

REPORT TO: Planning Portfolio holder Meeting 20 March 2018
LEAD OFFICER: Joint Director of Planning and Economic Development

**Land North of Cherry Hinton
Draft Supplementary Planning Document (SPD)**

Purpose

1. To receive the final draft of the SPD for Land North of Cherry Hinton (LNCH), which would then be adopted following the adoptions of South Cambridgeshire's and Cambridge City's Local Plans.
2. This is not a key decision because the SPD does not create new policy, but provides further guidance on delivering an identified development site in the Council's emerging Local Plan.

Recommendations

3. It is recommended that the Portfolio Holder:
 - Agrees the responses to the representations received to the Land North of Cherry Hinton SPD (Appendix B) and the consequential amendments to the Land North of Cherry Hinton document (Appendix C); and
 - Approve the Land North of Cherry Hinton SPD (Appendix C) in anticipation of the adoption of the Local Plan, and to agree that it should be carried forward for adoption as a Supplementary Planning Document at the same time as the Local Plan.

Reasons for Recommendations

4. The preparation of an SPD for Land North of Cherry Hinton, in both Cambridge and South Cambridgeshire, accords with the emerging local plans of both Councils. The approved SPD will guide the submission and determination of future applications for the site.

Executive Summary

5. This is a split boundary development and the draft South Cambridgeshire Local Plan, allocates the site for residential-led development under Policy SS/3: Cambridge East. Land North of Cherry Hinton is similarly allocated in the draft Cambridge Local Plan 2014: Proposed Submission (as amended) for residential-led development under Policy 12: Cambridge East.
6. The Councils, as the Local Planning Authorities, have been working in partnership with local stakeholders to prepare an SPD that looks at how this residential-led allocation can be delivered successfully. The SPD will help guide the development of the area and will provide greater certainty and detail to support delivery of the site. It

outlines the aspirations for the area, as well as the key issues, constraints and opportunities that will influence how new development will take place.

7. The emerging Local Plans for both Councils have now completed the stage of consulting on the Main Modifications identified by the Inspectors that they consider may be necessary in order for the Local Plans to be found 'sound'. The representations received during this consultation have now been collated and sent to the Inspectors for their consideration. This means the Councils are unable to adopt the Land North of Cherry Hinton SPD until the Local Plans have been found sound and adopted. In the interim period, prior to adoption of the SPD, the Land North of Cherry Hinton SPD provides context and guidance as material consideration in the planning process.
8. In accordance with the process of preparing an SPD, consultation on the draft SPD was carried out over an eight week period between 7 August and 2 October 2017. The statutory minimum period for consultation on an SPD is six weeks, as this consultation period occurred during the summer holidays it was extended to run for eight weeks so as to allow everyone an opportunity to respond.
9. Appendix A provides a brief summary of the key issues raised during public consultation. Appendix B provides summaries of the representations received to the draft SPD and sets out the proposed responses. Appendix C provides a track-changed version of the SPD, whilst Appendix D incorporates the Statement of Consultation.
10. No significant changes are proposed as a result of the consultation. However some minor amendments to the SPD are proposed and are set out in Appendix C, reflecting the comments received during the public consultation set out in Appendix B.

Background

Land North of Cherry Hinton SPD

11. The aim of the Land North of Cherry Hinton SPD is to set out a broad planning framework reflecting the development principles for this joint housing-led development of the site. The site has been allocated for development since the adoption of the Cambridge East Area Action Plan in February 2008, when the site was removed from the Cambridge Green Belt.
12. The Land North of Cherry Hinton SPD is intended to support the new South Cambridgeshire and Cambridge City Local Plans. This SPD will be adopted at the same time as the Local Plans are adopted.

Public Consultation

13. After being approved for public consultation at South Cambridgeshire's Planning Portfolio Holder's Meeting on 26 July 2017 and at the City's Development Plan Scrutiny Sub Committee (DPSSC) on 27 July 2017, the draft Land North of Cherry Hinton SPD was the subject of consultation for 8 weeks between 7 August and 2 October 2017.
14. In line with the consultation standards set out in the council's Statement of Community Involvement and in accordance with the Town and Country Planning (Local Development) (England) Regulations 2004 (as amended), the consultation documents were sent to the statutory and other consultees. All of the consultation

material was made available via an online consultation system which allowed people to submit their comments via the internet (hard copies of the response forms were made available to those who do not have access to the internet). A notice was placed in the Cambridge Evening News on Monday 7 August 2017 containing information about the consultation and how people could get involved.

15. The draft SPD and its supporting documents remain available at <https://www.cambridge.gov.uk/land-north-of-cherry-hinton-spd>

Public Exhibitions

16. Two public exhibitions were held during the public consultation. The first took place 17 August 2017 at St Andrew's Church, Cherry Hinton and was attended by 106 people. The main topics of concern included: the excessive level of proposed growth of Cherry Hinton and the associated negative impacts. The majority of these comments related to transport issues; positive comments about the benefits of the development in terms of potential improvements to public transport (e.g. additional bus services) and the contribution that the development would make to meeting the need for new housing - including affordable dwellings. A number of attendees did not understand the planning process and were seeking advice on what stage of the planning process the development was at.
17. The second exhibition was held 14 September 2017 at Hope Community Church, Teversham and was attended by 20 people. The main topics of concern included: the timing of the delivery of the primary school (avoiding a similar problem at Eddington); more open space would be an improvement; Additional bus routes/ new service wanted for Teversham; Segregated cycle/ footpaths wanted; and the importance of providing a substantial amount of affordable housing.

Results of consultation

18. The public consultation held between 7 August and 2 October 2017 received 266 representations, made by 46 respondents, of which 85 representations (32%) were supportive and the remainder, 181 (68%) were objections.
19. A number of points and opportunities raised during public consultation included
Support for:
 - the SPD's flexible approach flexibility in relation to the function of the spine road;
 - the education provision and the locations of the schools; primary school will include provision for early years, (County Education Officers) who encourage the provision for a commercially operated nursery;
 - high density housing around the local centre to support local shops and encourage walking;
 - protecting local ecology, proposal to preserve the adjacent wildlife sites and on-site habitats and to create additional grassland habitats (Natural England);
 - development to reflect and enhance the special character of the surrounding area (Historic England);
 - improved public transport service, traffic calmed environment and segregated cycle routes;
 - Transport Assessment to develop the appropriately upgrade requirements and mitigate issues of overcapacity (National Rail).
 - development that encourages healthy lifestyles and the use of sustainable travel modes, such as cycling;
 - provision of electric charging points although more specific detail needed;

- water quality/wastewater aspects and comprehensive consultation with Anglian Water to meet their requirements (Environment Agency)
- domestic use of energy as well as energy production i.e. combustion sources within domestic dwellings, solar panels and wind turbines.
- Cambridgeshire Crime Prevention Design Team considered that the draft SPD addresses paragraphs 58 and 69 of the NPPF.

Conditional support for:

- Teversham CofE Primary School support new provision unless there are school places available in local schools or that the school is built before the housing is occupied in the development;
- new school playing fields in the Green Belt (if accessible to the public);
- key worker housing in lieu of affordable housing should be considered;
- housing that is designed for disabled or elderly people e.g. single storey and other marginalised groups.
- recreational and social areas and multi-purpose buildings need to have sufficient space so the community can use them for leisure activities;
- any new Community Centre should be available for both Cambridge City and South Cambridgeshire residents;
- habitat or open space enhancements that do not impact on local flora species i.e. perennial flax and crested cow-wheat.

Concerns raised regarding:

- Current transport network is already very congested and therefore will be inadequate to cope with additional traffic from new development;
- Absence of local employment opportunities and the likelihood of the airport closing;
- Pollution from the proximity of the airport operations and the new housing proposed;
- Likelihood that more buses and upgraded cycle paths will achieve the required modal shift;
- Road layout of new development - should be primarily for walking and cycling, as in the Eddington development in North West Cambridge.
- Air quality – this should be considered at the design stage.
- In addition to the proposed on-site areas of open spaces, additional off-site green infrastructure provision is likely to be required to meet the needs of new residents (Natural England).

20. One of the key questions the consultation asked for views on concerned the best route for a spine road through the site. The two access points for this spine road have been determined by: ensuring there is a large enough gap between the access for the Western Home scheme (adjacent to Hatherdene Close) and access to the site; and using the existing roundabout at the Cherry Hinton Road / Gazelle Way junction. The consultation also asked for people's views on whether it should run along the northern boundary of the site (Figure 41) or through the centre of the site (Figure 42); page 49 of the SPD (see Appendix C) sets out the advantages and disadvantages of each of these options. Unfortunately, there were only a few representations submitted on the matter of the spine road options.
21. The matter of the (Land North of) Cherry Hinton Spine Road options was discussed at the County's Economy and Environment Committee, 11 December 2017. The committee agreed all three resolutions to approve: the spine road as a through route; the option of a central versus a periphery route is flexible, with further assessment

required on the relative merits (approved unanimously); and the County Council will require a decision concerning the spine road design prior to an application for the site being submitted (approved unanimously). Following this decision, it has been agreed to amend paragraph 5.16, deferring the decision on the spine road design which will be determined by Cambridgeshire County Council as Highway Authority and local planning authorities, as part of the pre-application planning process. Any future planning application would be expected to include a through route spine road design in order to comply with the Highway Authority's recommendations approved by the Economy and Environment Committee 11th December 2017.

22. The consultation also included the possibility of introducing a bus gate along the spine road to prevent private motor vehicles passing all the way through the site. Three representations (two objections and one qualified support) were submitted about this option, primarily with concern to the impact it may have on the existing road network and in particular on Coldham's Lane. At Cambridge City Council's Development Plan Scrutiny Sub-Committee, the matter of the bus gate was discussed and agreed the reference to the bus gate in paragraph 5.24 be removed.
23. The SPD included an indicative building heights strategy with lower density development along the southern portion of the site, adjacent to existing residential land Cherry Hinton. The highest density development will be around the Local Centre and main activity zone towards the centre of the site. Four objections were submitted about this strategy, raising concerns about: the level of shading over the linear park; the 4-5 storey high buildings will be out of keeping with the existing buildings; and no single storey dwellings proposed, a type sought by elderly people. Given the limited number of responses, it has been considered appropriate to maintain the SPD approach to building heights unchanged. The final decision on the height of new buildings will be decided during the planning application stage. The proposed strategy will allow the site to deliver the dwellings required to meet the housing need of the Councils, while integrating well with edge of the urban area and the surrounding airport and countryside.
24. On the matter of housing mix including dwellings suitable for elderly people, the detailed housing mix will need to be the subject of detailed discussion with Council officers to identify the appropriate range of housing. The developer has indicated that an element of older people's housing could be provided within the development, which would be supported, subject to local need. Paragraph 5.88 has been amended accordingly to reflect this.
25. A number of changes related to factual corrections/omissions regarding heritage sites and clearer annotation of the Figures themselves. In terms of textual changes, many relate to the specific referencing of all the Figures in the SPD and clarifying the point that the anticipated outline planning application for the site is expected towards the end of February / March 2018 (paragraph 5.115 has been amended and 5.116 deleted) and that the S106 regime rather than CIL will be applicable in terms of Planning Obligations which itself has been refined following input from County Officers.
26. Other changes included the reference to Community Use Agreements to secure public access of any school playing fields in paragraph 2.19. An additional paragraph after paragraph 5.60, requested by the Environment Agency requiring pre-application consultation with Anglian Water to avoid foul flooding of existing properties and pollution of local water sources.

27. South Cambridgeshire's Policy Officers requested an additional paragraph outlining the SPD's approach to self and custom build dwelling plots. This has been included after paragraph 5.86.
28. Appendix A summarises the key points raised and key proposed changes to the SPD in response to the public consultation. Officers have worked through all representations and have drafted responses. Summaries of all representations and proposed responses with recommended changes to the SPD have been attached as Appendix B to this report. Amendments to the draft SPD are proposed to address many of the concerns and are attached in Appendix C.

Next Steps

29. Subject to approval by the Portfolio Holder, the public consultation responses will be published and loaded on the Council's website.
30. In terms of status, the emerging Local Plans are still at the examination stage, which means that the Councils are unable to adopt the Land North of Cherry Hinton as an SPD until the Local Plans have been found sound and adopted. In the interim period, prior to adoption of the SPD, the Land North of Cherry Hinton provides context and guidance as material consideration in the planning process.

Implications

31. There are no significant financial, legal or staffing implications for the Council.

Equality and Diversity

32. An Equality Impact Assessment has been completed for this SPD.

Environmental

33. The project has been rated as Net Low Positive; overall, it is considered that the Land North of Cherry Hinton SPD, alongside planning policy in the adopted Cambridge East Area Action Plan will have a net low positive climate change rating (rising to medium to high for some aspects). Although the precise detail is still to be developed, the SPD gives consideration to issues including water efficiency, reduction of energy demand and associated carbon emissions, climate change adaptation including designing out the risk of overheating, the use of sustainable drainage systems and the promotion of sustainable modes of transport.

Consultation responses

34. The consultation and communication arrangements for the SPD were carried as outlined in paragraphs 13 and 15.

Effect on Strategic Aims

35. **A. LIVING WELL Support our communities to remain in good health whilst continuing to protect the natural and built environment**
LNCH and the other strategic developments form a key part of the sustainable development strategy contained in the submitted Local Plan. Preparation of the SPD will help ensure that the site is built in a way that supports healthy lifestyles and protects and brings overall benefits to the natural and built environment.

36. **B. HOMES FOR OUR FUTURE**
Secure the delivery of a wide range of housing to meet the needs of existing and future communities
LNCH and the other strategic sites are a key part of the Local Plan aim to support delivery of new homes to meet identified needs.
37. **C. CONNECTED COMMUNITIES**
Work with partners to ensure new transport and digital infrastructure supports and strengthens communities and that our approach to growth sustains prosperity
Preparing an SPD for the site means transport and digital infrastructure can be appropriately planned to accommodate growth.
38. **D. AN INNOVATIVE AND DYNAMIC ORGANISATION**
Adopt a more commercial and business-like approach to ensure we can continue to deliver the best possible services at the lowest possible cost
The proposed approach to preparation of the SPD reflects this strategic aim.

Background Papers

These background papers were used in the preparation of this report:

- South Cambridgeshire Proposed Submission Local Plan (as amended)
<https://www.scambs.gov.uk/localplan>
- Equalities Impact Assessment for Land North of Cherry Hinton SPD
<https://www.cambridge.gov.uk/sites/default/files/eqia.pdf>

Appendices

- Appendix A - Summary of key issues and SPD changes
- Appendix B - Consultation representations and Councils' responses
- Appendix C - Land North of Cherry Hinton SPD (with tracked changes)
- Appendix D - Statement of Consultation

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