solicitor (4-mth contract)	Gambling Commission
	Senior Solicitor (2 mth contract)	Dudley MBC
2020 - 2022	Governance Solicitor	West Northampton Council
2022 - present	Deputy Solicitor to the Council & Deputy Monitoring Officer	Central Bedfordshire Council

### Study

University of Liverpool	1991-1994	Law LLB	2:1
University of Law (Chester)	1996-1997	Legal Practice Course	Pass
University of Leicester	2003-2005	Diploma in Employment Law & Industrial Relations	Pass
Law Society	2019-2020	Diploma in Local Government Studies	Distinction
British Computing Society	2020	Data Protection Practitioner Certificate	Pass (65%)
Institute of Licensing	2020	Professional Licensing Practitioner's Certificate	Pass (85%)

# Agenda Item 12



**CAMBRIDGESHIRE  
& PETERBOROUGH**  
COMBINED AUTHORITY

Cambridgeshire & Peterborough Combined Authority  
Reports from Constituent Council Representatives on the Combined  
Authority

Combined Authority Board  
8 February 2023  
Councillor Bridget Smith

The above meetings have taken place from 1 February 2023 to 13 March 2023.

## Combined Authority Board – 8 February 2023

The Combined Authority Board met on 8 February 2023; the decision summary is attached as Appendix 1.

The agendas and minutes of the meetings are on the Combined Authority's website  
– Link in the appendices.

## Combined Authority Board Decision Summary

Meeting: 8 February 2023  
Agenda/Minutes: [Combined Authority Board](#)  
Chair: Statutory Deputy Mayor Anna Smith

Summary of decisions taken at this meeting.

### Part 1 - Governance Items

#### 1.1 Announcements, Apologies for Absence and Declarations of Interest

Apologies for absence were received from Mayor Dr Nik Johnson, Councillor A Bailey, Councillor C Boden, Councillor S Conboy (substituted by Councillor T Sanderson), Councillor W Fitzgerald (substituted by Councillor O Sainsbury), Councillor E Murphy (substituted by Councillor M Jamil), J O'Brien, A Plant and D Preston.

There were no declarations of interest.

#### 1.2 Public Questions

No public questions were received.

## Part 2 – Combined Authority Decisions

### 2.1 Appointment of Executive Director Economy and Growth and Executive Director of Resource and Performance (S73 Officer)

It was resolved to:

- a) Note the contents of this report.
- b) Receive and agree the recommendation made by the members of the Employment Committee at the meeting on 8 February 2023 that the preferred candidate be appointed to the position of Executive Director Resources and Performance (s73 Officer).
- c) Receive and note the appointment of the Executive Director Economy and Growth by the Employment Committee.
- d) Delegate to the Interim Chief Executive the function of agreeing with the successful candidates the terms and conditions of appointment, including associated start date and any other requirements and actions necessary to finalise arrangements.

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# Agenda Item 13



Agenda Item No: 5

## Feedback from the Joint Assembly Meeting 16<sup>th</sup> February 2023

Report to: Greater Cambridge Partnership Executive Board

Date: 9<sup>th</sup> March 2023

Lead: Councillor Tim Bick, Joint Assembly Chairperson

### 1. Background

- 1.1 This report is to provide the Executive Board with a summary of the discussion at the Greater Cambridge Partnership (GCP) Joint Assembly meeting held on Thursday 16<sup>th</sup> February 2023. The Executive Board is invited to take this information into account in its decision making.
- 1.2 Three questions were received, all of which related to the Greater Cambridge Greenways proposals for Barton, Horningsea, Melbourn and Sawston.
- 1.3 Four reports were considered and a summary of the main points emerging from the Joint Assembly discussion is set out below.

### 2. Greater Cambridge Greenways – Barton, Horningsea, Melbourn, and Sawston

- 2.1 The Joint Assembly endorsed the next steps for the Barton, Horningsea, Melbourn and Sawston Greenways, and, subject to the following points, supported the proposals set out in the report.
- 2.2 On the Horningsea Greenway, in response to a number of contributions, officers agreed to enable members to review the question of a purpose-built crossing of the river at Baits Bite Lock.
- 2.3 On the Melbourn Greenway, in response to a contribution from a member of a partner council, officers agreed to examine the feasibility of including the link between Melbourn Science Park and Meldreth Station in the 2023/24 programme and report to the Executive Board on this.



- 2.4 On the Sawston Greenway, in response to a contribution from another partner authority member, officers agreed to review the inclusion of two sections, as potentially duplicative of part of the proposed CSET scheme, which would itself provide a cycleway alongside.
- 2.5 A number of further design issues were raised on the four individual schemes, which were noted by officers. They confirmed that points raised would be worked through and would not be fore-closed or decided at this stage of the projects, requiring decisions only at a later stage.
- 2.6 In a general discussion on the unfolding wider Greenways network, it was agreed that a number of further points should be put to the Executive Board:
- 2.7 There was a high level of consensus that there should be a more explicit focus on the primary purpose of the GCP investment in Greenways, namely to encourage and enable a switch from regular journeys by car to cycling or walking. It was argued that this should be reflected by the programme and its individual project business cases including a quantified modal shift objective, which should be at least a 20% switch.
- 2.8 Members noted and welcomed repeated confirmations from officers that scheme designs would align with the guidance of LTN/120. It was also observed, in acknowledging the level of attention and input to ensure the schemes were as good as they can be, that the quest for perfection should not prevent otherwise outstanding schemes from going ahead.
- 2.9 A desire to improve and then maintain dialogue with communities through local members was felt by those Assembly members who represent the areas where Greenways projects are planned. It was agreed that this ought to go with the grain of project management and avoid delaying progress, but was necessary in maintaining support and public understanding. The idea was floated of a mini-conference for relevant members of partner councils with the full Greenways project team for a communications reset going forwards.

### 3. Electricity Grid Reinforcements: Update and Next Steps

- 3.1 The Joint Assembly welcomed the decision by UKPN to fund the required additional grid capacity to support the continued growth of Greater Cambridge. Members emphasised the importance of continuing to engage with and support the process, to ensure that it was completed in a timely manner. It was also suggested that the Executive Board be asked to consider whether the GCP should maintain a broader, long-term interest or role in the issue of electricity grid capacity in the region.

### 4. Smart Cambridge Innovation Prospectus

- 4.1 The Joint Assembly welcomed the paper and paid tribute to the work of officers in achieving so much with limited resources. Members supported the proposed development of an innovation prospectus and endorsed the proposed approach to engagement with the market for public benefit, to support innovation as part of the wider GCP programme.

## 5. Quarterly Progress Report

- 5.1 The Joint Assembly noted the report, which presented the multi-year budget strategy and the detailed GCP budgets for 2023/24, as well as setting out progress across the whole GCP programme. Members supported the multi-year budget strategy and the GCP budgets for 2023/24, noting that the allocation for the Greenways Programme for 2023/24 was £8.295m, rather than £8,295m, as written in Paragraph 13.16 of the report.
- 5.2 Commenting on the information about the performance of transport projects against targets in the report, members recalled that it had been agreed at the previous meeting for target dates not to be changed between meetings, and it was noted that target dates were different from those in previous agendas. It was confirmed that while target dates had previously been changed, they would no longer be amended in the future without oversight by the Joint Assembly and agreement of the Executive Board. Where targets were changed, officers also agreed to reporting original target dates as well as revised ones.
- 5.3 While establishing the GCP's assessment on progress towards the underlying objectives of its programme, some members expressed interest in discussing a further iteration of the City Deal beyond the 2030 end date of the current programme and sought guidance from the Executive Board about the optimal timing for that.

## Background Papers

Source Documents	Location
None	N/A

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## Greater Cambridge Partnership Executive Board

Thursday 9 March 2023  
4:00 p.m. – 4:50 p.m.

Set out below is a summary of the decisions taken at the meeting.  
The wording used does not necessarily reflect the actual wording that will appear  
in the formal minutes of the meeting.

### 1. Apologies for Absence

There were no apologies for absence.

### 2. Declarations of Interest

Councillor Dave Baigent declared a general non-statutory disclosable interest as a member of the Cambridge Cycling Campaign (Camcycle).

### 3. Minutes

The minutes of the previous Executive Board meeting, held on 15 December 2022, were agreed as a correct record, and were signed by the Chairperson.

### 4. Public Questions

Two public questions had been accepted by the Chairperson, who had agreed that the questions would be taken at the start of the relevant agenda item.

### 5. Feedback from the Joint Assembly

The Executive Board received a report from the Chairperson of the GCP Joint Assembly, Councillor Tim Bick, which summarised the discussions from the Joint Assembly meeting held on 16 February 2023.

## 6. Greater Cambridge Greenways – Barton, Horningsea, Melbourn, and Sawston

The Executive Board resolved to:

- (a) Note the results from the Public Engagement exercise and agree any changes to the scheme design resulting from the engagement;
- (b) Agree the Outline Business Cases for each Greenway;
- (c) Agree to the submission of the required Planning Applications, Permitted Development Applications, Section 25 and 26 Rights of Way creation Orders and Traffic Regulation Orders working with the County Council as necessary;
- (d) Agree to the use of Compulsory Purchase Powers for land where section 26 Highways Act 1980 powers cannot be used;
- (e) Agree the programme of delivery for the Barton, Horningsea, Melbourn and Sawston Greenway;
- (f) Agree to finalise schemes for construction and complete a Full Business Case; and
- (g) Agree to the construction of Early Works in 2023.

## 7. Electricity Grid Reinforcements: Update and Next Steps

The Executive Board resolved to:

- (a) Note and welcome the decision by UKPN to fund the required additional grid capacity to support the continues growth of Greater Cambridge; and
- (b) Agree a new approach to this project; that the GCP now maintains a facilitatory role in project delivery and supports local planning colleagues and UKPN to initiate project delivery, where appropriate and useful. It will also support, where useful and appropriate, planning for cable routing.

## 8. Smart Cambridge Innovation Prospectus

The Executive Board resolved to:

- (a) Note the development of an ‘innovation prospectus’; and
- (b) Approve the approach of engagement with the market, to support Innovation as part of the wider GCP programme.

## 9. Quarterly Progress Report and GCP Budget Strategy

The Executive Board resolved to:

- (a) Note the progress across the programme; and
- (b) Agree the multi-year budget strategy as outlined, including the detailed GCP budgets for 2023/24. The budget strategy will continue to be updated annually.

## 10. Date of Next Meeting

The Executive Board noted that the next meeting was scheduled to be held on Thursday 29 June 2023.

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