

South Cambridgeshire Local Plan

Draft for adoption

Comprises Proposed Submission Local Plan
July 2013 (submitted in March 2014),
as modified by:

- Inspectors' Main Modifications, and
- Council's Additional Modifications

September 2018

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Chapter 1

Introduction



Histon, South Cambridgeshire

Chapter 1 Introduction

- 1.1 This is the Local Plan for South Cambridgeshire. It updates and replaces the South Cambridgeshire Local Development Framework which was adopted between January 2007 and January 2010 and covered the period up to 2016. The Local Plan's policies and proposals cover the period 2011 to 2031. The Local Plan is founded on an extensive evidence base of studies and two rounds of public consultation on issues and options which were held between mid-July and end-September 2012 and mid-January to end-February 2013. Consultation on the Proposed Submission Local Plan was undertaken in summer 2013, before the plan was Submitted for Examination in March 2014. Further consultation was carried out on proposed modifications in 2015 and 2018. The Local Plan has been prepared in close cooperation with Cambridge City Council and Cambridgeshire County Council and its policies and proposals have been subject to sustainability appraisal through all stages of preparation. The Council has also worked with the local authorities in Cambridgeshire, Suffolk and Norfolk to produce a Strategic Housing Market Assessment (SHMA) to determine the amount of housing and jobs growth that will need to be accommodated by 2031 and agreed a memorandum of cooperation about how that need will be met.
- 1.2 The Local Plan affects all of us that live, work or study in South Cambridgeshire, or who come here to enjoy all that the area has to offer.

About South Cambridgeshire

- 1.3 South Cambridgeshire is consistently recognised as one of the top places to live and work in the country due to our thriving economy and quality of life. Our successful local economy is important on a national stage and South Cambridgeshire is one of the fastest growing areas in the country.
- 1.4 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, none currently larger than 8,000 persons. It is surrounded by a ring of market towns just beyond its borders, which are generally 10–15 miles from Cambridge. Together, Cambridge, South Cambridgeshire and the Market Towns form the Cambridge Sub-Region. South Cambridgeshire has long been a fast growing district and in 2011 had a population of 146,800 persons (bigger than Cambridge itself) and has become home to many of the clusters of high technology research and development in the Cambridge Sub-Region.

What the Plan Does and How it was Prepared

- 1.5 The Plan aims to strike the right balance between growth and conservation, valuing what makes the area unique. It is about making sure jobs are created, and new homes provided, in the right areas, and that all transport needs are

considered and people have a choice about where to live so they do not have to rely on cars for all of their journeys.

- 1.6 The Local Plan sets the levels of employment and housing development that should be provided over the plan period to best meet the needs of the area and establish a clear strategy for meeting development needs in the most sustainable way that protects the quality of life of existing and future residents. Its policies aim to ensure that development is of high quality and will meet the challenges we face with an ageing population and changing climate. It will ensure that new development comes with the necessary schools, health facilities, shops, leisure facilities and open spaces that residents need to provide a good quality of life.
- 1.7 The Local Plan sets a strong framework for new development to meet the needs of the area and provide a clear statement for local residents, businesses, service providers and the development industry of what they can expect to happen in terms of change in the built and natural environment over the next couple of decades.
- 1.8 The updated Local Plan responds to the [National Planning Policy Framework](#) (NPPF, 2012¹), the Localism Act 2011 and to proposed changes to the ways in which developers will contribute to funding supporting services and infrastructure through Section 106 contributions and the Community Infrastructure Levy (CIL).
- 1.9 Underpinning the whole of the Plan is the Government's commitment to sustainable development. Taking account of local circumstances, the new Local Plan's development and other proposals aim to meet the 3 overarching principles of sustainability:
- **Economic** – contributing to building a strong, responsive and competitive economy by ensuring that sufficient land of the right type is available in the right places and at the right time to support growth and innovation; and by identifying and coordinating development requirements, including the provision of infrastructure;
 - **Social** – supporting strong, vibrant and healthy communities, by providing the supply of housing required to meet the needs of present and future generations; and by creating a high quality built environment, with accessible local services that reflect the community's needs and support its health, social and cultural wellbeing; and
 - **Environmental** – contributing to protecting and enhancing our natural, built and historic environment; and, as part of this, helping to improve biodiversity, prudent use of natural resources, minimising waste and pollution, and mitigating and adapting to climate change including moving to a low carbon economy.

¹ The updated National Planning Policy Framework (NPPF) (published in July 2018) states that the policies in the previous framework (i.e. NPPF 2012) apply where the Local Plan was submitted to the Secretary of State for examination before 24 January 2019 (NPPF 2018, paragraph 214). The South Cambridgeshire Local Plan was submitted in March 2014 and references to the NPPF in this Local Plan refer to the NPPF 2012 and not the NPPF 2018.

- 1.10 The overarching objective in national policy to secure sustainable development strongly influenced the development of the Plan. The Council prepared a Sustainability Appraisal Scoping Report that has helped us identify the key issues and sustainability objectives for the new Local Plan. An Initial Sustainability Report was also prepared, which tested the sustainability merits of the issues and options which were considered and tested in producing the Plan. The draft Final Sustainability Report also includes an analysis of the issues identified, the options available to address them, the results of consultation on reasonable options, and how the proposed policies were arrived at. A Sustainability Appraisal Addendum was produced in 2015, to take account of new evidence prepared in response to the Inspectors' Letter during the Local Plan Examination. Following the Examination Hearings proposed modifications were also subject to sustainability appraisal.

What the Plan Looks Like

- 1.11 The Plan includes a vision, strategic objectives and specific chapters relating to the future spatial strategy and other matters which will affect how we live and work over the next two decades. Each chapter provides key facts about the topic. The chapters are as follows:
- **Chapter 1: Introduction** which describes the overall purpose of the document.
 - **Chapter 2: Spatial Strategy** sets out the vision and objectives and development needs for South Cambridgeshire to 2031 together with the spatial strategy which focuses development on the edge of Cambridge, at new towns/new villages; and in selected villages. It also has policies for small scale development in villages. It includes a policy about phasing, delivering and monitoring of the Plan to ensure that it continues to meet its objectives.
 - **Chapter 3: Strategic Sites** contains the strategic sites that will contribute most to the delivery of sustainable development in South Cambridgeshire.
 - **Chapter 4: Climate Change** is concerned with sustainable development, climate change, water resources and flooding.
 - **Chapter 5: Delivering High Quality Places** is concerned with design, landscape, and public realm.
 - **Chapter 6: Protecting and Enhancing the Natural and Historic Environment** contains proposals to protect and enhance the historic built and the natural environment.
 - **Chapter 7: Delivering High Quality Homes** is concerned with delivering high quality housing and includes village housing sites.
 - **Chapter 8: Building a Strong and Competitive Economy** deals with building a strong and competitive economy, including sections on employment, retail and tourism and development sites.
 - **Chapter 9: Promoting Successful Communities** is concerned with creating successful communities, including the provision of open space, leisure facilities and community facilities.

- **Chapter 10: Promoting and Delivering Sustainable Transport and Infrastructure** deals with promoting and delivering sustainable transport and other kinds of infrastructure.
- 1.12 Responding to the introduction of Neighbourhood Development Plans under the Localism Act 2011, the Local Plan includes Parish Council proposals where there is clear local support, as an alternative to the preparation of Neighbourhood Plans.

What Comprises the Development Plan for South Cambridgeshire

- 1.13 In the past, strategic planning for South Cambridgeshire was undertaken at a 'higher plan-making level', most recently through the Cambridgeshire and Peterborough Structure Plan 2003 and the Regional Spatial Strategy (the East of England Plan 2008). Both these documents have now been revoked and strategic planning is now undertaken at a local level, coordinated by a statutory 'duty to cooperate'. This cooperation has in part been through the oversight provided by Cambridgeshire and Peterborough Joint Strategic Planning Unit which was set up to help coordinate the development of strategy with South Cambridgeshire District Council, Cambridgeshire County Council and other local planning authorities and stakeholders in the area.
- 1.14 On adoption of this Plan, the statutory development plan for South Cambridgeshire will comprise:
- South Cambridgeshire Local Plan;
 - Northstowe Area Action Plan 2007 (excluding Policy NS/3(1g), which is replaced by Policy SS/5: Northstowe Extension);
 - Cambridge Southern Fringe Area Action Plan 2008;
 - Cambridge East Area Action Plan 2008 (excluding policies CE/3 and CE/35, which are replaced by Local Plan Policy SS/3: Cambridge East);
 - North West Cambridge Area Action Plan 2009; and
 - Cambridgeshire and Peterborough Minerals and Waste Local Development Framework – Core Strategy and Proposals Map C 2011, Site Specific Proposals Plan and Proposals Map A and B 2012.

Policy LP/1: Superseded Policies referred to in Adopted Area Action Plans

Where policies of the Local Development Framework referred to in adopted Area Action Plans are superseded by policies of this Local Plan, the more up to date Local Plan policies will be applied, as set out in Appendix B.

- 1.15 The adopted Area Action Plans remain part of the development plan, and in places make reference to policies in other parts of the Local Development Framework, in particular the Core Strategy DPD and Development Control Policies DPD. For clarity on the policies to be applied in decision making

involving the Area Action Plan sites, where reference is made in an Area Action Plan to a policy elsewhere in the Local Development Framework, the replacement policy in the Local Plan will apply. A schedule is included in Appendix B of the plan, identifying the relevant references in the adopted Area Action Plans that are superseded by the Local Plan and the Local Plan policies that will be applied.

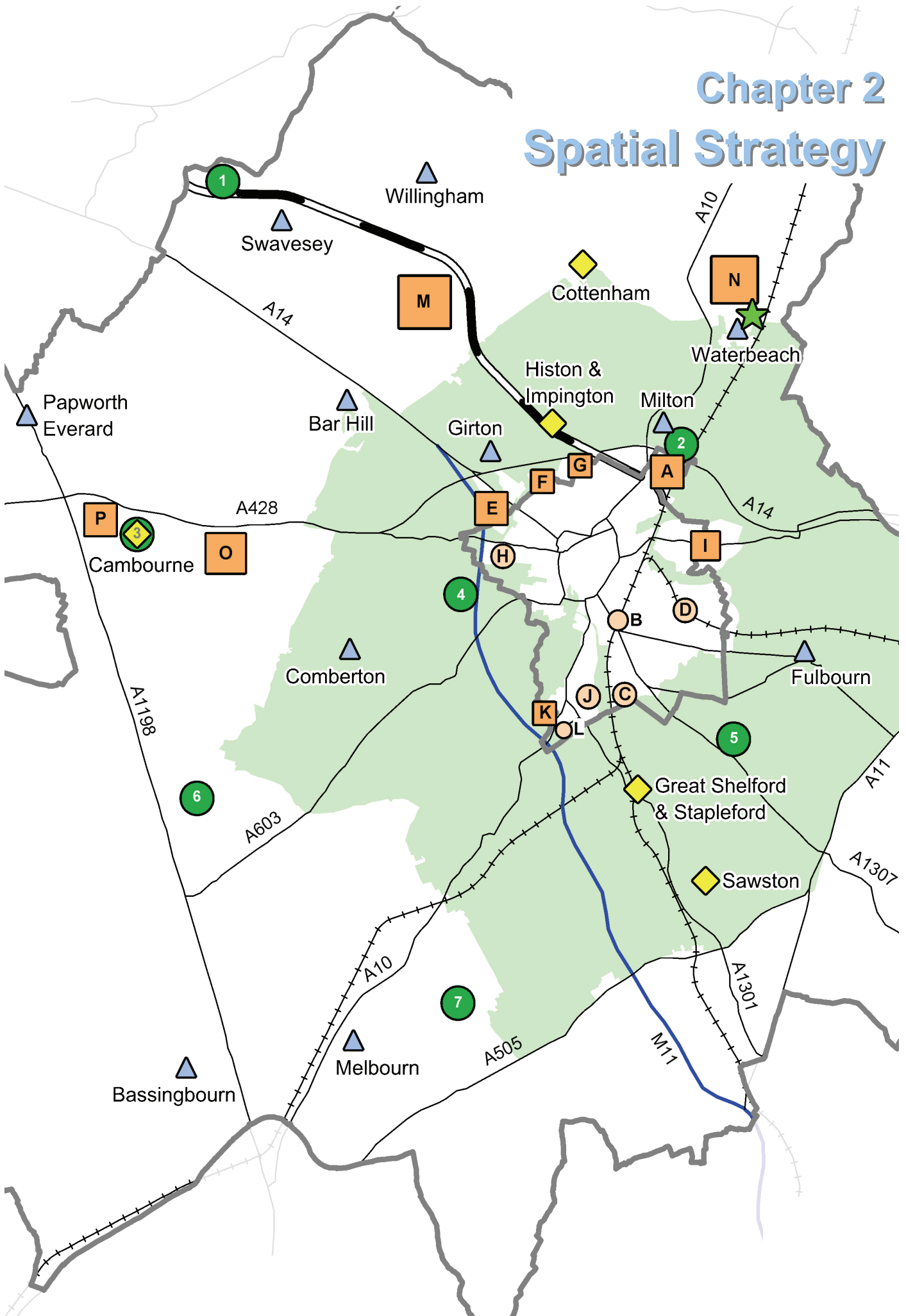
- 1.16 Also on adoption of the Local Plan, the South Cambridgeshire Local Development Framework Core Strategy 2007, Development Control Policies DPD 2007, Site Specific Policies DPD 2010 and saved Policy CNF6 from the South Cambridgeshire Local Plan 2004 will be revoked in their entirety and will no longer form part of the development plan.
- 1.17 The Local Plan proposes the preparation of new Supplementary Planning Documents and an Area Action Plans to guide development in three areas of large scale development:
- Bourn Airfield new village Supplementary Planning Document;
 - Waterbeach new town Supplementary Planning Document; and
 - Cambridge Northern Fringe East Area Action Plan – prepared jointly with Cambridge City Council.
- 1.18 These documents will be prepared after the Local Plan is adopted.

Strategic policies and neighbourhood planning

- 1.19 There is a list of basic conditions in the Town and Country Planning Act 1990 that must be met by a Neighbourhood Plan before it can be successful at independent examination and ultimately adopted by a Local Planning Authority. One of these is that any draft Neighbourhood Plan must be in “general conformity” with the strategic policies contained in the development plan for the district. According to the National Planning Policy Framework (NPPF, 2012) a local planning authority should set out clearly the strategic policies for their area (paragraph 184).
- 1.20 The Council has therefore used the guidance provided within the NPPF (2012) and in the National Planning Practice Guidance to define the strategic policies in the South Cambridgeshire Local Plan. Appendix E includes a list of the identified strategic policies to provide clarity for neighbourhood plan purposes.

Chapter 2

Spatial Strategy



Chapter 2 Spatial Strategy

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

Key Facts:

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

Evolving the Strategy and Overview

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

- a comparison between the evolving development strategy and the previous strategy.

The Development Strategy 1999 to 2016

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

these sites at the start of the recession, good progress is now being made. The major sites are:

Edge of Cambridge:

- Trumpington Meadows – 600 homes, with planning permission as part of a wider development of 1,200 which includes land in Cambridge City Council's area.
- North West Cambridge – 1,155 homes in South Cambridgeshire with planning permission as part of a wider development of 3,000 homes which includes land in Cambridge City Council's area, to meet the needs of Cambridge University.
- Land between Huntingdon Road and Histon Road – named Darwin Green, originally allocated for 1,100 homes but the capacity assumption has been revised to 900 dwellings in the light of pre-application discussions to allow a more appropriate density of development. Policy SS/2 identifies a larger site boundary than in the Site Specific Policies DPD, bringing capacity to approximately 1,000 dwellings.
- Land north of Newmarket Road – Outline Planning permission granted in 2016 for development of approximately 1,300 homes.
- Land north of Cherry Hinton – The Cambridge East AAP identified that it may be possible for this area to come forward ahead of relocation of the airport. Policy SS/3 identifies 420 homes in South Cambridgeshire as part of a wider development of 1,200 homes which includes land in Cambridge City Council's area.

New settlement:

- Northstowe – new town of 10,000 homes, first phase of which was granted planning permission in 2014 for 1,500 homes and a development framework plan for the whole new settlement agreed at the same time. Phase 2, 3,500 homes, was granted outline planning permission in 2017.

Objectively Assessed Needs for New Jobs and Homes

- 2.9 A key role of the Local Plan is to provide for the development needs of the district over the plan period to 2031. Population growth and the continued success of the Cambridge and South Cambridgeshire economies are important drivers for further growth. There is a strong link between jobs and homes and it is important that the Local Plan provides an appropriate balance that will provide jobs for the whole community as well as supporting the nationally and internationally successful local economy with its focus on the high technology and research sectors, while at the same time delivering homes to meet the overall housing needs. This must be done while protecting the environment and what makes the area a successful and attractive place.
- 2.10 The National Planning Policy Framework (NPPF, 2012) requires that Local Plans should meet the objectively assessed housing, business and other development needs of an area in a positive and flexible way, unless any adverse impacts of doing so would significantly and demonstrably outweigh the benefits. This must involve using an evidence base to ensure that the Local Plan meets the full, objectively

assessed needs for market and affordable housing in the local housing market area as far as is consistent with the policies set out in the NPPF (2012). Councils should work with neighbouring authorities where housing market areas cross administrative boundaries and the NPPF requires the preparation of a Strategic Housing Market Assessment (SHMA) to assess full housing needs.

- 2.11 The local authorities in the Cambridge Sub Region Housing Market Area have been working together for some time on a range of planning and housing issues and have prepared a joint SHMA, which was updated to inform the new Local Plans being prepared by Councils in the area. The [Cambridge Sub Region SHMA 2012](#) identifies the objectively assessed need for housing in South Cambridgeshire and all other districts in the Cambridge Sub Region housing market area for the period 2011-2031 (Chapter 12). The SHMA considers jobs forecasts as a key part of the analysis of the overall number of homes required to meet the development needs of the area for the period 2011 to 2031. It identifies the need for 22,000 additional jobs and 19,000 new homes in South Cambridgeshire. Additional independent technical evidence was prepared in 2015 to further consider need for new housing taking account of national guidance published after the plans were prepared. This identified the full Objectively Assessed Need for South Cambridgeshire as 19,337 homes. This has been rounded to 19,500 in the housing target for the plan period.

Duty to Cooperate

- 2.12 The Localism Act 2011 establishes a 'Duty to Cooperate' for local planning authorities in the preparation of their local plans. A key aspect of cooperation is around provision of jobs and homes to ensure that all the objectively assessed needs of the housing market area are met in full. The Cambridgeshire Authorities, together with Peterborough given the overlap between the two housing market areas, agreed a Memorandum of Cooperation (May 2013) that demonstrates that the full objectively assessed needs of the Cambridge Sub Region housing market area will be addressed. It confirms that South Cambridgeshire and Cambridge are both planning to meet their objectively assessed needs in full within their administrative areas in their new Local Plans.
- 2.13 A Memorandum of Understanding was also agreed between Cambridge City Council and South Cambridgeshire District Council in September 2014, which agrees that the housing trajectories for Cambridge and South Cambridgeshire, as updated each year in the Annual Monitoring Report, will be considered together for the purposes of phasing of housing delivery, including for calculating 5-year housing land supply in development management decisions that concern housing development.
- 2.14 The Duty to Cooperate also applies to county councils and a range of key public bodies with an interest in planning, including the Environment Agency, Historic England, Natural England, and the Highways England. The Council has engaged with relevant bodies throughout the issues and options stage and in the preparation of the Local Plan, in particular on assessment of site options for development.

The Joint Spatial Approach for Cambridge and South Cambridgeshire

- 2.15 Interdependencies between the two administrative areas of Cambridge and South Cambridgeshire are well established through the location of key employment sites, patterns of travel to work and access to services and facilities. Both Councils have prepared new development plans that add to the development proposals from the Cambridge Local Plan 2006 and South Cambridgeshire Local Development Framework 2007-2010 to meet the needs of the Cambridge area for the period to 2031. The Councils have a long history of joint working reflecting the strong interaction between the two administrative areas and the two authorities have worked closely together on the preparation of their Local Plans, including joint consultation on issues and options of shared interest.
- 2.16 For the review of their development plans, the Councils considered whether the strategy for 1999 to 2016 remained the most appropriate development strategy to 2031, or whether circumstances required an alternative approach. The interrelationship between Cambridge and South Cambridgeshire means that decisions cannot be taken in isolation and the approach in the Local Plans needed to remain joined up, as it has been in the past.
- 2.17 The Councils reviewed jointly how far the sustainable development strategy for 1999 to 2016 had progressed, what evidence there was that it was achieving its original objectives and what a new sustainable development strategy would look like in view of changes in economic and other circumstances. The objective to locate as many jobs and homes in and on the edge of Cambridge had to be considered within the context of a recently reviewed tightly drawn Green Belt, which aims to protect the unique character of Cambridge as a compact, dynamic city with a thriving historic centre, maintain and enhance the quality of the city's setting, and prevent the city merging with the ring of necklace villages.
- 2.18 A number of factors influenced the joint work on the evolution of the development strategy to 2031:
- As part of the review of the East of England Plan 2008 (the Regional Spatial Strategy for the East of England), which was subsequently abandoned, the Cambridgeshire authorities commissioned consultants to prepare the Cambridgeshire Development Study 2009. The study looked at how well the development strategy was working, forecasts for economic growth taking account of the beginning of the downturn, and how the strategy could be developed if further growth was needed. The study identified a range of challenges for growth. These included that significant additional expansion to Cambridge (where the economy is stronger) would impact on the integrity of the Green Belt and the concept of Cambridge as a compact city. The study also concluded that without deliverable solutions for transport and land supply, Cambridge-centered growth would be difficult to achieve, and would require a fundamental step change in traffic management and travel behaviour.

The study recommended a spatial strategy for Cambridgeshire that was based on delivering the strategy in the Cambridge Local Plan 2006 and

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

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

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

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

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

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

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

In response to issues raised by the Inspectors during the Local Plan Examination, the Councils commissioned a new independent Inner Green Belt Review in 2015. This also concluded that beyond those locations already identified in the submission Local Plans it is unlikely that any development could be accommodated without substantial harm to Green Belt purposes (in most locations around the edge of the City). Additional work was carried to consider sites on the edge of Cambridge on an equal basis with other sites, through transport modelling and Sustainability Appraisal. Work was also undertaken on an updated Infrastructure Delivery Study and Viability Report with a Development Strategy document that drew together the findings of all the additional work. The Development Strategy Update and the Joint Sustainability Appraisal Addendum set out how the issue of Green Belt was considered through the plan making process, meeting the requirements of paragraphs 84 and 85 of the NPPF to consider the sustainability impacts of developing outside the Green Belt compared with removing land from the Green Belt for development. This work confirmed the approach to the development strategy. Further work was also undertaken to demonstrate that the transport measures necessary to support sustainable new settlements are capable of being delivered. The Greater Cambridge City Deal (now known as Greater Cambridge Partnership) provided a position statement in March 2016 that confirms the City Deal partners are wholly committed to delivery of the infrastructure programme for the benefit of existing and future residents and businesses through the provision of an enhanced transport network that provides good quality connectivity between homes and jobs, including supporting and securing new development provided for in the Local Plans through the delivery of key infrastructure schemes.

- The Councils undertook a joint Sustainability Appraisal of the overall strategy as part of the plan making process. A range of options around the impact of

different levels of growth in the Green Belt on the edge of Cambridge, the approach to new settlements, major expansion of Cambourne and the best available sites at villages were identified and tested through Sustainability Appraisal, to consider the relative impact of different development packages. This included looking at different levels of growth at some of the site options to minimise adverse impacts and secure the most sustainable form of development. It identified the importance of balancing the accessibility aspects of sustainable development and the environmental and social aspects. This appraisal was updated in 2015, to take account of new evidence prepared in response to Inspectors during the Local Plan Examination.

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

- Strategy development and options testing was guided by the Joint Strategic Transport and Spatial Planning Group (JST&SPG), the member governance group set up to guide the collaborative preparation of development plans in Cambridge and South Cambridgeshire and the associated Transport Strategy. The broad strategy options considered by the JST&SPG demonstrated that:
 - Focusing development on Cambridge remains the most sustainable location for additional development. The Cambridge Local Plan for the period 2011 to 2031 identifies significant potential within the urban area of Cambridge.
 - The edge of Cambridge is the next most sustainable location for growth in the development sequence and significant development will take place in the plan period on land already removed from the Green Belt. The new Cambridge Local Plan proposes modest further revisions to the Green Belt which means that Cambridge is able to meet its full objectively assessed needs within its administrative area, although it makes little additional contribution to South Cambridgeshire's objectively assessed needs.
 - After development on the edge of Cambridge, new settlements are the next most sustainable location for growth. South Cambridgeshire District Council considered a number of new settlement sites submitted through its 'call for sites' as part of the Strategic Housing Land Availability Assessment and Sustainability Appraisal processes. This identified two options for a new town north of Waterbeach of different sizes and a new village at Bourn Airfield as options for consultation in Issues and Options 2012. Subsequently, versions of both sites were identified as appropriate to include in the Local Plan.

- Development in villages should continue to be limited for sustainability reasons. South Cambridgeshire District Council considered a strategic scale of village development at Cambourne submitted through its ‘call for sites’ as part of the Strategic Housing Land Availability Assessment and Sustainability Appraisal processes. This identified the site as an option for consultation in Issues and Options 2012 and subsequently a version of the site was identified as appropriate to include in the Local Plan.
- The Joint Strategic Transport and Spatial Planning Group (JST&SPG) considered the additional evidence prepared in 2015 and confirmed the approach.

The Transport Strategy for Cambridge and South Cambridgeshire

- 2.19 The 1999-2016 development strategy was predicated upon delivering efficient, sustainable patterns and choices of travel between home and work. Data from the Census 2011 shows that Cambridge has the highest proportion of people cycling to work in the United Kingdom with the lifestyle conditions that are also more likely to promote cycle based commuting choices than anywhere else in the United Kingdom.
- 2.20 The Transport Strategy for Cambridge and South Cambridgeshire 2014 focuses on the capacity for sustainable modes of transport and what further measures need to be provided in the sub region between key economic hubs in and around the city, where people live, and where they access services. The development strategy locates development in areas where there is already good public transport or where it can be provided and concentrates development in rural South Cambridgeshire in major new developments as far as possible to support the greatest public transport improvements, so that further improvements can be made to the sustainable transport in and around the city by making movement straightforward and convenient. The Transport Strategy for Cambridge and South Cambridgeshire 2014 was prepared in parallel with the two new local plans and includes the mitigation and infrastructure requirements necessary to promote sustainable travel as part of the development strategy of the two plans.

Comparing the Development Strategy to 2031 with the Structure Plan

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

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

	Existing Completions and Commitments (both areas)	New Sites Cambridge	New Sites South Cambs	TOTAL	%
Cambridge Urban Area	5,358	1,470	0	6,282	19
Edge of Cambridge	11,370	890	410	12,670	35
New Settlements and Cambourne West	3,445	0	4,610	8,055	23
Rural Area (including windfalls)	7,284	0	936	8,220	23
TOTAL	27,457	2,360	5,956	35,773	100

Source: Housing Trajectory November 2015

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

	Structure Plan 1999 to 2016	%	New Local Plan Strategy 2011 to 2031 (both areas)	%
Cambridge Urban Area	8,900	27	6,828	19
Cambridge Fringe Sites	8,000	25	12,670	35
New settlements	6,000	18	8,055	23
Villages	9,600	30	8,220	23
TOTAL 1999 to 2016	32,500	100	35,773	100

Source: Housing Trajectory November 2015

- 2.24 The development strategy identified in the Local Plans includes development at all stages in the sequence across both areas, taking account of the opportunities and constraints identified. It compares favourably with the Structure Plan with Cambridge remaining the focus of the development strategy comprising 54% of the housing requirement of both Councils 2011 to 2031. This is comparable with and slightly higher than the 52% in the Structure Plan strategy. The strategy has 35% of all new development planned on the edge of Cambridge, higher than the 25% in the Structure Plan, notwithstanding that Cambridge East is not now expected to come

forward in the plan period at least. The main change is the swap in South Cambridgeshire between the proportion of development at new settlements and that at villages which sees a much higher proportion at new settlements than the previous strategy: 23% compared with 18%. This leaves the lowest percentage at the least sustainable stage in the sequence with only 23% of planned development identified at villages.

Vision and Objectives

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

Policy S/1: Vision

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

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

Policy S/2: Objectives of the Local Plan

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

- a. To support economic growth by supporting South Cambridgeshire's position as a world leader in research and technology based industries, research, and education; and supporting the rural economy.
- b. To protect the character of South Cambridgeshire, including its built and natural heritage, as well as protecting the Cambridge Green Belt. New development should enhance the area, and protect and enhance biodiversity.
- c. To provide land for housing in sustainable locations that meets local needs and aspirations, and gives choice about type, size, tenure and cost.

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- d. To deliver new developments that are high quality and well-designed with distinctive character that reflects their location, and which responds robustly to the challenges of climate change.
- e. To ensure that all new development provides or has access to a range of services and facilities that support healthy lifestyles and well-being for everyone, including shops, schools, doctors, community buildings, cultural facilities, local open space, and green infrastructure.
- f. To maximise potential for journeys to be undertaken by sustainable modes of transport including walking, cycling, bus and train.

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

Sustainable Development

Policy S/3: Presumption in Favour of Sustainable Development

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

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

2.28 The National Planning Policy Framework (NPPF, 2012) states that the purpose of planning is to help achieve sustainable development, and the NPPF (2012) has at its heart a presumption in favour of sustainable development, which it says should be seen as a golden thread running through both plan making and decision taking. For South Cambridgeshire, sustainable development means supporting the economic success of the Cambridge area, maintaining the setting of Cambridge as a compact historic city, and providing for development needs in a way that maintains the high quality of life enjoyed by residents that makes it such an attractive place to live, work and study, and locates new homes close to services and employment or on high quality public transport routes. The Local Plan has a number of chapters covering the full range of planning policy issues, which together contribute to the achievement of the three dimensions of sustainability: an economic role, a social role and an environmental role.

Cambridge Green Belt

Policy S/4: Cambridge Green Belt

A Green Belt will be maintained around Cambridge that will define the extent of the urban area. The detailed boundaries of the Green Belt in South Cambridgeshire are defined on the Policies Map, which includes some minor revisions to the inner boundary of the Green Belt around Cambridge and to the boundaries around some inset villages. New development in the Green Belt will only be approved in accordance with Green Belt policy in the National Planning Policy Framework.

2.29 The Government attaches great importance to Green Belts, and this is set out in the NPPF(2012). The fundamental aim of Green Belt policy is to prevent urban sprawl by keeping land permanently open and a specific function of some Green Belts, such as the one around Cambridge, is to preserve the setting and special character of historic towns. Cambridge has had a Green Belt since the 1965 Development Plan, which includes about 25% of South Cambridgeshire. A review of the Green Belt was undertaken in the 1980s resulting in the Cambridge Green Belt Local Plan

1992. A further and more strategically significant review was started in the Regional Planning Guidance for East Anglia (RPG6) with locations for Green Belt release identified in the Cambridgeshire and Peterborough Structure Plan 2003 and detailed boundary changes made in the Cambridge Local Plan 2006 and the South Cambridgeshire Local Development Framework 2007-2010.

- 2.30 The Cambridge Green Belt surrounds Cambridge and is relatively small in extent, extending around 3 to 5 miles from the edge of the City and incorporates many of South Cambridgeshire's larger and most sustainable villages. The established purposes of the Cambridge Green Belt are to:
- Preserve the unique character of Cambridge as a compact, dynamic city with a thriving historic centre;
 - Maintain and enhance the quality of its setting; and
 - Prevent communities in the environs of Cambridge from merging into one another and with the city.
- 2.31 A number of factors define the special character of Cambridge and its setting, which include:
- Key views of Cambridge from the surrounding countryside;
 - A soft green edge to the city;
 - A distinctive urban edge;
 - Green corridors penetrating into the city;
 - Designated sites and other features contributing positively to the character of the landscape setting;
 - The distribution, physical separation, setting, scale and character of Green Belt villages; and
 - A landscape that retains a strong rural character.
- 2.32 The NPPF (2012) is clear that where Green Belts are defined, they should only be altered in exceptional circumstances when preparing a Local Plan. When reviewing Green Belt boundaries, Councils are required to take account of the need to promote sustainable development and consider the consequences for sustainable development of channelling development towards urban areas within Green Belts, to villages inset within the Green Belt and to locations beyond the Green Belt.
- 2.33 The Inner Green Belt Review 2012, undertaken jointly with Cambridge City Council, examined the Green Belt in detail and found a number of small areas on the edge of Cambridge that are not considered of long term importance to Green Belt purposes. Given the level of need for homes and jobs, it is considered that exceptional circumstances exist to justify their release. These comprise a site between Huntingdon Road and Histon Road as an extension to the housing allocation carried forward from the Local Development Framework (Policy SS/2) and a site on Fulbourn Road as an extension to the Peterhouse Technology Park (Policy E/3). The independent Inner Green Belt Review 2015 for both Councils reached similar conclusions about the importance of land on the edge of Cambridge for Cambridge Green Belt purposes.
- 2.34 In addition, land is released from the Green Belt at Sawston, Impington and Comberton (Policy H/1) to meet the overall need for housing and to provide a
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flexible and responsive package of sites that will best meet identified needs.

Provision of New Jobs and Homes

Policy S/5: Provision of New Jobs and Homes

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

- a. 22,000 additional jobs to support the Cambridge Cluster and provide a diverse range of local jobs;
- b. 19,500 new homes, including affordable housing.

- 2.35 The Cambridge Sub-Region Strategic Housing Market Assessment 2012 (SHMA) took an integrated approach to the identification of the need for additional jobs and homes in South Cambridgeshire over the plan period. Additional assessment of Objectively Assessed Need was carried out in 2015 to take account of national planning guidance published after the submission of the Local Plan to consider issues around the latest national household projections, market signals and affordable housing.
- 2.36 For jobs, this takes account of the findings of two different local economic forecasting models alongside a range of national and local demographic forecasts, having regard to the proportion of economic growth expected to be created in South Cambridgeshire. The predicted level of jobs growth is provided for in full in the Local Plan as a key part of the continued support for the Council's vision to demonstrate impressive and sustainable economic growth. This will help maintain the role of the Cambridge area as a world leader in higher education, research and knowledge based industries and the important role of South Cambridgeshire, including a number of major research parks at Cambridge Science Park, Hinxton Hall and Granta Park.
- 2.37 The number of jobs is a forecast and not a target to be met at all costs. The Economy chapter (Chapter 8) provides a set of flexible policies that focus on delivering the types of employment appropriate to both support the Cambridge cluster and to provide a diverse range of local jobs to ensure a strong and vibrant local economy into the future. The Employment Land Review identifies that growth on this scale would generate a net demand for around 143,000m² of additional floorspace or 43 hectares of land in the 'B' use classes. The Local Plan identifies a supply of land that is sufficient to provide the predicted 22,000 additional jobs and includes sufficient surplus that would also ensure that if the economy performs better than expected, the plan will not constrain economic potential. It also responds to demand in Cambridge identified in the Employment Land Review by identifying opportunities on the edge of Cambridge at the Science Park, around the new Cambridge North Railway Station, and next to the Peterhouse Technology Park.

- 2.38 It identifies a need for 19,000 new homes and 22,000 jobs in South Cambridgeshire by 2031. It provides a balance between jobs and homes across the HMA and confirms that there is no additional outstanding backlog arising from the Local Development Framework.
- 2.39 The Objectively Assessed Need: Further Evidence published in November 2015 takes account of national guidance published after the submission of the Local Plan, the CLG 2012 national household projections, market signals and affordable need. Compared with the SHMA methodology with its integrated approach to jobs and homes it is slightly higher. It identifies a need for 19,337 new homes in South Cambridgeshire by 2031. The higher of the two figures is taken to represent the full objectively assessed need for South Cambridgeshire and in the interests of positive planning has been rounded to 19,500 for the purposes of the plan requirement.
- 2.40 The SHMA includes consideration of need for affordable housing. Policy H/10 in Chapter 7: Delivering High Quality Homes requires the provision of affordable housing to respond to an identified high level of need. The Gypsy and Travellers Accommodation Assessment 2016 identifies no unmet objectively assessed need for pitches to meet the needs of Gypsies and Travellers for the period 2016 to 2031. It identifies a need for 11 plots for Travelling Showpeople. Policies in the High Quality Homes chapter provide more detail on how the needs of these groups will be met.
- 2.41 Over the plan period, the figure of 19,500 new homes implies an average delivery rate of 975 homes per year. While less than the Core Strategy 2007 annualised average of 1,176 homes, for comparison over the period 2001 to 2011 a total of 7,663 homes were built at an average of 766 homes per year and the Local Plan therefore represents a consistent step change in housing delivery over a lengthy period. The phasing of housing delivery is dealt with in Policy S/12.
- 2.42 Taking account of all forms of housing supply, comprising: completions in 2011- 15 (the first four years of the plan period) of 2,735 homes; supply of housing on the existing allocations in adopted plans (including those with planning permission) expected by 2031 of 8,771 homes; unallocated sites with planning permission of 1,179 homes; and the Council's forecast windfall allowance of 2,450 homes, in 2015 the Council had a supply of 15,135 homes towards the 19,500 home requirement. This required sufficient new land to be identified to deliver a further 4,365 new homes in the district between 2011 and 2031.
- 2.43 It will be important to monitor the need for jobs and homes regularly, as well as progress in delivery, and to review the Local Plan as necessary (see Policy S/12).

The Development Strategy to 2031

Policy S/6: The Development Strategy to 2031

1. The need for jobs and homes will be met as far as possible in the following order of preference, having regard to the purposes of the Cambridge Green Belt:
 - a. On the edge of Cambridge;
 - b. At new settlements;
 - c. In the rural area at Rural Centres and Minor Rural Centres.
2. Major site allocations from the South Cambridgeshire Local Development Framework 2007-2010 together with the Area Action Plans for Northstowe (except as amended by SS/5), North West Cambridge, Cambridge Southern Fringe and Cambridge East (except as amended by Policy SS/3) are carried forward as part of the development plan to 2031 or until such time as the developments are complete.
3. The following 3 new strategic scale allocations are proposed for housing-led development with associated employment and supporting services and facilities to meet the majority of the additional development needs to 2031 and beyond:
 - d. A new town north of Waterbeach for 8,000 to 9,000 homes;
 - e. A new village based on Bourn Airfield for 3,500 homes;
 - f. A major expansion of Cambourne for a fourth linked village of 1,200 homes, all of which by 2031.
4. Development in the rural area will be limited, with allocations for jobs and housing focused on Rural Centres and Minor Rural Centres, and rural settlement policies providing for windfall development for different categories of village consistent with the level of local service provision and quality of public transport access to Cambridge and market towns.

Figure 1: Key Diagram for South Cambridgeshire

- General Extent of the Green Belt
- Green Belt Extension
- Major Development Areas:**
 - Cambridge City
 - South Cambridgeshire & Joint Edge of Cambridge
- Cambridge**
 - A. Cambridge Northern Fringe East
 - B. CB1
 - C. Addenbrooke's
 - D. South of Coldhams Lane
- Edge of Cambridge**
 - E. North West Cambridge
 - F. NIAB
 - G. Orchard Park
 - H. West Cambridge
 - I. Cambridge East (including safeguarded land)
 - J. Clay Farm
 - K. Trumpington Meadows
 - L. Glebe Farm
- New Settlement**
 - M. Northstowe
 - N. Waterbeach New Town
 - O. Bourn Airfield New Village
- Rural Centre Extension**
 - P. Cambourne West
- Rural Centre**
- Minor Rural Centre**
- Major Green Infrastructure**
 - 1. Fen Drayton Lakes
 - 2. Milton Country Park
 - 3. Cambourne
 - 4. Quarter to Six Quadrant including Coton Countryside Reserve
 - 5. Wandlebury Country Park
 - 6. Wimpole
 - 7. Fowlmere RSPB Reserve
- District Boundary**
- Guided Busway**
- Train Line**

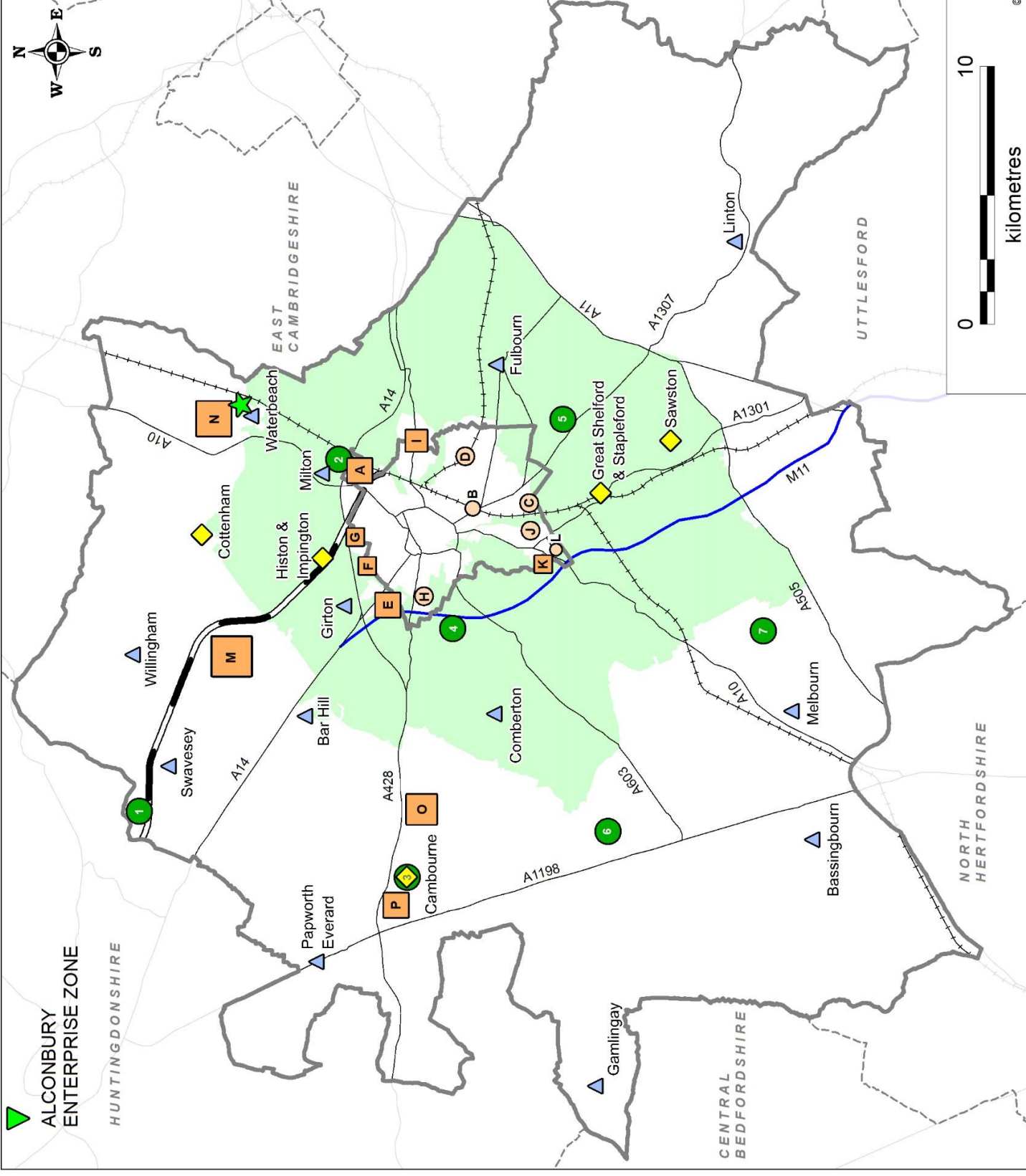
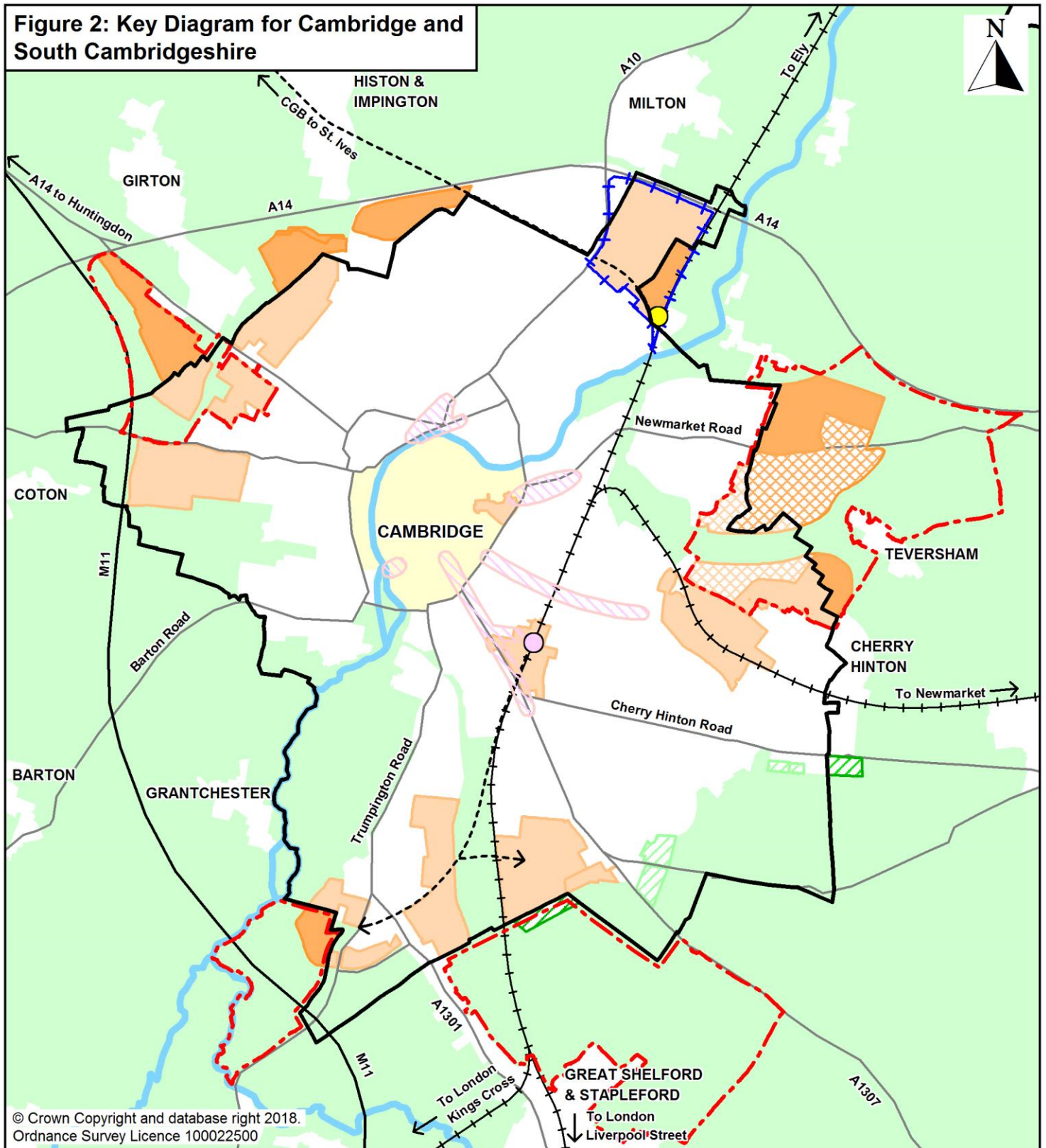


Figure 2: Key Diagram for Cambridge and South Cambridgeshire



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

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

- 2.44 The sustainable development sequence has been carried forward from the previous plan balancing the sustainability merits of land on the edge of Cambridge in terms of accessibility to services and facilities and reducing emissions with the sustainability merits of land in the Green Belt on the edge of Cambridge in terms of protecting the special characteristics of Cambridge as a compact historic city. Away from Cambridge, the most sustainable categories of village for development in the context of South Cambridgeshire are Rural Centres and Minor Rural Centres for the purposes of making allocations for new housing.
- 2.45 The development strategy for 2011 to 2031 is shown on the Key Diagrams (see Figures 1 and 2). A significant proportion of the overall housing requirement is made up of allocations carried forward from the previous plan and the policy clarifies that the adopted Area Action Plans for some of those developments remain part of the development plan alongside the Local Plan.
- 2.46 Cambridge City Council and South Cambridgeshire District Council jointly reached the view on the extent of change on the edge of Cambridge where only minor revisions to the inner Green Belt boundary are proposed in the Local Plans including a change to the boundary of the site between Huntingdon Road and Histon Road in South Cambridgeshire for housing that would not increase the overall number of homes currently planned but instead provide more room to ensure a high quality development (see Chapter 3 Strategic Sites, Policy SS/2), and employment allocations for the expansion of Cambridge Biomedical Campus, and south of Fulbourn Road as an extension to Peterhouse Technology Park (see Chapter 8 Promoting a Strong and Competitive Economy, Policies E/2 and E/3).
- 2.47 Two new settlements – a new town north of Waterbeach and a new village at Bourn Airfield - and a major village expansion at Cambourne will provide the majority of the additional housing required by 2031. The preference to allocate all three strategic sites was influenced by the long lead in times for new settlements which will therefore come forward later in the plan period and continue developing beyond 2031. Without including a major expansion of Cambourne, a significant amount of development would be required at villages and would result in the sort of dispersed development strategy confirmed as being unsustainable. In January 2017 the Council resolved to grant planning permission for a mixed use development including 2,350 homes at Cambourne West. The timing of development at Bourn Airfield new village has regard to the longer lead in times for the development of new settlements and so that the remainder of Cambourne is well progressed before any development starts at Bourn Airfield. This will also help provide additional flexibility and ensure a continuous supply of house building land.
- 2.48 The major sites will be supported by limited development at the more sustainable villages in the order of 900 homes to provide flexibility and help ensure a continuous supply of housing land over the plan period, including if there is any delay in progress on any of the major sites. These are addressed in Chapter 7: Delivering High Quality Homes.
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Development Frameworks

Policy S/7: Development Frameworks

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

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

public transport.

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

Strategy for the Rural Area

- 2.53 The Local Plan classifies villages into four groupings, to reflecting their relative sustainability. This is an important element of the sustainable development strategy, helping to direct housing to the most sustainable locations and control the level of windfall development that takes place in the least sustainable areas of the district whilst enabling the recycling of land and delivering new homes to meet local housing needs. Villages were classified following a review of the services and facilities, education, public transport and employment available at each settlement.
- 2.54 A local community preparing a neighbourhood plan may wish to make allocations for community led proposals in a neighbourhood plan that lie outside of the development framework of a village. As such are parish-led proposals the Council is supportive of such developments where they have received community support which means that the proposals are capable of being included in a neighbourhood plan.

Rural Centres

Policy S/8: Rural Centres

1. The following villages are identified as Rural Centres:
 - a. Cambourne
 - b. Cottenham
 - c. Great Shelford and Stapleford
 - d. Histon and Impington
 - e. Sawston
2. Development and redevelopment without any limit on individual scheme size will be permitted within the development frameworks of Rural Centres, as defined on the Policies Map, provided that adequate services, facilities and infrastructure are available or can be made available as a result of the development.

- 2.55 Rural Centres are the largest, most sustainable villages of the district. They have good access to a secondary school (either within the village or accessible by good public transport), employment opportunities, a variety of services and facilities and have good public transport services to Cambridge or a market town.
- 2.56 Future development will comprise development and redevelopment within the village frameworks. Since the Rural Centres comprise the most sustainable villages in South Cambridgeshire there is no strategic constraint on the amount of development or redevelopment of land for housing that can come forward within the development frameworks, provided that the proposals are in accordance with the policies in the Plan.
- 2.57 Sites for new housing development have been identified as extensions to Cambourne, Histon & Impington and Sawston and the development frameworks have been drawn to include those sites.
- 2.58 For the purposes of village classification and related Local Plan policies, part of Pampisford parish west of London Road on the southern end of Sawston will be treated as if part of the Rural Centre of Sawston. It is therefore included within the Sawston development framework boundary and shown on the Sawston Inset of the Policies Map. It is shown as an area covered by another map on the Pampisford Inset of the Policies Map. It remains part of Pampisford parish.

Minor Rural Centres

Policy S/9: Minor Rural Centres

1. The following villages are selected as Minor Rural Centres:

- a. Bar Hill
- b. Bassingbourn
- c. Comberton
- d. Fulbourn
- e. Gamlingay
- f. Girton
- g. Linton
- h. Melbourn
- i. Milton
- j. Papworth Everard
- k. Swavesey
- l. Waterbeach
- m. Willingham

(continued)

2. Residential development and redevelopment up to an indicative maximum scheme size of 30 dwellings will be permitted within the development frameworks of Minor Rural Centres, as defined on the Policies Map.

- 2.59 Minor Rural Centres have a lower level of services, facilities and employment than Rural Centres, but a greater level than most other villages in South Cambridgeshire, and often perform a role in terms of providing services and facilities for a small rural hinterland.
- 2.60 Within Minor Rural Centres there is scope in principle for larger scale windfall development within the village framework. This would allow larger villages with a reasonable level of services to provide services and facilities for surrounding smaller villages to achieve more development. However, the overall scale of development should be restricted in recognition of their more limited services compared to Rural Centres. A maximum scheme size of 30 dwellings is used as a guideline figure to indicate the upper limit of housing development likely to be suitable. Development will not be permitted on sites capable of accommodating scheme sizes significantly larger than 30 dwellings in Minor Rural Centres.
- 2.61 Sites for new housing development have been identified as extensions to Comberton, Melbourn and Willingham and within Gamlingay and the development frameworks have been drawn to include those sites. The indicative scheme size does not apply to allocations forming part of the overall development strategy of the Local Plan.

Group Villages

Policy S/10: Group Villages

1. The following villages are selected as Group Villages:

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

(continued)

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

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

Infill Villages

Policy S/11: Infill Villages

1. The following villages are selected as Infill Villages:

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

(continued)

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

2.63 Infill Villages are generally amongst the smallest in South Cambridgeshire. These villages have a poor range of services and facilities and it is often necessary for local residents to travel outside the village for most of their daily needs. These villages generally lack any food shops, have no primary school and may not have a permanent post office or a village hall or meeting place. Development on any scale would be unsustainable in these villages, as it will generate a disproportionate number of additional journeys outside the village. Development will not be permitted on sites capable of accommodating scheme sizes significantly larger than 2 or exceptionally 8 dwellings in Infill Villages.

Phasing, Delivery and Monitoring

Policy S/12: Phasing, Delivery and Monitoring

1. The Local Plan aims to achieve a continuous high level of housing production throughout the plan period to support predicted and actual jobs growth. The housing trajectories for Cambridge and South Cambridgeshire, as updated each year in the Annual Monitoring Report, will be considered together for the purposes of phasing of housing delivery, including for calculating 5-year housing land supply in development management decisions that concern housing development. Five-year housing land supply will be calculated using the Liverpool Method and a buffer of 20%. Housing sites are not deliberately phased.

2. Compliance with policies and allocations in the Local Plan will be continuously monitored throughout the plan period. If, through monitoring, it appears that policies and allocations are not being achieved or more up to date forecasts suggest that the objectively assessed needs of South Cambridgeshire require different levels of development, the following mechanisms will be triggered:
 - a. Review of housing and employment land supply and allocations;
 - b. Action to bring forward sites for development, wherever possible in partnership with landowners and developers;
 - c. Action to bring forward development on previously developed land;
 - d. Action to secure the timely provision of infrastructure;
 - e. Review of all, or relevant parts of, the Local Plan.
 - f. Review Development Management processes;
 - g. Consider undertaking cooperation with other local authorities, including through duty to cooperate.

Phasing

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

Delivery

- 2.65 The South Cambridgeshire Housing Trajectory included and updated each year in the Annual Monitoring Report illustrates the expected rate and phasing of delivery of new homes. It demonstrates how the objectively assessed need for an additional 19,500 homes between 2011 and 2031 could be achieved. This represents an average of 975 homes a year but the delivery of homes will vary over the plan period responding to individual site circumstances and changes in the national economy. As outlined in paragraph 2.13, the Councils have agreed that the housing trajectories for both areas be considered together for the purposes of housing delivery, including calculation of 5-year housing land supply in development management decisions that concern housing development. This is consistent with the development sequence and spatial development strategy for Cambridge and South Cambridgeshire, and the phasing of housing delivery reflecting that strategy. As such, sites at the top of the development sequence in and on the edge of the urban area of Cambridge will deliver in the early and middle part of the plan period. Delivery in South Cambridgeshire will be greater in the middle and latter parts of the plan period, in particular as the fringe sites build out from the edge of Cambridge and move across the administrative boundary into South Cambridgeshire and as

the new settlements come forward. There will also be some housing in larger villages early in the plan period. All dwelling figures in the trajectory are net additional dwellings (i.e. completed dwellings minus losses of dwellings). The trajectories rely on information about sites which have the potential to deliver dwellings over the next 15 years and beyond.

- 2.66 The NPPF (2012) requires the Council to maintain a 5-year land supply. This requires the sites that can actually be delivered within a rolling five year period to be identified. This is published each year in an updated housing trajectory in the Annual Monitoring Report. The NPPF (2012) also introduces a requirement to provide “an additional buffer of 5% (moved forward from later in the plan period) to ensure choice and competition in the market for land”. It goes on to say that “where there has been a record of persistent under delivery of housing, local planning authorities should increase the buffer to 20% (moved forward from later in the plan period) to provide a realistic prospect of achieving the planned supply and to ensure choice and competition in the market for land” (NPPF, 2012, paragraph 47).
- 2.67 The Councils have a record of providing significant levels of housing and have a significant level of identified housing supply. The development strategy for Cambridge and South Cambridgeshire has been carried forward from previous plans, and includes two further new settlements. Under these circumstances the appropriate methodology for calculating five year housing land supply across the two authorities has been confirmed as being the Liverpool methodology. In response to historic levels of delivery, the appropriate buffer is 20%.
- 2.68 Appendix A sets out the methodology for establishing housing land supply using this approach. The appendix also includes details of the housing land supply position at November 2017. This shows that the Councils both individually and jointly demonstrate a five year housing land supply based on the housing requirement included in the local plans, and that this is anticipated to continue for the remainder of the plan period. The housing supply data will be updated annually and published in the Annual Monitoring Report.
- 2.69 The plan will provide sufficient flexibility in the range, size, type and location of housing allocations to enable a 5-year land supply to be maintained. Monitoring since 1999 shows that over a period of five years that South Cambridgeshire averages some 208 homes a year from windfall developments.
- 2.70 The Council has included a good degree of flexibility in the Local Plan capable of responding to rapid change, and also has significant supply through windfalls to help make up any shortfall if that were to occur at any point during the plan period.

Monitoring

- 2.71 Monitoring provides information on the performance of policy, the delivery of development and impacts on the environment. Monitoring will help the local planning authority assess whether its plans remain sound or whether adjustments need to be made to continue to meet the Local Plan's objectives.

- 2.72 In order to assess the effectiveness of the policies in the delivery of development and protection of the environment, it is important that continuous monitoring and review of policies in the Local Plan is undertaken. Monitoring and review will take place on an annual basis through the Annual Monitoring Report (AMR). If, as a result of monitoring and review, it appears that development is not coming forward in a sustainable or timely manner, the Council will be proactive in using its powers to respond to changing circumstances, for example, through the use of Compulsory Purchase Orders to unlock sites, or through the review of land allocations or policies in the Local Plan.
- 2.73 A set of indicators has been developed specifically for monitoring the Local Plan; these are set out in Appendix F. For each indicator, the relevant policy or policies (if appropriate) that the indicator is monitoring are recorded, a target is set to allow progress to be measured, and triggers and actions are detailed to show what will be done if the target is not being met. Some indicators included in Appendix F are not directly related to the specific requirements of policies in the Local Plan; however annual collection of data is important against these policy issues to create an evidence base to inform a review of the Local Plan. These contextual indicators do not include triggers and actions, and instead specify that data will be collected for monitoring purposes only.
- 2.74 Additional indicators will be developed for Cambridge Northern Fringe East and land surrounding the proposed Cambridge North Station through the preparation of the Area Action Plan.
- 2.75 As part of the City Deal agreement, the partners committed to “the delivery of an additional 1,000 new homes on rural exception sites” in addition to “the acceleration of delivery of 33,480 homes by 2031”. The Cambridge and South Cambridgeshire Local Plans set a requirement of 33,500 homes for Greater Cambridge, only once delivery exceeds the level needed to meet the Local Plans requirements can any eligible homes be counted towards the 1,000 additional home City Deal commitment. On 1 September 2016 the Greater Cambridge City Deal Board agreed that eligible homes to be counted towards the commitment should be identified as “all affordable homes (as defined by the National Planning Policy Framework) constructed on rural exception sites, and on sites not allocated for development in the local plans and outside of a defined settlement boundary”. Eligible homes will be reported to Government as part of the City Deal process and monitored through the Council’s Annual Monitoring Report.

Policy S/13: Review of the Local Plan

The Council will undertake an early review of the Local Plan to commence before the end of 2019 and with submission to the Secretary of State for examination anticipated by the end of Summer 2022. The new Local Plan will be prepared jointly by Cambridge and South Cambridgeshire Councils for their combined districts (Greater Cambridge). Specific matters to be addressed by the review include the following:

- a. An updated assessment of housing needs.
- b. The progress being made towards implementation of the spatial strategy for Greater Cambridge, in particular the new settlements at Waterbeach and Bourn Airfield.
- c. Working with the local housing authority, consideration of the implications of an assessment, required by the Housing Act 1985, as amended by the Housing and Planning Act 2016, of the needs of people residing in or resorting to their district with respect to the provision of sites on which caravans can be stationed.

- 2.76 Through the Greater Cambridge City Deal the Councils committed to an early review of their local plans beginning in 2019. This was in order to establish what impact the anticipated changed infrastructure landscape and economic growth in the area might have on housing need and other aspects of spatial and transport planning. In addition during the public examination hearings into the Local Plan a number of issues were highlighted for specific attention in the next review of the Local Plans. These relate to the assessment of housing needs, progress in delivering the development strategy and in particular the new settlements, and provision to meet the requirements of caravan dwellers. Policy S/13 accordingly requires that the next full review of the Local Plan should start in 2019 with submission for examination anticipated by the end of Summer 2022.
- 2.77 Furthermore, a non-statutory spatial plan is being prepared for the Cambridgeshire and Peterborough Combined Authority. It is expected that, although non-statutory, the spatial plan will provide a strategy for the wider area that will inform the form and content of the joint local plan and should therefore precede its preparation.

