



Local Development Framework

Gypsy and Traveller

Development Plan Document

Responding to the Issues and Options 2 Consultation

Appendix 2 - Results of the Consultation and Next Steps

14 December 2010

Contents

	Page
Executive Summary	i
Chapter 1 - Introduction	1
Representations Received	1
Response to Representations	2
Chapter 2 - Context	3
The Principle of Planning for New Gypsy and Traveller Sites	3
The Number of Pitches to be Provided in South Cambridgeshire	4
The Future Approach to the Gypsy and Traveller Development Plan Document	5
Chapter 3 - Consultation Issues	7
Consultation Methods	7
Engaging With Gypsies and Travellers	9
Race Relations and Inclusive Communities	10
Links to the Gypsy and Traveller Community Strategy	10
Should there be Specific Provision for Different Gypsy and Traveller Groups?	11
Chapter 4 - Vision and Objectives	12
Vision for the Gypsy and Traveller Development Plan Document (Question 1)	12
Objectives for the Gypsy and Traveller Development Plan Document (Question 2)	13
Chapter 5 - The Identification of Site Options	15
The Site Selection Criteria	16
The Distribution of Site Options	17
Review of Publicly Owned Land	17
Review of County Council Land	18
Extension of Existing Sites	18
Other Sources of Land	19
Sites With Temporary Planning Permission	19
The Number of Pitches in a Village	19
Timing of Site Delivery	20

Chapter 6 - Gypsy and Traveller Sites at Major Developments	21
A. Issues of Principle	21
General Issues	21
The Principle of Including Sites at Major Developments	22
Why Were Gypsy and Traveller Sites not Required Through the Existing Local Development Framework?	22
Evidence of Support from Gypsies and Travellers	23
Examples of Provision at Major Developments	23
Impact on Delivery of Housing Targets	23
Delivery of Gypsy and Traveller Sites	23
The Sustainability Appraisal	24
The Size of Major Development Considered for Gypsy and Traveller Site Provision	24
Why were Trumpington Meadows (Cambridge Southern Fringe) and Orchard Park not Identified as Options?	25
B. Major Developments – Responses to Options from Issues and Options 2 Reports	25
Tenure of Gypsy and Traveller Provision at Major Developments (Question 4)	25
Locating Gypsy and Traveller Sites at Major Developments (Option 5)	26
Designing Gypsy and Traveller Sites at Major Developments (Option 6)	27
Vehicle Movement from Gypsy and Traveller Sites	28
Business Uses on Gypsy and Traveller Sites	28
The Size of Sites at Major Developments (Option 7)	29
Timing of Delivery of New Sites at Major Developments (Option 8 and Option 9)	30
Chapter 7 - The Site Options Identified for Consultation in Issues and Options 2	32
Sandy Park Chesterton Fen Road (Sites 1 and 2)	32
Cambridge East (Site 3)	38
NIAB2 - Land Between Huntingdon Road and Histon Road Cambridge In South Cambridgeshire (Site 4)	41
University Site (Land Between Maddingley Road and Huntingdon Road Cambridge) (Site 5)	45
Northstowe (Site 6)	48
Cambourne (Site 7)	51
Ida Darwin Hospital Site - Fulbourn (Site 8)	54
Willingham (Sites 9 to 17)	58
Land at Spring Lane - Bassingbourn (Site 18)	61
Rose and Crown Road - Swavesey (Site 19)	68
New Farm, Old North Road - Whaddon (Site 20)	70
Chapter 8 - Transit Sites and Travelling Showpeople Sites	72
Transit Sites	72
The Principle of Transit Site Provision	72
The Blackwell Site – Cambridge (Site 21)	72
Travelling Showpeople Provision	73
The Principle of Travelling Showpeople Provision	73
Bidalls Boulevard, Kneesworth Road – Meldreth (Site 22)	74

Chapter 9 - Rejected Sites	75
Rejected Sites identified in Issues and Options 2	75
Chapter 10 - Sites Suggested in Representations	78
Sites Suggested by Landowners	78
Sunday Market Site, A1198 - Bassingbourn cum Kneesworth	78
Alwyn Caravan Park, Over Road - Over (near Willingham)	79
Land East of Chesterton Fen Road, Milton - Edge of Cambridge	80
West of Rampton Road - Rampton	81
Land Rear of 3 Meadow Road - Willingham	81
Sites Suggested by Third Parties	82
Chapter 11 - Planning Policies for consideration of Gypsy and Traveller Sites	91
Gypsy and Traveller Sites in the Green Belt	91
Allocation of Sites in the Green Belt	91
Existing Gypsy and Traveller Policies in South Cambridgeshire	92
Policy Regarding Unallocated Sites Outside Development Frameworks	93
Design of Sites	94
Monitoring	95
Appendix A – General Issues	96
Appendix B – Sites Suggested in Representations	102

Executive Summary

1. The Gypsy and Traveller Development Plan Document (GTDPD) Issues and Options 2 Consultation took place between July and October 2009. The consultation sought views on potential site options for Gypsy and Traveller pitches and Travelling Showpeople plots in the district. It also sought views on planning policies that could become part of the Council's Local Development Framework that will provide a planning policy context for making decisions on planning applications for Gypsy and Traveller sites. 3,795 representations were received, from 714 people and organisations. In addition a petition signed by 1,111 people was submitted objecting to the site option of Spring Lane, Bassingbourn.
2. This Executive Summary gives a broad overview of the representations received and highlights key aspects of the Council officers' response with their recommendations to the New Communities Portfolio Holder that seek to give clarity on the Council's position. There is also a more detailed response to issues raised in the accompanying main report.

Changes to Government Policy and the Future of the Gypsy and Traveller DPD

3. The Gypsy and Traveller DPD had been aiming to meet the target for new Gypsy and Traveller pitches in South Cambs required by the East of England Plan. In June this year the Coalition Government announced that the East of England Plan had been revoked, and advised that local authorities will be responsible for determining the level of provision in their areas, reflecting local need and historic demand using Gypsy and Traveller Accommodation Assessments as a starting point. Although this decision has now been quashed by the courts, and regional plans are currently still part of the development plan, the government advises that its intention to abolish them through the Localism Bill once it becomes law around the end of 2011. It is almost certain that RSS will have been revoked before the Council adopts the DPD. The Coalition Government has also announced that it intends to change national guidance on how we should plan for the needs of Gypsies and Travellers, but this has not happened yet.
4. These changes have significant implications for the Gypsy and Traveller DPD, particularly given the high level of need identified in the district, and the uncertainty created has led to a slowdown in the plan making process while we take stock, although work has continued to bring the consultation to a conclusion and provide as much clarity on the Council's position as possible while we consider the next steps. An additional stage in the plan making process is that the Council will now need to consider what level of local provision should be planned for in South Cambs, having regard to a new Gypsy and Traveller Accommodation Assessment that is currently in preparation. It will also need to consider how the plan is progressed in light of

changes to the wider planning system anticipated in the government's Localism Bill.

5. It was expected that by the time of this Portfolio Holder Meeting the Government would have published the draft Localism Bill, and provided the promised new guidance regarding planning for Gypsy and Traveller accommodation. This has not been the case. Therefore the report is focused on identifying which sites are no longer site options as a result of issues raised in the consultation, and to outline the next steps in the plan making process.
6. **Recommendation 1: Review the approach to the Gypsy and Traveller DPD in 2011 when the new Needs Assessment has been completed and further information regarding government policy, in particular the Localism Bill and the new guidance regarding planning for Gypsy and Traveller Accommodation, is available.**

Consultation Issues

7. Some people raised issues about how the public consultation was undertaken, including the number of and publicity for exhibitions, and the complexity of the consultation documents. The consultation was publicised widely in local media, and in total 11 exhibitions were held, the majority of which were well attended. In response to requests, several additional exhibitions were added to the programme of events including at Longstanton and evening exhibitions at Cambourne. Specific measures were also put in place to engage Gypsies and Travellers and Travelling Showpeople in the process. Whilst the consultation was successful, we always endeavour to learn from feedback and continue to improve our consultations.
8. The Council has a legal duty under the Race Relations (Amendment) Act 2000 to 'pay due regard' to the need to eliminate unlawful racial discrimination, to promote equality of opportunity and to promote good race relations between different racial groups. Unfortunately a small proportion of representations included comments which did not meet these tests and which we were not legally able to publish, but this was very much the minority. In most cases these representations included other comments which could be accepted.
9. Some people queried the relationship with the Council's Gypsy and Traveller Community Strategy. Consultation on the draft strategy took place at the same time as the Issues and Options consultation. The Strategy provides an overview of how Council services will be coordinated regarding Gypsies and Travellers. The Gypsy and Traveller Community Strategy has now been adopted, and includes a robust action plan. This plan will be subject to monitoring and review to test how its objectives are being met.

Vision and Objectives

10. The Issues and Options Report includes a vision and objectives for the Gypsy and Traveller DPD, setting out what the plan is aiming to achieve. Representations propose a variety of alternative wording, including issues regarding meeting local needs, the level of provision that should be made, and the enforcement of unauthorised sites. However, both the vision and objectives will require amendment to reflect the approach to provision adopted in the district following changes in government policy. They will therefore be reviewed and subject to consultation at the next stage in preparing the plan.
11. **Recommendation 2: Review the Vision and Objectives in light of the approach to the development plan following changes to government policy having regard to relevant issues raised during the consultation.**

Identification of site options

12. Many representations commented on the criteria used for testing site options, with some considering they had not been applied strictly enough, and others that they were too strict. The approach used reflected circular 01/2006 which states 'In deciding where to provide Gypsy and Traveller sites local planning authorities should first consider locations in or near existing settlements with access to local services e.g. shops, doctors and schools.' Such an approach is consistent with the Core Strategy search sequence and the approach to seeking the most sustainable location of development, which has been applied when planning bricks and mortar housing. The criteria will need to be revisited once we have the promised new guidance on planning for Gypsies and Travellers.
13. A number of representors queried why most of the site options identified are located in the northern half of the district. This is partly because many of the existing sites with temporary consent, and the major developments, are located around Cambridge or the north of the district. It is also because the site search process has not yet identified many opportunities in the southern part of the district for a number of reasons, including that little land in public ownership came out well against the site criteria and that many of the larger villages in the south are located in the Green Belt. No new sites were identified in the Green Belt, as national policy currently requires alternatives to be explored before Green Belt sites are considered.
14. Ensuring that sites identified can be delivered on the ground is a key element of the plan, and identifying new deliverable site options has proven to be difficult. In order for the plan to be found sound the Council will need to demonstrate that there is a reasonable prospect that any sites it identifies will be developed during the plan period. The review of publicly owned land has been undertaken in a robust and transparent manner. Contact was made with a variety of public bodies to identify whether they held any land that could be considered. A review was undertaken of land in Local Authority ownership,

which yielded few suitable options. There have now been two stages where sites could have been suggested by private landowners, and few options have been suggested.

15. If after reviewing the approach to preparing the plan there is a need to identify any new site options, some of the site criteria may need to be loosened to consider wider search areas. This will also need to take account of the new government guidance. The Council remains open to working with communities, landowners and developers to exploring suitable sites they may be able to identify to help address our unmet need.
16. The Council has considered the possibility of using Compulsory Purchase powers to acquire land to deliver new sites, but has concluded that this is not an option it will follow in all but exceptional circumstances for practical reasons in terms of evidencing the need for such action, but also in the context of significant constraint on public finances.
17. An alternative approach could be to allocate sites to meet part of the new local target for permanent pitches that will need to be identified, and to rely on windfalls to address the remainder. This will be one of the possible approaches to the plan that the Council will consider following changes to Government policy.

Gypsy and Traveller Sites at Major Developments

18. Major developments offer an opportunity to deliver pitches as part of mainstream developments, ensuring they meet the needs of all sectors of the community, in sustainable locations close to services and facilities. There is evidence of support amongst Gypsies and Travellers for this approach.
19. Design issues around the location of sites and their relationship with surrounding development are capable of being addressed through masterplanning. Some representatives considered that the Council was not clear regarding its expectations of sites, such as how much land would be required. Whilst national best practice guidance is available, it is recommended that local design guidance is prepared to clarify the Council's position, and explored through the next consultation, including with Gypsies and Travellers.
20. Questions were raised about how the Council intends to deliver sites, how they would be funded, and how they would be managed. Some innovative approaches to delivery were suggested. It is recommended that further study be undertaken to provide more information on the alternatives available, and to provide greater clarity to developers.
21. The responses were mixed regarding whether sites delivered through major developments should be public sites or private sites. It is considered that this

should be determined at the time of delivery reflecting current evidence of need available at the time of delivery.

22. A criteria based policy was proposed in the Issues and Options Report to guide the identification of specific sites through the masterplanning process. The policy wording will need to be reviewed in light of changing Government policy. The policy wording subject to consultation provided flexibility for provision to be located outside but in close proximity to the built footprint of a major development, but a number of representors considered that the description is not sufficiently clear, particularly in relation to Northstowe. It would be possible for a site to be located within the built footprint of a major development, but it will allow greater flexibility if a site can potentially be located outside, but in close proximity to, the built footprint where masterplanning demonstrates it is the most appropriate solution. Sites being delivered through a development should aim to achieve a close relationship with the development rather than another village, and for a Gypsy and Traveller site to be developed in association with the major development.
23. The options report proposed allowing flexibility on how the overall number of pitches is provided at a development, rather than rigidly requiring one or two sites of 10 pitches. This is considered to provide the greatest opportunity to respond to masterplanning issues, whether that indicates that a single larger site is preferred or whether it is more appropriate to split the provision into a number of smaller sites.
24. The impact on local services and facilities was a key concern of many representors. When new developments are built, phasing plans are put in place to ensure at least a basic level of services and facilities are available for the first dwellings, in particular primary school and medical facilities. Gypsy and Traveller provision should be no different, and require appropriate planning to ensure the needs of a site could be met. It is likely therefore that sites could be delivered relatively early in the life of a development, but not before key services were available that could be demonstrated to meet the needs.
25. **Recommendation 3: Provision at major developments could be public or private, determined at the time of delivery and taking account of needs at the time. A Site Delivery Strategy will be prepared to explore innovative methods of site delivery, funding and management.**
26. **Recommendation 4: Review the criteria based policy on major developments following changes to government policy having regard to relevant issues raised during the consultation.**
27. **Recommendation 5: Major developments should be required to provide a specific number of pitches through the GTDPD, with flexibility on how that number is provided left to masterplanning of the development.**

28. **Recommendation 6: Delivery of sites should be phased so that key services and facilities at the major development are available before Gypsy and Traveller pitches are occupied.**
29. **Recommendation 7: Prepare local guidance on design of Gypsy and Traveller sites, including site size, and consult on it at the next opportunity, including consultation with Gypsies and Travellers.**

The Site Options Identified for Consultation in Issues and Options 2

30. In advance of the receipt of the new government guidance, the report addresses representations with the objective of rejecting any sites where there are clear planning reasons, irrespective of changes in approach to planning for Gypsy and Travellers. All other sites will be considered as part of the review of the approach to the DPD once the draft Localism Bill and new government guidance are available.
31. The following four site options, identified in the Issues and Options 2 Report, are recommended to be rejected:

University site (Land between Madingley Road and Huntingdon Road Cambridge) (site 5)

32. Whilst there was some support for the option a number of objectors including the University and Cambridge City Council highlight that the site was released from the Green Belt specifically to meet the long-term needs of the University and object on this basis to it being a site option. The inclusion of Gypsy and Traveller Pitches would displace other uses that either address University needs, in particular key worker housing, or act as enabling development to help fund the University related uses. There will be no general needs affordable housing on the site and so there is not the option to secure a site as part of that provision. On the other hand, a Gypsy and Traveller site would help the development achieve a more balanced and socially inclusive community. The consultation has allowed competing views to be considered. On balance, it is not considered that there are sufficient material considerations to override the policy principle against non-University related uses on this site and it is recommended that provision of a Gypsy and Traveller site is not an appropriate requirement, and the site be rejected.

Cambourne (Site 7)

33. Objectors were concerned that a specific site had not been identified, particularly as this is an existing community rather than an entirely new development. Other issues included the impact on the design of Cambourne, and how a site could be accommodated appropriately. Some considered that Cambourne was not a sustainable location for a site, and specifically raised concerns regarding the impact on services and facilities. Masterplanning and site design can be used to address the relationship with surrounding land

uses, and it is considered that an appropriate site could be identified at Cambourne. Infrastructure providers have been consulted and consider the needs of a site could be met if provision was appropriately phased. However, the delivery of a site in Cambourne through the major development proposal is dependant on the planning application for the remaining 950 dwellings at Upper Cambourne. If the planning application, due to be considered on 6 December is approved without inclusion of a requirement for Gypsy and Traveller site provision, the mechanism for delivery as part of the major development proposal will be no longer available. Given the importance of being able to deliver a site as part of a planning application for a major development, under the circumstances where the last such planning permission has been granted (or resolved to be granted) without a site ahead of the consideration of this report, the recommendation is that the site is no longer considered to be an option for delivery through a major development. It should be noted that this recommendation is specifically concerning delivery of a site through the major development and it does not rule out reconsideration of Cambourne as a potential location for site provision in the same as any other Rural Centre if the Council concludes later in the plan making process that it needs to widen the search for additional site options.

Land at Spring Lane, Bassingbourn (Site 18)

34. The option was for a small new site in Spring Lane, Bassingbourn outside but close to the built up part of the village served by the existing rural lane that is accessible only through Bassingbourn village. Concerns raised in the many representations received covered a range of issues including the suitability of access to the site, impact on the environment and amenity, accessibility to local services and employment, and site issues such as drainage, fire risk, water and electricity. These issues were considered in the original site assessment but have been reviewed, including with key stakeholders as necessary. The County Council highway authority has confirmed its view that an acceptable access could be provided to a small site of 5 pitches in this location, which might involve widening of the road. It is not considered that the level and nature of traffic that would be generated by a site would have an unacceptable impact on residential and other uses in Spring Land, including the doctor's surgery. The level of public transport is not particularly good but is comparable to some of the other site options and this reflects the difficulty of identifying suitable site options in very sustainable locations. The level of local service provision meets the criteria and the number of pitches identified is compatible with the level of residential development allowed for at Bassingbourn as a Group village. It is still considered that the impact on the landscape could be adequately mitigated through landscaping. The site issues raised are also considered capable of being addressed through a well designed and implemented proposal. There are potentially issues around emergency fire access and site safety e.g. storage of any gas canisters, that would need further consideration if the site were carried forward. The consultation identified a new factor that hadn't been considered at the site assessment stage. There was considerable local comment that Spring Lane

forms part of a circular route through countryside to the south of the village that is very well used and that takes in a recently planted community woodland near Clunch Pit wood to the south west of the site. There is significant ongoing community support for this project. Concern was raised at safety issues with traffic from the site. Safety issues could be addressed through road improvements, introducing provision of a footpath, however, is it accepted that such measures would significantly change the quiet rural character of the area of Spring Lane adjoining the built part of the village. Whilst it had been considered in the original assessment that a site would not impact unduly on the use of public footpaths, the representations have highlighted the important role for local people that Spring Lane plays as part of a wider network of walking routes and the level of public use that exists. This is a new consideration that is considered to tip the balance in the assessment of this site such that the impact on the amenity of the area of any built development on the quiet enjoyment of the country walk taking in valued community woodland, including a new Gypsy and Traveller site and the likely associated road improvements, is such that it should no longer be considered a suitable site option. It is therefore recommended that it is rejected as a site option.

The Blackwell Site, Cambridge (Site 21)

35. The Blackwell site is an existing Council run site providing 15 permanent pitches on the northern fringe of Cambridge. Opinion was mixed regarding reverting Blackwell to Transit use. There was some support, particularly due to the location of the site near to the A14, but the majority of representations objected due to the loss of permanent pitches when there is currently a high level of need. There was also objection from site residents, who indicated a preference to remain on the site rather than be relocated. There are also concerns about whether the location is well placed for transit use, given the circuitous access from the A14 and through the Regional College. The College is satisfied with the relationship developed with the permanent site. This is an established use and the issues regarding noise and air quality are not so onerous that the site cannot remain open. Grant funding has been secured to improve the site, including through noise insulation of day rooms. It is recommended that the Blackwell site is rejected as an option for conversion to Transit use and should remain as a permanent site.
36. **Recommendation 8: The following sites are no longer site options:**

Site 5: University site - Land between Madingley Road and Huntingdon Road Cambridge)

Site 7: Cambourne (in association with a major development proposal)

Site 18: Land at Spring Lane, Bassingbourn

Site 21: Blackwell (Transit Site)

Other Issues

Sandy Park Chesterton Fen Road (Sites 1 and 2)

37. Two Options were identified at Chesterton Fen Road, Site 1 Sandy Park, an option for 28 pitches, and Site 2, referred to as Plots 1, 3, and 5 Sandy Park, and was proposed as a site option for 17 pitches. This site has subsequently been renamed West View.
38. To the west of Chesterton Fen Road lies Chesterton Sidings. The area is planned to provide a new railway station and reuse of the existing sidings area for train stabling. It is possible that noise from these new uses will affect existing and new pitches. Mitigation measures may be capable of addressing impacts. However, greater certainty is required that future issues can be suitably addressed before concluding on the suitability of the sites as options. It is therefore recommended that a study be commissioned to assess the noise impact of proposed reuse of the sidings and a new station on development on Chesterton Fen Road. This study could look at issues affecting the current site options but also existing permanent sites in this area as a whole that could then form part of the evidence base for the development plan and future planning in this wider location.
39. **Recommendation 9: Commission further assessment of the potential noise impacts of train stabling and the proposed new railway station at Chesterton Sidings on the Chesterton Fen Road area.**

Rejected Sites

40. The options report included 22 sites that were identified as rejected options, as they did not perform well against the site assessment criteria. There are representations supporting the rejection of a number of the sites, particularly the new sites on County Council land. The County Council supported the rejection of these sites. There are objections to the rejection of Smithy Fen Cottenham as an option for further pitches, particularly from residents of the site who consider it should be a site option. Objectors consider it has access to schools, doctors, and shops, and does not suffer from flooding. It also allows people to live with friends and family. A number of representors consider finding additional sites instead of Smithy Fen is an unnecessary expense. Over 30 representors object to new sites being provided when the existing former site at Mettle Hill Meldreth is unused. They say it would be a cheaper option, and is a brownfield site. Some argue it should remain closed.
41. No issues have been raised in representations which identify planning issues that were applied incorrectly to reject a site. A small number may need to be reconsidered if there are changes to criteria resulting from the revised approach to the Gypsy and Traveller DPD following the new government guidance.

42. Further development at Smithy Fen would have a significant adverse effect on the character and appearance of the area by eroding the openness between the existing permitted sites, and would have a harmful impact on the character and appearance of the surrounding landscape. It is not considered suitable for the allocation of further pitches.
43. The former site at Mettle Hill Meldreth has been unused for a number of years and is largely derelict and overgrown. It is also poorly located for a site of this scale, particularly with regard to access to services and facilities. The County Council, the owner of the site, has said it agrees with the rejection of the site.

Possible New Sites Suggested in Representations

44. A total of five potential new site options were suggested by or with the support of landowners through the consultation. The Council stated in the consultation material that it would test any new sites put forward against the same criteria as the site options in the consultation. Proposed new sites have been subject to an initial testing against the site assessment criteria to identify whether they warrant further assessment. There are two sites, at the A1198 Bassingbourn cum Kneesworth (former Sunday Market site) and Alwyn Park Caravan site, Over Road, Over, that are worthy of further exploration to identify how suitable deliverable options could be developed. This will include discussions with the landowners, local parish councils and other key stakeholders and if they are found to be possible new site options, they will be subject to sustainability appraisal and public consultation at the next stage in the plan making process.
45. A further 16 sites were suggested by objectors to existing site options, and not by the landowners, as alternative sites. As detailed earlier in the report, the Council has not tested land in private ownership, unless it has been suggested by a landowner. The representations do not demonstrate that the land is available, failing a key test. These sites have however been tested against the site assessment criteria, all the sites perform poorly and would have been recommended for rejection.
46. **Recommendation 10: Sites suggested through the consultation by, or with the support of, landowners, are subject to public consultation at the next stage of the plan making process, identifying whether they are proposed as site options or rejected.**

Planning Policies for consideration of Gypsy and Traveller Sites

47. The options report proposed that if sites are allocated in the Green Belt under exceptional circumstances, they should remain in the Green Belt rather than created isolated islands of non-Green Belt land, which could create an undesirable precedent. This includes the area west of Chesterton Fen Road if sites are allocated in this area.

48. Policy CNF6 of the Local Plan 2004 is currently 'saved', and identifies an area west of Chesterton Fen Road Milton where permission may be granted for private Gypsy sites to meet local need. The policy has delivered a number of pitches, but will no longer be necessary once the DPD is adopted as the Council has identified sites in this area that it considers suitable through the detailed site assessment process. However, any future site proposals could be considered on their merits by applying the criteria based policies for windfall development which will also be included in the plan.
49. The options report proposed two draft policies for considering planning applications; one for the consideration of proposals for windfall sites (i.e. sites not allocated in the plan) and one about the design of Gypsy and Traveller sites whether the sites are allocated or not. It is important that the plan includes robust, clear and positive policies for making decisions on planning applications for windfall development. A number of the criteria reflect the guidance in Circular 01/2006. The Government is intending to replace this guidance and therefore it will be necessary to wait for this new guidance before considering the policy in detail. Similarly the draft design policy it is recommended this is reviewed in light of new guidance before confirming the policy wording.
50. **Recommendation 11: If sites are allocated in the Green Belt under exceptional circumstances, they should remain in the Green Belt, including the area west of Chesterton Fen Road if sites are allocated in this area.**
51. **Recommendation 12: Policy CNF6 from the Local Plan 2004 should not be included within the Gypsy and Traveller Development Plan Document and will be superseded by it.**
52. **Recommendation 13: Review the draft policies for windfall development and site design in light of anticipated new government guidance.**

Monitoring

53. Development plans must indicate how their effectiveness will be monitored. The Council's Annual Monitoring Report already monitors the delivery of Travelling Showpeople and Gypsy and Traveller sites. Currently it uses data from the annual caravan count on unauthorised roadside encampments, which is a snapshot of the position on two specific dates during the year. However, unauthorised encampments are monitored throughout the year, and information of the overall picture during the year could be included in the Annual Monitoring Report on this issue.
54. **Recommendation 14: Utilise the monitoring indicators currently included in the Annual Monitoring Report to monitor the performance of the Gypsy and Traveller DPD. Add information regarding unauthorised**

encampments in the district during the year as a whole rather than purely on the two specific dates of the caravan count.

General Issues

55. A number of representors raise general questions regarding Gypsy and Traveller Sites, and issues relating to their delivery. There were some general questions regarding Gypsy and Traveller lifestyles, and even what the definition of a 'Traveller' was. Appendix A of the report is a leaflet that answers some of these more general questions.
56. The Council remains committed to meeting the needs of Gypsies and Travellers as part of the wider community. There are a number of examples of successful sites in the district that work well and where residents are integrated as part of the local community. The Council's door remains open to landowners and parish councils for discussions about identifying possible suitable sites to deliver sites on the ground to help meet the unmet need that exists in the district.

Chapter 1 - Introduction

This chapter addresses:

- Representations Received
- Response to Representations

- 1.1 The Gypsy and Traveller Development Plan Document (GTDPD), as part of the Council's Local Development Framework, will set out policies and proposals as they relate to planning for Gypsies and Travellers, and Travelling Showpeople in the district, covering the period 2006 to 2021. The Issues and Options 2 Consultation took place between July and October 2009. The consultation sought views on potential site options for Gypsy and Traveller pitches and Travelling Showpeople plots in South Cambridgeshire. It also sought views on planning policies that could become part of the Council's Local Development Framework.

Representations Received

- 1.2 A significant number of representations have been received and it has taken longer than anticipated to register and consider the issues raised.
- 1.3 3,795 representations were received from 714 people and organisations. Of these 3,114 (82%) were objections, 266 (7%) were support and 415 (11%) were comments. In addition a petition signed by 1,111 people was submitted objecting to the site option of Spring Lane Bassingbourn.
- 1.4 A small proportion of those making representations included material that the Council cannot lawfully publish and which cannot influence its decisions. The Council is specifically prohibited by law from publishing any comments, statements or information that contravene the terms of the Race Relations (Amendment) Act 2000 and The Local Government (Access to Information) Act 1985. We are also unable to have regard to or give weight to them in Council decisions.
- 1.5 In most cases representors submitted other comments that could be considered and have been included as representations. Only 12 respondents' comments were rejected outright. When informed in writing that comments could not be accepted, 9 people withdrew their representations.

Response to Representations

- 1.6 The original intention regarding the plan was to follow straight on from considering representations on the Issues and Options 2 Report to preparing Issues and Options 3, which would consult on any new sites suggested, and any changes to draft policies, before consultation on a submission draft development plan document. However, following Issues and Options 2 in autumn 2009, the Coalition Government signalled soon after the election in May 2010 its intention to significantly change the planning system.

- 1.7 The Gypsy and Traveller DPD had been aiming to meet the target for new Gypsy and Traveller pitches in South Cambs required by the East of England Plan. In June this year the Coalition Government announced that the East of England Plan had been revoked, and advised that local authorities will be responsible for determining the level of provision in their areas, reflecting local need and historic demand using Gypsy and Traveller Accommodation Assessments as a starting point. Although this decision has now been quashed by the courts, and regional plans are currently still part of the development plan, the government advises its intention to abolish them through the Localism Bill once it becomes law around the end of 2011. It is almost certain that RSS will have been revoked before the Council adopts the DPD. The Coalition Government has also announced that it intends to change national guidance on how we should plan for the needs of Gypsies and Travellers, but this has not happened yet.
- 1.8 These changes have significant implications for the Gypsy and Traveller DPD, particularly given the high level of need identified in the district, and the uncertainty created has led to a slowdown in the plan making process while we take stock, although work has continued to bring the consultation to a conclusion and provide as much clarity on the Council's position as possible while we consider the next steps. An additional stage in the plan making process is that the Council will now need to consider what level of local provision should be planned for in South Cambs, having regard to a new Gypsy and Traveller Accommodation Assessment that is currently in preparation. It will also need to consider how the plan is progressed in light of changes to the wider planning system anticipated in the government's Localism Bill.
- 1.9 It was expected that by the time of the Portfolio Holder Meeting the Government would have published the draft Localism Bill, and provided the promised new guidance regarding planning for Gypsy and Traveller accommodation. This has not been the case. Therefore the report is focused on identifying which sites are no longer site options as a result of issues raised in the consultation, and to outline the next steps in the plan making process. A number of new sites were suggested through the Issues and Options 2 consultation, and these have been tested.. The report also examines other issues raised in the Issues and Options Report, including the potential delivery of Gypsy and Traveller sites through major developments. A number of other issues cannot be resolved, in particular revisions to draft policies, but the report recommends how the plan can be moved forward when further information is available.

Note – where possible, the Council has indicated throughout the report the numbers and breakdown of representations received on specific issues.

Chapter 2 - Context

This chapter addresses:

- The Principle of Planning for New Gypsy and Traveller Sites
- The Number of Pitches to be Provided in South Cambridgeshire
- The Future Approach to the Gypsy and Traveller Development Plan Document

2.1 **Summary of Representations:** A number of representations support the provision of new sites, whilst some object to the number of sites required in the district by the East of England Plan, particularly given the number of sites in the district already. Some people query why the Council has to plan for Gypsy and Traveller sites, and why there is not a greater focus on enforcement of unauthorised developments.

2.2 Endorsement of the general approach to the Issues and Options Report was received from the East of England Regional Assembly (it was subsequently abolished on 31 March 2010), and Government Office for the East of England, as well as a number of Parish Councils.

The Principle of Planning for New Gypsy and Traveller Sites

2.3 **Response:** The Council has the same responsibility to plan for the accommodation needs of Gypsy and Traveller communities as it does for the settled community. It is a legal requirement for Councils to carry out an assessment of housing needs in their area, and this has to include the accommodation needs of Gypsies and Travellers. It is also a requirement that Gypsy and Traveller Accommodation is addressed through development plans, in the same way that Councils plan for bricks and mortar housing. Gypsies and Travellers are defined as an ethnic minority in law and constitute South Cambridgeshire's largest ethnic minority community, comprising 1% of its population. Gypsies and Travellers are often more disadvantaged than any other ethnic group in terms of access to healthcare and education.

2.4 Notwithstanding the Council's commitment to plan for Gypsies and Travellers as part of the local community and also the legal requirement to do so, if we did not plan to make appropriate provision, the evidence is that the Council will continue to be confronted by unauthorised sites and the Council will continue to be at risk of incurring costs dealing with such sites. In addition, planning applications from individual Gypsies and Travellers will most likely be submitted, and there is a greater likelihood that if refused planning permission, consent would be allowed on appeal, and the Council could be liable for costs if it is considered to have acted unreasonably. Monies spent in this way would have to be diverted from the cost of providing the Council's other services. This process would be likely to continue until sufficient sites are provided. Whilst unauthorised sites may still be established after the adoption of the plan, the Council would be in a stronger position to deal

successfully with any unsuitable sites where planning permission is refused if it has an up to date plan providing for the identified needs in the district.

The Number of Pitches to be Provided in South Cambridgeshire

- 2.5 The Gypsy and Traveller DPD had been aiming to meet the target for new Gypsy and Traveller pitches in South Cambs required by the East of England Plan, which was prepared by the East of England Regional Assembly (the organisation was subsequently abolished in March 2010). The regional plan sets a requirement for South Cambridgeshire of an additional 69 pitches between 2006 and 2011, with an allowance for natural growth per annum beyond 2011, which amounts to a further 58 pitches in the district between 2011 and 2021. Taking account of existing completions and commitments it means that the GTDPD would have to identify sufficient sites for a further 88 pitches against the regional plan target.
- 2.6 On 6th July 2010 regional spatial strategies were revoked by the Secretary of State, meaning that they no longer formed part of the development plan. This decision was quashed by the courts on 10th November, and regional plans are currently still part of the development plan. The government advises that it will propose in the impending Localism Bill that regional plans should be abolished. This is likely to be given effect when the Bill becomes law around the end of 2011. It is reasonable to assume that regional plans will no longer exist by the time the Gypsy and Traveller DPD is adopted.
- 2.7 The new Coalition Government proposes to introduce major changes to the planning system in the UK to give local communities greater say in planning decisions that will affect their local areas. They have so far advised that targets for numbers of pitches will now be set locally, and that they should reflect local need and historic demand.
- 2.8 In July 2010, the CLG (Communities and Local Government) provided the following guidance: *'Local councils are best placed to assess the needs of travellers. The abolition of Regional Strategies means that local authorities will be responsible for determining the right level of site provision, reflecting local need and historic demand, and for bringing forward land in DPDs. They should continue to do this in line with current policy. Gypsy and Traveller Accommodation Assessments (GTAAAs) have been undertaken by all local authorities and if local authorities decide to review the levels of provision these assessments will form a good starting point. However, local authorities are not bound by them.'*
- 2.9 The last Gypsy and Traveller Accommodation Assessment for the area was the Cambridge Sub Region Traveller Needs Assessment May 2006. This indicated a need of 110 to 130 pitches between 2005 to 2010 in South Cambridgeshire. However, the East of England plan determined that rather than some districts not providing any sites, all districts should make provision, and that some of the need should be redistributed from the districts with the highest figures like South Cambridgeshire, in order to aid choice, and speed

up delivery. This redistribution led to the lower target of 69 pitches in South Cambs for the first five years of the plan. Therefore the regional plan provided for the full level of need identified across the region, but the target for South Cambs was lower than the needs assessment identified.

- 2.10 The impact of losing the East of England Plan is therefore particularly significant on South Cambridgeshire. Through the regional planning process, South Cambridgeshire successfully argued that there should be greater distribution of provision, rather than following a need where it arises approach which would result in a few hotspots of provision across the region focusing on areas where provision has already been made, and large areas with few or no sites. This would provide greater equity and choice for Gypsies and Travellers, and also enable sites to be delivered more quickly to meet the backlog of need.
- 2.11 An update of the Cambridgeshire Gypsy and Traveller Needs Assessment is currently in preparation, and is anticipated to be completed in Spring 2011. This will provide more up to date and accurate information on local need for each district in the County and some of the surrounding area. It will also consider the approach to longer term growth, and whether the 3% household growth figure used in the East of England Plan beyond 2011 is robust. Once this is completed, the Council will need to consider what is an appropriate local target, taking account of local need and historic demand, and also the practicalities of delivering new sites.

The Future Approach to the Gypsy and Traveller Development Plan Document

- 2.12 The Coalition Government's Localism Bill will change the way development plans are prepared. It is not yet clear what the new system will be or what the transitional arrangements will be for moving from the current Local Development Framework system to the new system. This could impact on the decision to continue with a separate Gypsy and Traveller Development Plan Document, or to consider how planning for Gypsies and Travellers can be addressed in the wider development plan for South Cambridgeshire.
- 2.13 The government has stated its intention to replace Planning Circular 01/06 'Planning for Gypsy and Traveller sites' with what it calls new light-touch guidance. This looks likely to provide greater flexibility to Councils as they address the need for Traveller sites. The Council will now need to consider what the right level of provision should be for the district. It will need to do this in light of the new government guidance, and changes to wider planning system, as well as the new information on the level of need. Whilst giving greater flexibility to Councils, it is not yet clear how it will be judged whether a proposed local target is reasonable, but indications are that Councils will still need to provide evidence and a clear case for the proposals it includes in its plans.

- 2.14 Ensuring that sites identified can be delivered on the ground is a key element of the plan, and identifying new deliverable site options has proven to be difficult. In order for the plan to be found sound the Council will need to demonstrate that there is a reasonable prospect that any sites it identifies will be developed during the plan period. The review of publicly owned land has been undertaken in a robust and transparent manner. Contact was made with a variety of public bodies to identify whether they held any land that could be considered. A review was undertaken of land in Local Authority ownership, which yielded few suitable options. There have now been two stages where sites could have been suggested by private landowners, and few options have been suggested.
- 2.15 If after reviewing the approach to preparing the plan there is a need to identify any new site options, some of the site criteria may need to be loosened to consider wider search areas. We remain open to working with communities, landowners and developers to exploring suitable sites they may be able to identify to help address our unmet need.
- 2.16 The Council has considered the possibility of using Compulsory Purchase powers to acquire land to deliver new sites, but has concluded that this is not an option it will follow in all but exceptional circumstances for practical reasons in terms of evidencing the need for such action, but also in the context of significant constraint on public finances.
- 2.17 An alternative approach could be to allocate sites to meet part of the new local target for permanent pitches that will need to be identified, and to rely on windfalls to address the remainder. This will be one of the possible approaches to the plan that the Council will consider following changes to Government policy.
- 2.18 **Recommendation 1:** Review the approach to the Gypsy and Traveller DPD in 2011 when the new Needs Assessment has been completed and further information regarding government policy, in particular the Localism Bill and the new guidance regarding planning for Gypsy and Traveller Accommodation, is available.

Chapter 3 - Consultation Issues

This chapter addresses:

- Consultation Methods
- Engaging With Gypsies and Travellers
- Race Relations and Inclusive Communities
- Links to the Gypsy and Traveller Community Strategy
- Should there be Specific Provision for Different Gypsy and Traveller Groups?

- 3.1 **Summary of Representations:** A number of representors objected to the way the consultation was undertaken; in particular that there were not sufficient exhibitions, and that some were planned without sufficient warning for the public. Some representors considered that more could have been done to engage the Gypsy and Traveller community, and that the complex documents did not make it easy for them to express their views. The Plan documents were overly complex and not 'accessible' to the public, and were not easily available to view as hard copies. The online and paper response forms for making comments were considered difficult to use and not clear, and representations were not published on the website as they were submitted. Some people were concerned that Equalities Regulations would prevent them from expressing their views on planning matters. The consultation took place before the Statement of Community Involvement was adopted. Some representors queried the links with the Gypsy and Traveller Community Strategy, and why that Strategy was not in place prior to the consultation. The Irish Traveller Movement consider the plan should directly address the needs of Irish Travellers, and the plan should refer to Irish Travellers rather than Travellers.

Consultation Methods

- 3.2 **Response:** The Council welcomes feedback on its consultation methods, and will take on board the issues raised in planning for future consultations.
- 3.3 There are a number of ways the Council publicised the consultation:
- Public Notice in Cambridge News.
 - News releases, and interviews on local media, TV, radio, etc.
 - Posters, given to Parish Councils and Libraries for display.
 - A series of exhibitions across the district, with permanent ones at South Cambridgeshire Hall, Cambourne.
 - South Cambs Magazine, delivered to all households in South Cambs.
 - South Cambs DC Website.
- 3.4 Initially a series of six exhibitions were planned around the district in July 2009, where information was provided on the consultation and officers were available to answer queries. After requests from Parish Councils and local Councillors, a second round of exhibitions were undertaken in September. Posters were provided and all exhibitions were advertised on the Council's website, and a press statement was published. In total 11 exhibitions were

held, the majority of which were well attended, with a total of approximately 1000 people attending.

- 3.5 The consultation was carried out prior to the adoption of the Council's Statement of Community Involvement, which was adopted in January 2010 and which sets out how the Council will consult on its plan preparation. However, like previous LDF documents, the consultations went well beyond the requirements of the Town & Country Planning (Local Government) (England) Regulations 2004 (as amended). The consultation also included the 'additional consultation methods' that were identified in the subsequent Statement of Community Involvement.
- 3.6 With regard to availability of hard copies of the documents, the Council will if requested make additional printed copies available for inspection at wider locations e.g. Libraries / Parish Council offices. This used to be Council's normal practice, but was stopped some years ago because some local libraries have very limited space opportunities and were concerned at receiving substantial documents and because all local libraries have access to the internet on which interactive versions of the documents can be viewed. However, we recognise that this is not always convenient when viewing long documents, particularly if there are time limitations for Internet access. We will make paper versions available at local libraries or Parish Council offices, with their agreement, if a specific request is made to the Council. Posters are also provided to libraries to display on their notice boards promoting the consultation.
- 3.7 The main Issues and Options 2 document was a fairly long document, as it provided a large amount of information on the process of identifying sites, and why options has been selected and rejected, and a range of other related issues, although the aim was to provide this information in a clear and accessible way. The technical data was separated out into a more lengthy and detailed technical annex to provide a full evidence base for the site options and other aspects of the consultation. A leaflet was produced to accompany the document which summarised the key site information and how representations could be made to assist the public with this complex consultation. There is always a balance to be struck between providing accessible documents, and making sure the full information and justification is provided on issues and options so that people can make informed comment. The response form aims to highlight the information the Council needs in order to process the representation effectively. We will endeavour to learn from the feedback and explore how we can improve our consultations and make them as accessible as possible in the future.
- 3.8 In the interests of ensuring that all relevant issues are considered in preparing the plan, the Council decided to accept anonymous representations as this early stage in the plan making process. However, at the later stage of formal consultation on the draft plan, we will not be able to accept anonymous representations, where the representations go forward to the independent examination.

- 3.9 The representations were not published as they were received by the Council. This is normal practice, as representations have to be processed and checked before they are published. However, due to the volume and complexity of representations received this took a considerable length of time and longer than anticipated. In particular there were issues about registering some representations, which is addressed in the section below entitled 'Race relations and inclusive communities', which further extended the time taken to complete the registration process. However, the Council was able to consider and respond to the representations in parallel to this process and in the event they were both ready to publish at about the same time, and so in this case it was decided to publish the representations on the same date as publishing the responses to the issues raised, including responses to the new sites suggested in representations.

Engaging With Gypsies and Travellers

- 3.10 Before the commencement of the Gypsy and Traveller DPD the Council was aware of the need to provide assistance to enable this sometimes hard to reach group to engage in the process in a meaningful way so that the Council is aware of the needs and aspirations of Gypsies and Travellers themselves to help prepare a plan that addresses those needs and has the greatest potential for successful implementation. Following discussions with, and advice from, relevant groups, including the Ormiston Trust, some specific actions were taken:
- An audio CD introducing the consultation was produced, and distributed to Gypsy and Traveller and Travelling Showpeople sites. They were also available at the exhibitions, and the audio could be downloaded from the Council's website.
 - Consultation specialists were employed by the Council to raise awareness of the DPD consultation amongst the Gypsy and Traveller communities, including distribution of leaflets and audio CDs to Gypsy and Traveller and Travelling Showpeople sites in the district and explaining to residents of those sites what the consultation was about and encouraging them to take part in the process and explaining how they could do that. Assistance was provided to Gypsy and Travellers to put their views in writing.
 - Two drop-in exhibitions were held specifically for the Gypsy and Traveller and Travelling Showpeople communities, where officers were available to discuss the consultation.
- 3.11 A number of representations were received from Gypsies and Travellers regarding the site options.
- 3.12 One of the key priorities of the Gypsy and Traveller Community Strategy (see below) is 'Establishing two-way engagement with Gypsy and Traveller

communities and to explore innovative ways to enable us to communicate with a diverse range of Gypsies and Travellers. We hope to continue this process through future stages of the Gypsy and Traveller DPD preparation to ensure the views of the Gypsy and Traveller community are heard. This will include exploring the feasibility of using the South Cambridgeshire Travellers Liaison Forum or an alternative mechanism for regular consultation and communication with Gypsies and Travellers to address planning policy development.

Race Relations and Inclusive Communities

- 3.13 The Council has a statutory general duty under the Race Relations (Amendment) Act 2000 to 'pay due regard' to the need to eliminate unlawful racial discrimination, to promote equality of opportunity and to promote good race relations between different racial groups. As indicated earlier, Gypsies and Travellers constitute South Cambridgeshire's largest minority ethnic community, comprising 1% of its population. As legally recognised ethnic groups, Romany Gypsies and Irish Travellers are protected by the Race Relations Act, and included in the scope of the duty to promote race equality and good race relations. This means that it is unlawful for any individual or organisation to treat Gypsies or Irish Travellers less favourably than other groups, or to discriminate against them indirectly.
- 3.14 The Council is prohibited by law from publishing any comments, statements or information that contravene the terms of the Race Relations (amendment) Act 2000 and the Local Government (Access to Information) Act 1985. The Council is unable to have regard to or give weight to them in Council decisions. Whilst some representations included comments which were not acceptable, this was very much the minority. In most cases these included other comments which could be accepted. Very few representations could not be accepted in their entirety. In all cases the respondents were informed in writing (see chapter 1).

Links to the Gypsy and Traveller Community Strategy

No. Representors: 2 Total representations: 2
Object: 1 Support: 0 Comment: 1

- 3.15 The Council has published a Gypsy and Traveller Community Strategy which deals with the broad range of issues affecting this part of the local community and how the Council as a whole will address this. The DPD will help address the accommodation needs of Gypsies and Travellers which is a key issue identified in the Gypsy and Traveller Community Strategy.
- 3.16 The Gypsy and Traveller Community Strategy provides an overview of how Council services will be coordinated to provide a consistent, co-ordinated approach across the Council to its work with Gypsies and Travellers, and also through its partnerships with other statutory and non-statutory organisations e.g. County Council, Primary Care Trust, Ormiston Trust.

- 3.17 The key priority areas for action identified in the Strategy are:
- Raising awareness of Gypsy and Traveller culture, the duty to promote equality and practical ways to achieve this.
 - Providing strategic direction and co-ordination.
 - Establishing two-way engagement with Gypsy and Traveller communities.
 - Promoting community cohesion.
 - Improving partnership working.
 - Improving access to, and experience of, services.
- 3.18 Public consultation on the draft Gypsy and Traveller Community Strategy concluded on 21 October 2009. The majority of consultation coincided with public consultation on the 'Issues and Options 2 - Site Options And Policies' stage of the Gypsy and Traveller Development Plan Document. Whilst the Strategy was not adopted before the consultation, the strategy is now in place. The adopted Gypsy and Traveller Community Strategy now includes a robust action plan. This plan will be subject to monitoring and review to test how its objectives are being met.

Should there be Specific Provision for Different Gypsy and Traveller Groups?

- 3.19 The Council has assessed the site options on their planning merits, and identified whether they are suitable options for Gypsy and Traveller sites as defined by Circular 01/2006. The report has not differentiated whether any sites should be allocated for a particular ethnic group within the Gypsy and Traveller community and this is not appropriate or possible to do so through the planning process.

Chapter 4 - Vision and Objectives

This chapter addresses:

- Vision for the Gypsy and Traveller Development Plan Document (Question 1)
- Objectives for the Gypsy and Traveller Development Plan Document (Question 2)

Vision for the Gypsy and Traveller Development Plan Document (Question 1)

No. Representors: 39 Total representations: 44

Object: 29 Support: 6 Comment: 9

- 4.1 The following vision was proposed in the options report for the GTDPD:
South Cambridgeshire contributes fully to the regional provision of Gypsy and Traveller and Travelling Showpeople accommodation, meeting the needs of existing and future generations in appropriate locations with well designed sites. There will be a range and choice of accommodation, including at major growth areas, which will contribute to the improvement of living conditions. Occurrences of illegal and unplanned Travelling encampments and development will be reduced.
- 4.2 **Summary of Representations:** A number of representations supported the vision as it was proposed, whilst a number of representors proposed alternative wording. Some argued that the vision will not work. Issues raised include that it should not refer to provision at major developments. Others supported putting new provision as part of major developments to support integration. Others argued it should be more specific regarding meeting needs of those living in the district or with a genuine need to live there, in order that a qualitative rather than quantitative need is addressed. It was also argued that the vision should refer to unauthorised sites being 'addressed vigorously and expeditiously in all cases'. It was also suggested it should address relations between the Gypsy and Traveller and the settled community.
- 4.3 **Response:** The vision should be a positive statement that sets out the situation that the Council is aspiring to achieve as a result of implementing the development plan. The implementation of the plan will be monitored to assess how well it is performing against the vision and objectives set out in the plan. It needs to focus on planning issues. Wider issues regarding Council policy on Gypsies and Traveller issues is more appropriately addressed by the Council's Gypsy and Traveller Community Strategy. This includes the approach to enforcement of unauthorised sites, and wider issues regarding community relations.
- 4.4 A clear aim through planning for Gypsy and Traveller provision through development plans is to reduce the need for unauthorised sites by addressing

accommodation needs appropriately, an amendment to the last sentence of the vision could clarify this.

- 4.5 Given all the changes taking place in planning guidance at the national level, in particular the new guidance anticipated from government to replace circular 1/2006, and the proposed abolition of regional plans, it is anticipated that the vision for the DPD will need to be amended once the national policy framework and the way forward for the DPD have been agreed. It is therefore recommended that the vision is not changed at this stage but that relevant issues raised in the consultation are taken into account when the vision is reviewed in due course.

Objectives for the Gypsy and Traveller Development Plan Document (Question 2)

No. Representors: 38 Total representations: 45
Object: 30 Support: 9 Comment: 6

- 4.6 The objectives proposed in the consultation report were as follows:
- *To address the full range of land-use and planning issues, including sustainability and good design, that need to be taken into account regarding Gypsy and Traveller sites and Travelling Showpeople sites.*
 - *To ensure an adequate and appropriate supply of sites to meet the numbers required by the East of England Plan in South Cambridgeshire.*
 - *To provide a clear framework for making decisions on planning applications regarding Gypsy and Traveller sites and Travelling Showpeople sites.*
 - *To minimise the number of unauthorised encampments and unauthorised developments.*
 - *Contribute to achieving the aims of the South Cambridgeshire Gypsy and Traveller Community Strategy.*
- 4.7 **Summary of Representations:** The objectives should clarify that planning issues include adaptation to climate change, the availability of infrastructure, that new provision will need to include affordable sites, and that the timing of delivery is also an important issue. The objectives should be clearer that unauthorised development will be dealt with. The plans should include robust criteria for addressing windfall sites. Representations both supported and objected to the reference regarding provision at major developments. It was suggested an objective should be added regarding the distribution of new sites around the district, and that the district should provide a reasonable share of sites. The objectives should set out that Travellers should have to demonstrate a genuine need to live in the district when applying for new sites.

- 4.8 **Response:** As for the vision, the objectives will require amendment to reflect the approach to provision adopted in the district following the announcements regarding revocation of regional spatial strategies, and also to reflect the new guidance from government that will replace circular 1/2006. This particularly affects the second objective. The second objective could also clarify the goal of achieving an appropriate mix of sites and tenures, including affordable sites. A clear aim through planning for Gypsy and Traveller provision through development plans is to reduce the need for unauthorised sites by addressing accommodation needs appropriately, an amendment to the fourth objective could clarify this.
- 4.9 **Recommendation 2: Review the Vision and Objectives in light of the approach to the development plan following changes to government policy having regard to relevant issues raised during the consultation.**

Chapter 5 - The Identification of Site Options

This chapter addresses:

- The Site Selection Criteria
- The Distribution of Site Options
- Review of Publicly Owned Land
- Review of County Council Land
- Extension of Existing Sites
- Other Sources of Land
- Sites With Temporary Planning Permission
- The Number of Pitches in a Village
- Timing of Site Delivery

5.1 **Summary of Representations:** A number of representors considered that the selection criteria were too strict, and should be loosened. Sites should be looked at with greater separation from villages, or near by but separated from them, or that rural areas better reflect the preferences of Gypsies and Travellers. Others argue the criteria have not been applied strictly enough. Actual distances should have been measured rather than measuring as the crow flies, sites should have also had to have good access to a secondary school, or a larger range of services and facilities should have been required. Some considered that the criteria did not address the need for sites to address working patterns of Gypsies and Travellers. Some considered that more should be done to consider the cost of delivery of sites. It was said that there should have been more weighting of criteria to highlight the best sites.

5.2 A number of representors considered that other sources of land should have been explored, particularly private land where delivery could have been explored with land owners, or even subject to compulsory purchase. Areas of brownfield land should have been explored. It would be easier to make temporary sites permanent or to extend existing sites than to deliver brand new sites, and this would also better reflect demand. Some representations considered more opportunities were available through publicly owned land, and that possible sites were ruled out too quickly as they were in the Green Belt. Others felt the commentary on the review of public land was too limited. It was said that more could be done with adjoining authorities to identify land in adjoining districts. Others argued that Green Belt sites should not be developed as the Green Belt should remain open. Identifying sites near to Park & Ride sites was a particular suggestion.

5.3 Many consider that more site options should be identified in the southern part of the district, and that the consultation was not clear as to why there was so few in this area. They said that options are clustered in a small number of areas, in the north west and south west and Chesterton Fen Road, and that many settlements in the south had no site options. It was argued that options should be spread across the district as was originally proposed in the first issues and options report. This included Travelling Showpeople plots which

are only proposed in one area. It was said that a cap on the number of pitches in a village should be applied when identifying new sites.

- 5.4 There were various views of the mix of sites that should be allocated drawing from those site options subject to consultation. It was considered that sites should focus on Cambridge otherwise it will create additional car traffic. There was support for making temporary sites permanent, or for extending existing sites in order to avoid the cost of developing brand new sites, and that such sites could be brought forward quickly to meet the immediate need. It was argued that it should be made clearer that windfall sites will be deducted from the overall assessment of need and, if granted planning permission, will lead to a reduction in allocated sites over the plan period.
- 5.5 The organisation Friends Families and Travellers highlighted the need to consider the needs of people on temporary sites not allocated in the development plan, such considering when and in what form alternative sites will be available.

The Site Selection Criteria

- 5.6 **Response:** The three-tier approach to testing site options was developed following consultation on the first issues and options report in 2006. The key locational criteria were that sites should ideally be within 1,000m of Cambridge or Northstowe, a Rural Centre, Minor Rural Centre, or a better-served Group Village as defined in the Council's Core Strategy DPD to define the sustainability of a settlement. This distance was measured from the edge of the development framework. It was also determined that sites should have good access to the key amenities of a doctors surgery or medical centre, a primary school, and a food shop. All three services should be available within 2,000m. In combination these tests allowed search areas to be created to focus the identification of new sites around the better served settlements in the district.
- 5.7 This approach reflected circular 01/2006 which states 'In deciding where to provide Gypsy and Traveller sites local planning authorities should first consider locations in or near existing settlements with access to local services e.g. shops, doctors and schools.' Such an approach is consistent with the Core Strategy search sequence and the approach to seeking the most sustainable location of development, which has been applied when planning bricks and mortar housing.
- 5.8 The Cambridge Sub Region Gypsy and Traveller Accommodation Needs Assessment 2006 did not indicate a specific locational preference in its survey of Gypsies and Travellers, but a call for more sites anywhere. In particular there was a preference for sites near to shops, schools and doctors. This has been reflected in the search criteria.
- 5.9 Some representors consider the criteria should have been applied more strictly, with good access to a larger range of facilities. It is important that

development plans focus first on the most sustainable locations in the search for new sites. It is recognised that a more flexible approach to criteria such as being close to certain services and facilities and/or the distance from them could bring new villages into the site search, or allow sites to be located a greater distance from settlements, particularly if the better served locations did not yield sufficient sites. Such a decision cannot properly be made until the replacement for Circular 01/2006 is available, and decisions are made regarding local targets.

- 5.10 With regard to access to employment, most sites in South Cambridgeshire are occupied as residential pitches rather than dual use, with occupants typically working off site. By focusing on the most accessible locations, sites will have the best access to employment opportunities or public transport.
- 5.11 Cost of delivery is an important issue, and consideration has been given to potential costs and land ownership in the site assessment process. The scoring does highlight where costs are likely to be higher due to land ownership or infrastructure issues. Detailed schemes would need to be worked up once options were selected.
- 5.12 The individual site matrices highlight the performance of each site against the individual criteria. It is difficult to rank or give an arbitrary score, as with many sites there are a wide range of issues to take into account. However, the pitches are listed in the order of the search sequence and settlement hierarchy from the Core strategy.
- 5.13 The criteria will need to be revisited once we have the promised new guidance on planning for Gypsies and Travellers.

The Distribution of Site Options

- 5.14 A number of representors queried why most of the site options identified are located in the northern half of the district. This is partly because many of the existing sites with temporary consent, and the major developments, are located around Cambridge or the north of the district. It is also because the site search process did not identify many opportunities in the southern part of the district for a number of reasons, including that little land in public ownership came out well against the site criteria and that many of the larger villages in the south are located in the Green Belt. No new sites were identified in the Green Belt, as national policy currently requires alternatives to be explored before Green Belt sites are considered.

Review of Publicly Owned Land

- 5.15 Government guidance advises that we investigate publicly owned unused and under-used land to identify potential site options for use by Gypsies & Travellers. A review of land in the ownership of South Cambridgeshire District Council did not yield any site options. As detailed in the Issues and

Options 2 Report the land is primarily occupied by housing, car parks and other infrastructure.

- 5.16 In January 2009, the Council wrote to public bodies operating in the district to seek information on land in their ownership. No sites were suggested. To ensure that the information we have is the most up to date, the Council wrote to 42 public bodies again in February 2010, including a questionnaire for completion. Although 18 public bodies responded that they own land in South Cambridgeshire, only the Homes & Communities Agency responded that they had unused or under used land that could be considered, referring to Northstowe where they support provision of Gypsy and Traveller pitches. The land owned in South Cambridgeshire by the other public bodies is typically occupied by buildings or structures that provide their service e.g. train stations and tracks, fire stations, police stations, hospitals, Ministry of Defence barracks, affordable housing, and offices, and is therefore not available for consideration as a Gypsy & Traveller site. The register of land operated by Homes and Communities Agency has been consulted, but no suitable sites were identified.

Review of County Council Land

- 5.17 The Council has made a thorough and detailed assessment of County Council land holdings, based on land information they provided. The landholdings primarily comprise farmland, much of which is in rural locations with limited road access. A detailed review of land which met the accessibility criteria was undertaken. Sites identified without key planning constraints were subject to detailed testing and consultation. The review is considered to have been objective rather than subjective. This transparent process was captured in Table E1 of the Issues and options Report 2 Technical Annex.
- 5.18 New Green Belt locations were excluded from further testing. PPG2: Green Belts and Circular 01/2006 make clear that Gypsy and Traveller developments are normally inappropriate development in the Green Belt, and alternatives should be explored before Green Belt locations are allocated. If further site options were required, and sufficient deliverable sites could not be identified outside the Green Belt, it may be necessary to review this approach, although it is not anticipated that this would be likely to open up significant new options given the general nature of the land holdings.

Extension of Existing Sites

- 5.19 Some representors argue that the Council should extend existing public sites, rather than going to the expense of creating new ones. This potential was explored through the options report, and an option of 2 additional pitches suggested at the existing Whaddon Site. This is considered to be the maximum scale suitable at this site. The potential for extension of other existing sites was explored in the options report (section G of the Technical Annex), and no other suitable options were identified. If the site search

criteria were reviewed this could be re-examined, but would be likely to yield only a very small number of pitches.

Other Sources of Land

- 5.20 Ensuring that sites identified can be delivered on the ground is a key element of the plan, and identifying new deliverable site options has proven to be difficult. In order for the plan to be found sound the Council will need to demonstrate that there is a reasonable prospect that any sites it identifies will be developed during the plan period. The review of publicly owned land has been undertaken in a robust and transparent manner. There have now been two stages where sites could have been suggested by private landowners, and few options have been suggested.
- 5.21 If after reviewing the approach to preparing the plan there is a need to identify any new site options, some of the site criteria may need to be loosened to consider wider search areas. The Council remains open to working with communities, landowners and developers to exploring suitable sites they may be able to identify to help address our unmet need.
- 5.22 The Council has considered the possibility of using Compulsory Purchase powers to acquire land to deliver new sites, but has concluded that this is not an option it will follow in all but exceptional circumstances for practical reasons in terms of evidencing the need for such action, but also in the context of significant constraint on public finances.
- 5.23 An alternative approach could be to allocate sites to meet part of the new local target for permanent pitches that will need to be identified, and to rely on windfalls to address the remainder. This will be one of the possible approaches to the plan that the Council will consider following changes to Government policy.

Sites With Temporary Planning Permission

- 5.24 The Council has to consider the land use merits of potential options, this includes sites with temporary planning permission. It is recognised that if sites are not allocated, and they do not get planning permission, new sites for those residents will be an issue. The Council will give consideration to how it may be able to provide assistance, but it will need to be separate from the plan making process.

The Number of Pitches in a Village

- 5.25 Some representors consider that a maximum level of pitches per village should be identified. It was not considered appropriate to place an arbitrary restriction by settlement, but instead to consider individual sites on their merits, and whether services and infrastructure could meet their needs. The assessments also included a criteria looking at the cumulative impact of a number of sites in a location, in particular any impact on services and facilities

and factors such as landscape impact, which is best assessed on a case by case basis rather than applying a generic limit without any particular basis.

Timing of Site Delivery

- 5.26 The Options Report identified when a site option may be capable of being delivered, in particular if it could meet more urgent need, or the longer term growth to 2021. This will be a consideration when identifying a package of sites for allocation.
- 5.27 If windfall sites are delivered, with permanent rather than temporary planning permission, these will count towards provision. Whilst a target cannot be set as an upper limit, the Annual Monitoring Report will look at the implementation of the development plan and how the number of sites delivered on the ground relates to the target identified. This will help monitor the level of provision against the target and will help identify whether the allocations in the plan are still required, and this would help inform a need to review the plan.

Chapter 6 - Gypsy and Traveller Sites at Major Developments

This chapter addresses:

- **A. Issues of Principle**
- General Issues
- The Principle of Including Sites at Major Developments
- Why Were Gypsy and Traveller Sites not Required Through the Existing Local Development Framework?
- Evidence of Support from Gypsies and Travellers
- Examples of Provision at Major Developments
- Impact on Delivery of Housing Targets
- Delivery of Gypsy and Traveller Sites
- The Sustainability Appraisal
- The Size of Major Development Considered for Gypsy and Traveller Site Provision
- Why were Trumpington Meadows (Cambridge Southern Fringe) and Orchard Park not Identified as Options?
- **B. Major Developments – Responses to Options from Issues and Options 2 Reports**
- Tenure of Gypsy and Traveller Provision at Major Developments (Question 4)
- Locating Gypsy and Traveller Sites at Major Developments (Option 5)
- Designing Gypsy and Traveller Sites at Major Developments (Option 6)
- Vehicle Movement from Gypsy and Traveller Sites
- Business Uses on Gypsy and Traveller Sites
- The Size of Sites at Major Developments (Option 7)
- Timing of Delivery of New Sites at Major Developments (Option 8 and Option 9)

- 6.1 The Issues and Options Report 2 proposed a number of options regarding Gypsy and Traveller site provision at Major Developments. Where site-specific issues have been raised they are addressed on a site by site basis. However, a number of representors raise concerns regarding the principle of provision of Gypsy and Traveller sites at major developments which could potentially apply to all the major sites. These issues of principle are addressed below, followed by responses to specific questions raised in the consultation document, and then the site-specific issues.

A. Issues of Principle

General Issues

- 6.2 **Summary of Representations:** Representors questioned whether sites should be provided at major developments, and whether there was support for this approach amongst Gypsies and Travellers. It was commented that there is no history of provision in this manner. There were objections to the size of some of the major development sites considered, that some developments were significantly smaller than Cambridge East and Northstowe. Some questioned why Trumpington Meadows had not been included as a site option. Some considered that the size of the pitch

requirement was not properly justified and was unrelated to the size of the development. Some raised the impact on delivery of wider housing targets, in particular affordable housing, and the impact on viability of developments. It was felt that greater clarity was needed with regard to how sites would be designed and developed.

The Principle of Including Sites at Major Developments

- 6.3 **Response:** The Council's preferred approach following the first issues and options report was that Gypsy and Traveller provision would be considered in all major new developments.
- 6.4 Development of Gypsy and Traveller sites through major developments offers an opportunity to ensure those developments meet the needs of all sectors of the community. Provision can be made as part of mainstream residential development. This reflects Designing Gypsy and Traveller Sites - Good Practice Guide (CLG 2008) Paragraph 3.7 – *'Where possible, sites should be developed near to housing for the settled community as part of mainstream residential developments.'*
- 6.5 There is a national policy requirement to achieve balanced communities that meet a cross section of needs. PPS3 requires that Local Planning Authorities ensure that the proposed mix of housing on large strategic sites reflects the proportions of households that require market or affordable housing and achieves a mix of households as well as a mix of tenure and price. It is reasonable that a proportion of the residential development reflects the needs of Gypsies and Travellers, as they form part of the housing need for the district. Major development sites offer a mechanism to assist delivery, due to the ability of the scale of the development to overcome viability issues.
- 6.6 Making provision at a range of developments will assist in mainstreaming provision for this part of the community, and the provision of sites where there is good access to services and facilities. By providing sites with good access to services, facilities and public transport this will minimise the need for car journeys. Providing pitches in a variety of locations will improve choice around the district. The major developments can play a particularly important role in accommodating longer-term needs of Gypsies and Travellers and their families.

Why Were Gypsy and Traveller Sites not Required Through the Existing Local Development Framework?

- 6.7 Some representors consider that an Area Action Plans and Masterplans have been completed without inclusion of Gypsy and Traveller sites. The Northstowe and Cambridge East Area Action Plans were drafted before Government Guidance regarding the allocation of Gypsy and traveller sites through development plans was published in 2006. However, the Area Action Plans do refer to the issue being addressed through the Gypsy and Traveller

Development Plan Document, and that the sites could be required to make provision.

Evidence of Support from Gypsies and Travellers

- 6.8 There is local evidence that the Gypsy and Traveller community support the principle of provision at major developments. A survey of 95 Gypsies and Travellers in the district was undertaken in November 2008 seeking their views on a potential site at Northstowe. 91% of those interviewed considered Northstowe to be a good location for a site. There is evidence of support from the Gypsy and Traveller community through representations on the Issues and Options 2 Report, including from Friends Families and Travellers, an organisation which represents Gypsies and Travellers.

Examples of Provision at Major Developments

- 6.9 There are no examples of Gypsies and Traveller sites within major developments around Cambridge. Historically no provision has been made. Allocating sites in development plans is a relatively new approach following circular 01/2006. There are examples of sites developed in urban areas, and some are referenced in the Government's Designing Gypsy and Traveller Sites guidance document.

Impact on Delivery of Housing Targets

- 6.10 The need for Gypsy and Traveller pitches is recognised in the Strategic Housing Market Assessment, and therefore delivering sites will contribute to meeting a recognised housing need. Gypsy and traveller sites are residential uses that contribute towards the overall housing targets. If a site were delivered as a public site, it would specifically count towards affordable housing targets.
- 6.11 If a site was delivered within the existing planned built footprint of a major development, the residential density of a Gypsy and Traveller site will be lower than bricks and mortar housing, but the site area for a Gypsy and Traveller site would be relatively small compared to the area of a Major Development. The overall impact on density on a major development, or achievement of housing targets, would therefore be limited.

Delivery of Gypsy and Traveller Sites

- 6.12 A number of representors queried how sites in association with major developments would be delivered. Planning obligations on development is a mechanism available to the Council to achieve delivery. Planning obligations may be used to prescribe the nature of a development necessary to make it acceptable in planning terms, for example by requiring that a certain proportion of a development is for new Gypsy and Traveller pitches.

- 6.13 Sites could be delivered as part of the affordable housing provision of a major development. There is evidence of Registered Social Landlords who would be able to deliver Gypsy and Traveller sites. They could then be managed as public sites, or other mechanisms could be explored such as equity share or lease schemes. Sites could also be delivered as private provision, and sold or leased to Gypsies and Travellers. There are various mechanisms that could be explored at a site specific level. The Council will continue to explore delivery and management mechanisms in order to provide greater certainty.
- 6.14 A range of issues regarding viability of development were raised by developers of various major developments. Impact on viability of development can be addressed at the site level during the planning application process, in the same way that other development costs are assessed. Whilst a number of site developers have previously drafted masterplans, they are not irreversible blueprints, and tend to evolve over the lifetime of a development proposal.
- 6.15 The delivery of a number of major developments has been affected by wider economic conditions, and are expected to be delivered later than anticipated. If major developments have a role to play in meeting future Gypsy and Traveller needs it is likely to be in the medium or long term.

The Sustainability Appraisal

- 6.16 Many of the Sustainability Appraisal impacts are described as 'unknown' because their impact will depend on the exact location of a site. Take for example the impact on the historic environment. There may be features potentially affected by the development as a whole, or if the specific Gypsy and Traveller site provision was made in a location where there was an impact. The appraisal highlights that such features are present but cannot identify the impact at this stage.
- 6.17 At this stage the appraisal is sufficient and appropriate. It is not unusual for sustainability appraisals of development plan documents of allocations to identify uncertain impacts where those impacts will be determined by masterplanning which would normally be relied upon to avoid such impacts.

The Size of Major Development Considered for Gypsy and Traveller Site Provision

- 6.18 The Issues and Options 2 Report reviewed the major development opportunities available in South Cambridgeshire. Options were identified at all the available strategic developments identified in the Cambridgeshire Structure Plan and subsequently the South Cambridgeshire Core Strategy. In addition, smaller but still major developments were reviewed for their potential to accommodate provision, including the Ida Darwin Hospital site that was allocated through the Site Specific Policies DPD.

Why were Trumpington Meadows (Cambridge Southern Fringe) and Orchard Park not Identified as Options?

- 6.19 The site assessments took account of the stage in the planning process that each major development had reached. This will be reviewed at each stage of plan making. It is too late to consider the suitability of a Gypsy & Traveller site within the Trumpington Meadows development as outline planning permission has been granted, the accompanying s106 agreement has been completed and the accompanying masterplan has been approved. None of these require the provision of a Gypsy & Traveller site.
- 6.20 Orchard Park gained outline planning permission in 2005, and around half of the site is now complete. It would be difficult to secure a site or to integrate it into the development at this very late stage.

B. Major Developments – Responses to Options from Issues and Options 2 Reports

- 6.21 The Issues and Options Report 2 sought views on a number of specific options regarding how sites should be developed at Major Developments. Responses to the issues raised are addressed in the following section.

Tenure of Gypsy and Traveller Provision at Major Developments (Question 4)

No. Representors: 15 Total representations: 16
Object: 4 Support: 1 Comment: 11

- 6.22 The report sought views on: Should sites at major developments be delivered as public sites, private sites, or a mixture of both?
- 6.23 **Summary of Representations:** On the question of whether pitches should be public or private, opinion was mixed. The majority of representors supported provision of private sites; if they are delivered as part of the affordable housing element they would need to be managed appropriately. Some considered that the major developments provide an opportunity to deliver public sites. Some considered that the Council should explore alternative tenures e.g. leasehold or let to buy schemes.
- 6.24 **Response:** At this stage it is recommended that public or private provision both remain options. There is a clear delivery mechanism as part of the affordable housing provision of site, but private provision is also possible. Further information may become available though the new Gypsy and Traveller accommodation needs assessment which is currently in preparation. In addition, as a number of the site options may deliver later in the plan period, they will need to consider evidence of the type of pitches needed available at the time of delivery. There are a variety of alternative mechanisms for delivery and tenure which could be explored further. It is

recommended that further study is undertaken to provide more information on the options available. This could be lead by the Council's Housing service.

Locating Gypsy and Traveller Sites at Major Developments (Option 5)

No. Representors: 40 Total representations: 44

Object: 41 Support: 0 Comment: 3

- 6.25 The options report sought views on where sites should be located relative to a major development. It proposed that sites should be within but on the edge of a development, or outside but in close proximity, except in the Green Belt.
- 6.26 **Summary of Representations:** Specific site options should have been identified at major developments. The majority of representors considered that sites should be restricted to being within the development, as these sites provide the best access to services and facilities, and would mean development would take place within established boundaries. Others considered that sites should be developed outside the major developments. One representor considered that sites in the Green Belt should not be ruled out if there is difficulty delivering site in development due to developer resistance.
- 6.27 **Response:** The Issues and Options 2 Report did not identify a specific site for Gypsy and Traveller pitch provision at each of the major developments identified. Instead it proposed a criteria based policy which would guide the identification of a site through the masterplanning process. This would allow design issues, and the relationship between land uses, to be considered fully at the design stage. There would then be further consultation through the planning application process. Any site-specific option would be tested to ensure social, environmental and economic impacts are fully considered.
- 6.28 Four of the major development sites are surrounded by the Green Belt: (Cambridge East, NIAB2, University Site, Ida Darwin Hospital site). National policy is clear that Gypsy and Traveller sites should not be located in the Green Belt, unless it can be demonstrated that no other suitable sites can be identified outside the Green Belt. Gypsy and Traveller provision would therefore need to be located within the development area of these sites unless exceptional circumstances could be demonstrated.
- 6.29 Cambourne and Northstowe are not surrounded by the Green Belt, and the policy wording suggested in the option would provide flexibility for provision to be located outside but in close proximity. A number of representors considered that the description of the location, and the criteria, where not sufficiently clear with regard to the location of a sites, particularly in relation to Northstowe.
- 6.30 The policy wording will need to be reviewed in light of changing Government policy. The policy wording subject to consultation provided flexibility for provision to be located outside but in close proximity to the built footprint of a

major development, but a number of representors considered that the description is not sufficiently clear, particularly in relation to Northstowe. It would be possible for a site to be located within the built footprint of a major development, but it will allow greater flexibility if a site can potentially be located outside, but in close proximity to, the built footprint where masterplanning demonstrates it is the most appropriate solution. Sites being delivered through a development should aim to achieve a close relationship with the development rather than another village, and for a Gypsy and Traveller site to be developed in association with the major development.

Designing Gypsy and Traveller Sites at Major Developments (Option 6)

No. Representors: 44 Total representations: 69
Object: 31 Support: 16 Comment: 22

- 6.31 The option proposed a criteria based policy to guide the location and design of sites addressing specific issues relevant to major developments.
- 6.32 **Summary of Representations:** Representations regarding the location of sites are addressed above at Option 5. Other issues raised include the traffic impact of sites, and that the policy should establish a clear requirement for access onto major roads. The policy should also consider the impact of a site on surrounding communities as well as the impact on residents of the major development itself. Objectors considered that sites could not be designed into urban developments. One representor also considered that the policy should also address the management of sites.
- 6.33 **Response:** With regard to achieving Gypsy and Traveller site provision in urban areas, the masterplanning process can consider the relationship of land uses, and variations in density, to create an appropriately designed development. Across a large development there will already be variations in density, including at the edges where lower densities are often located. In such areas sites could be integrated in the more rural edge.
- 6.34 Whilst some representors consider that a specific buffer should be created between Gypsy and Traveller sites and other residential development, including a specific requirement for a buffer would be contrary to the aim of achieving integration. Site boundaries would be a consideration in site design, and could be addressed through a landscaping buffer, or harder measures such as walls, but this will be a matter for masterplanning, taking account of the local circumstances around each development and the nature of the specific location where the site is proposed. The design policy regarding major developments subject to consultation through options report highlights the need to achieve appropriate visual and acoustic privacy.
- 6.35 Government guidance on Designing Gypsy and Traveller sites demonstrates how sites can be appropriately designed and landscaped, and includes a number of examples. A number of representors considered that the plan should include clearer guidance on the Council's expectations with regard to

the size and design of sites. Whilst the Government guidance regarding design of Gypsy and Traveller sites provides a good starting point, it is agreed that further guidance at a local level could be helpful, including on the typical dimensions of site and can be worked up for the next stage in preparing the DPD. Sites will still need to respond to their local surrounding, and be considered on a case by case basis.

- 6.36 Whilst effective management of public sites is a goal addressed through the Council's Gypsy and Traveller Community Strategy, it is not a matter that can be addressed directly by planning policy.

Vehicle Movement from Gypsy and Traveller Sites

- 6.37 Providing appropriate road access is an important issue. A Gypsy and Traveller site will generate vehicle movements, relative to the scale and use of the site. A site designed as primarily residential site will generate traffic movements which reflect this residential use. From time to time larger vehicles, such as caravans or mobile homes would need to access the site, but general day to day movements would typically be smaller vehicles. A site should provide appropriately located and safe access, and this would need to be to a road capable of accommodating the level of traffic generated.
- 6.38 Providing appropriate road access can be addressed through masterplanning. Although not essential, through the masterplanning process there will be a preference for sites that have access to distributor routes rather than routes providing access to a small number of dwellings. This is reflected in the wording of the option – 'Access should not rely on minor residential roads.'

Business Uses on Gypsy and Traveller Sites

- 6.39 The proposed Gypsy and Traveller site design policy which was included in the options report would require that sites must avoid unacceptable or adverse impact on neighbouring uses, including from traffic generation or activity. Gypsy and Traveller sites are residential rather than mixed-use employment sites. This reflects government site design guidance. Employment uses would require separate planning consent. This is the experience of the Council's existing sites, where Gypsies and Travellers typically return to the site after working elsewhere. A Gypsy and Traveller site can be appropriately designed and managed to reflect the environment in which it is located. Conditions can be imposed on any planning permission which restrict commercial activities on site, or the parking of heavy vehicles.

The Size of Sites at Major Developments (Option 7)

No. Representors: 22 Total representations: 25

Object: 16 Support: 5 Comment: 4

- 6.40 The option proposed that each major development identified should be required to provide a specific number of pitches through the GTDPD, and how that number is split into individual Gypsy and Traveller sites should be left to masterplanning of the development.
- 6.41 **Summary of Representations:** Some considered that the plan should be more specific regarding the sites allocated e.g. 2 sites of 10 pitches. Others disagreed that 10 pitches was the correct site size to use as the template in the plan. There were objections from some developers to the quantity of pitches required from some sites compared to others. It was suggested more information should be provided on the exact requirements, such as how much land that will be required to accommodate a site.
- 6.42 **Response:** With regard to the size of provision, there is no one ideal size of site or number of pitches. The Council's preferred approach following the first Issues and Options consultation was that generally sites should be no more than 15 pitches. Consultation with Gypsy and Traveller communities has indicated that smaller sites of up to 10 pitches may be the optimum size. This reflects the Cambridge Sub-Region Traveller Needs Assessment, which recommends further public provision on small sites of about 10 pitches. Respondents to the Northstowe Survey were asked how many pitches should be on a new site. Numbers varied between 8 pitches and 30, although generally figures were between 10 and 20 pitches making a good size site. Based on the Council's experience of managing sites and this evidence, 10 pitches is considered to be a suitable model for establishing pitch requirements.
- 6.43 The approach of provision of sites in a range of major developments has the benefit of providing a viable site scale in each development. The size of provision is considered reasonably related in scale and kind to the scale of the development proposed, and in all cases provision would represent a small fraction of the amount of development proposed. Whilst it would be possible to increase or decrease requirements from individual developments, the provision at a range of major developments would help improve choice with regard to location, and also provide accessible sites. This will be another matter for consideration in light of the Localism Bill and changes to Government guidance.
- 6.44 The options report proposed the option of allowing flexibility with regard to how the overall number is split within a development, rather than rigidly requiring one or two sites of 10 pitches. This is considered to provide the greatest opportunity to respond to masterplanning issues, if at the time of provision it proves more appropriate to split the provision into a number of smaller sites.

Timing of Delivery of New Sites at Major Developments (Option 8 and Option 9)

- 6.45 Two options were proposed regarding the timing of development:

OPTION OPT8: Delivery of sites should be phased so that key services and facilities are available before Gypsy and Traveller pitches are completed.

No. Representors: 48 Total representations: 53
Object: 11 Support: 35 Comment: 7

OPTION OPT9: Gypsy and Traveller pitches should be delivered early in a development, so that sites are established before most of the development takes place but before key services and facilities are available.

No. Representors: 42 Total representations: 43
Object: 40 Support: 2 Comment: 1

- 6.46 **Summary of Representations:** Many representors considered that sites on any new developments should not be agreed until it can be shown that the whole development is sustainable in terms of facilities and services. Gypsy and Traveller development should be treated no differently, with schools and local services available when sites open. There was concern regarding the burden on surrounding village facilities if sites were opened before new facilities were available in the major developments, particularly with regard to Northstowe and the potential impact on Longstanton and Oakington.
- 6.47 **Response:** When new developments are constructed phasing plans are put in place to ensure at least a basic level of facilities are available for the first dwellings, in particular school and medical facilities. Gypsy and Traveller provision should be no different, and require appropriate planning to ensure the needs of a site could be met. It is likely therefore that sites could be delivered relatively early in the life of a development, but not before services were available that could be demonstrated to meet the needs.
- 6.48 **Recommendation 3: Provision at major developments could be public or private, determined at the time of delivery and taking account of needs at the time. A Site Delivery Strategy will be prepared to explore innovative methods of site delivery, funding and management.**
- 6.49 **Recommendation 4: Review the criteria based policy on major developments following changes to government policy having regard to relevant issues raised during the consultation.**
- 6.50 **Recommendation 5: Prepare local guidance on design of Gypsy and Traveller sites, including site size, and consult on it at the next opportunity, including consultation with Gypsies and Travellers.**

- 6.51 **Recommendation 5: Major developments should be required to provide a specific number of pitches through the GTDPD, with flexibility on how that number is provided left to masterplanning of the development.**
- 6.52 **Recommendation 6: Delivery of sites should be phased so that key services and facilities at the major development are available before Gypsy and Traveller pitches are occupied.**
- 6.53 **Recommendation 7: Prepare local guidance on design of Gypsy and Traveller sites, including site size, and consult on it at the next opportunity, including consultation with Gypsies and Travellers.**

Chapter 7 - The Site Options Identified for Consultation in Issues and Options 2

This chapter addresses:

- Sandy Park Chesterton Fen Road (Sites 1 and 2)
- Cambridge East (Site 3)
- NIAB2 - Land Between Huntingdon Road and Histon Road Cambridge In South Cambridgeshire (Site 4)
- University Site (Land Between Madingley Road and Huntingdon Road Cambridge) (Site 5)
- Northstowe (Site 6)
- Cambourne (Site 7)
- Ida Darwin Hospital Site, Fulbourn (Site 8)
- Willingham (Sites 9 to 17)
- Land at Spring Lane, Bassingbourn (Site 18)
- Rose and Crown Road, Swavesey (Site 19)
- New Farm, Old North Road, Whaddon (Site 20)

SANDY PARK CHESTERTON FEN ROAD (SITES 1 AND 2)

No. Representors: 115 Total representations: 479

Object: 419 Support: 30 Comment: 30

Option:

Site 1 Sandy Park, an option for 28 pitches.

Site 2 was referred to as Plots 1, 3, and 5 Sandy Park, and was proposed as a site option for 17 pitches. This site has subsequently been renamed West View.

- 7.1 **Summary of Representations:** The majority of representors made reference to both sites (sites 1 and 2), and applied their comments to both. Objectors to the site options raised issues including the scale of the sites, particularly when combined with the scale of the existing site provision in the area, and the impact on the surrounding communities of Chesterton and Fen Ditton, and on the Green Belt. A number of representors considered that road access was inadequate, that appropriate infrastructure was not available to serve the sites and that rather than being an accessible location it is actually inaccessible due to the distance to services in Chesterton. The appropriateness of the location was questioned, including the potential noise impact from the railway line and the proposed new railway station. There were queries over the capacity of the two sites, in particular the reduced capacity of Sandy Park, down from the existing 30 pitches to 28 pitches to provide open space on the site. Residents of Sandy Park have expressed concern about providing general open space on site for use by other people on Chesterton Fen because it would bring non-residents onto their site. There were a number of representations in support of the options, including from residents of the Sandy Park site.

Location of the Sites

- 7.2 **Response:** Following the first consultation on the Gypsy and Traveller DPD the Council determined that sites should ideally be within 1,000 metres of Cambridge, or one of the better served villages in the district. This is to provide good access to services and amenities, in particular schools, shops and medical facilities. Cambridge offers a wide range of services and facilities, and provides the best opportunities to access these without travelling far and by means other than the car.
- 7.3 The sites at Chesterton Fen Road fall within this search area. Although some services and facilities are beyond the ideal distance, the location close to Cambridge offers access to a wider range of facilities available in any of the South Cambridgeshire villages.

The number of Pitches in Chesterton Fen

- 7.4 The allocation of these sites would maintain a concentration of pitches in this area, beyond the scale that would be ideal in a more rural location, but it is considered that this scale could be accommodated in a location on the urban edge of Cambridge, with access to the wide range of services, facilities and employment available. The relationship of the site is primarily with the city of Cambridge, it is separated from Fen Ditton by the river. It is not considered to dominate the nearest settled community.
- 7.5 The sites are larger than a typical site, but the existing private sites have the support of its residents, and are meeting need. They form part of an established community where people want to live.

The Impact on the Green Belt

- 7.6 The sites have some impact on the openness of the Green Belt and the rural character of the area, but have a low impact on the wider landscape due to being partly enclosed to the north, with the railway to the west, and another Gypsy and Traveller site to the east.
- 7.7 In planning terms, Gypsy and Traveller pitches represent inappropriate development in the Green Belt. It is therefore necessary to consider whether there are exceptional circumstances to justify the allocation of the sites as permanent Gypsy and Traveller sites. This will need to be determined when identifying the package of sites selected for the draft development plan. Exceptional circumstances could potentially be provided by:
- The location on the edge of Cambridge, which is at the top of the search sequence provided by Core Strategy Policy ST/2;
 - The number of Gypsy and Traveller sites already located in the area; and
 - The level of need in the district, alongside the difficulties in identifying deliverable alternative options.

- 7.8 The consultation also considered whether the sites should remain in the Green Belt if they are allocated and identified for permanent sites. This issue is addressed separately in the report.

Impact on the River and Open Countryside / Green Finger from City

- 7.9 The sites are around 150 metres from the River Cam. Views of the Sandy Park and West View sites from the river Cam footpath are very limited. There is no significant impact on the setting of the Conservation Area of Fen Ditton.

Flooding and Drainage

- 7.10 The Environment Agency have indicated they have no objection in principle. A site specific flood risk assessment would be required, and satisfactory surface and foul water drainage details would need to be agreed through any application.
- 7.11 The latest modelling in the South Cambridgeshire and Cambridge City Strategic Flood Risk Assessment 2010 shows that the site does not fall within either flood zone 2 or 3, and flood risk is largely restricted to the east side of Chesterton Fen Road in this area. Appropriate drainage measures would be required to ensure they do not increase flood risk elsewhere.
- 7.12 The site is currently served by on-site foul drainage measures. Such measures are capable of operation without harm to the environment. It does not affect the long-term suitability of the site.

Impact on Services and Facilities

- 7.13 The Sandy Park sites are existing sites that already benefit from temporary planning permission. The needs of the sites are being met by existing amenities. The educational needs generated are already being met, with children accommodated in local schools. The Local Education Authority has indicated that sufficient school places are available to support the sites.

Highway Access

- 7.14 The local highway authority indicates that no significant adverse effect upon the Public Highway should result from the site options. The road north of the railway is fairly narrow, with informal passing places, and sporadic areas of footway. Although these issues exist none of them are so onerous as to warrant the local highway authority raising an objection. The traffic generated by the existing development in the Chesterton Fen area, including the 2 site options that exist under a temporary permission, appears to cope with the restricted infrastructure. Whilst the highways authority advises that a footway along the length of the road would be desirable, it concludes that the absence in places of a footway is not sufficient reason to rule out the site options.

- 7.15 The local highway authority indicates that as the sites have been occupied for a number of years a Transport Assessment will be of little use in detailing the impact of the site on the highway network. This is because as the impact already exists, extracting the movements from the site options from the total existing traffic would be difficult and inherently unreliable as they represent a 'snap shot' in time. Clearly any residential development has an impact on the surrounding streets, but Chesterton is already a semi-urban environment and relatively high volumes of traffic (all modes) are a normal part of this urban environment. Although residents of the Sandy Park sites may use a different range of vehicles to those of Chesterton as a whole, these are not so different as to represent a significant shift from the norm or to be unacceptable.
- 7.16 Driver behaviour in the area was raised in some representations. This is not a land use planning consideration. It is outside the remit of the planning system to address such issues.
- 7.17 Volume of traffic waiting at the railway crossing, whilst may be an inconvenience, is not a safety issue. Whilst being delayed by crossing the railway line may delay access for emergency vehicles for short periods, a site on the edge of Cambridge will have faster response times by emergency services than sites in more remote rural areas. Any emergency service vehicle attending the Sandy Park sites, would be able to bypass a queue if required, reducing the delay to a minimum. There is no evidence that additional trains in association with a station would cause any safety issue with regard to queuing vehicles from the site options or in terms of serving any development the Chesterton Fen side of the railway line.
- 7.18 Some representors suggest an alternative access to the area should be provided via a new bridge linking the site to Milton Road to the west. There are currently no plans for an alternative access. The Cambridge Transport Innovation Fund (TIF) bid proposals did include a bus route crossing the river and a bridge over the railway at the southern end of Chesterton Fen Road. However, the TIF bid has not been progressed, and there are currently no firm proposals.

Railway Line and proposed new Railway Station

- 7.19 To the west of Chesterton Fen Road, on the other side of the main railway line, lies Chesterton Sidings. This area is currently largely disused. Many of the original sidings have either been removed or are not operational. Only two sidings are currently in operation. The Chesterton Sidings area had been allocated for residential development in the Local Plan 2004 and this was carried forward into the Submission Draft Local Development Framework plans in 2006. The latter also included proposals for a railway station at the southern end of the Sidings. Following submission of the Local Development Framework, Network Rail announced its intention to retain a large part of Chesterton Sidings for train stabling. The housing allocation was subsequently deleted and the adopted Site Specific Policies DPD safeguarded land at Chesterton Sidings for the development of a railway

station and interchange facility. The site is therefore no longer planned for residential development. The use of the sidings for train stabling will be likely to generate additional train movements over the current low levels of use and generate additional noise sources.

- 7.20 The Chesterton Interchange Railway Station is being planned to provide a second railway station in Cambridge. It is included as a proposal in the Cambridgeshire Local Transport Plan, although the timing of its delivery is uncertain.
- 7.21 Chesterton Interchange will be several hundred metres to the south of the Sandy Park sites. It is likely that noise attenuation measures may be required to address the impact of the station, which could include measures associated with the station design, such as directional loud speakers as well as potentially measures at the Sandy Park sites.
- 7.22 Mitigation measures may be capable of addressing any additional noise and vibration impacts from either the use of the sidings or the proposed new station. However, greater certainty is required that potential future noise issues can be addressed before any conclusion could be reached on the suitability of the Sandy Park sites for permanent Gypsy and Traveller sites. It is recognised that there are existing permanent sites in this area, some of which are closer to the potential new station. It is recommended that a study be commissioned to assess the noise impact of current proposals for the sidings and the proposed new railway station on development on Chesterton Fen Road, both existing sites and the site options at Sandy Park. This study could then form part of the evidence base for the development plan, and to inform discussions on the emerging rail related proposals.
- 7.23 Issues regarding the potential use of the sidings for waste transfer by rail are currently being considered through the Examination of the County Council's Minerals and Waste Local Development Framework. The plan identifies a need for measures to protect amenity of local communities for odour, noise and dust as something to be addressed, but it does not identify specific proposals. The Council has objected to the plan on due to the lack of evidence on how issues will be addressed. The outcome will not be known until 2011.

Negative Scores in the Initial Sustainability Appraisal Report

- 7.24 With regard to the approach of the Initial Sustainability Report, it tests each of the site options against a set of sustainability criteria and indicates whether there would be positive or negative effects against each criteria. It may indicate where some sites perform better than others, rather than indicating show stoppers. Issues can then be weighed up by decision makers when deciding on the preferred options, with reasons for their selection fully evaluated. The fact that some individual criteria score negatively, or worse than other sites, is not a reason to rule out an option and the overall assessment should be considered.

- 7.25 With regard to the appraisal of the Sandy Park sites, a number of the impacts are described as uncertain but it identifies potential negative effects, in particular related to flooding, and the impact of the location near the railway line. Both of these issues are addressed elsewhere in this report.

Planning Enforcement Issues

- 7.26 Issues regarding the occupation of sites, or the planning enforcement are not matters for the development plan.

The Capacity of Site 1 (Sandy Park)

- 7.27 There are currently 30 pitches on Sandy Park. A new residential development of this scale would normally be required to provide playspace on site in order to meet the needs of residents and be useable by the wider community. Reflecting this approach the consultation proposed that should the site be made permanent rather than temporary, it could potentially be required to include playspace provision on site. This would require the land area of up to 2 pitches, which would reduce the capacity of the site from 30 to 28 pitches.
- 7.28 Residents of the sites have expressed concern about providing general open space on site for use by others on Chesterton Fen because it would bring non-residents onto their site. Reflecting these issues it is considered that it would not be desirable to provide a playspace on the site that was meeting the general needs of the Chesterton Fen Road area, as there would be insufficient space to provide the correct buffer zones for a formal playspace, and it would require non-residents to access the site to use the playspace. It would be difficult to deliver as the land that would be required is in private ownership. In the light of this information, it is therefore considered that it would not be appropriate to provide on site but contributions for off-site provision may be appropriate consistent with the Open Spaces SPD. Other options for delivery of play space in the area could then be explored separately from the plan making process that could meet the general needs of the area.
- 7.29 There is currently no condition on the planning permission for the site regarding the number of caravans that can be stationed on each pitch. Whether a condition restricting the number or type of caravans on each pitch was required would be a matter for the detailed planning application stage. Any layout would need to comply with the terms of a caravan site licence, which is a separate process to the planning application process and which includes standards regarding the separation of caravans. Commercial uses on the site, and the parking of vehicles over 3.5 tonnes, is restricted by condition through the temporary planning consent and similar conditions are commonly used to restrict the use of residential sites.

The Capacity of Site 2 - West View (plots 1, 3 and 5 Sandy Park)

- 7.30 The site currently has temporary planning permission for 19 pitches. However, these are not typical pitches and each pitch effectively comprises a single static caravan, with no additional space for touring caravans, and little differentiation of what comprises an individual pitch. Currently on the temporary site, each of these units provide private rental accommodation for Gypsies and Travellers. Whilst this is understood to meet a particular type of need, the pitches do not conform to the general recommendations regarding pitch and site design provided by government guidance on site design, and that proposed in the draft design policy which was included for consultation in the options report.
- 7.31 The Options Report noted that an alternative layout, with individual pitches of a more typical size, the site could only accommodate a smaller number of pitches, perhaps around 9. Looking at this further, a layout providing more typical pitches which could accommodate a touring caravan as well as a static caravan could accommodate between 4 and 8 pitches.
- 7.32 It is appropriate that when site options are identified, the Council includes a reliable notional capacity and should not over estimate the likely provision on site, in order to ensure a robust approach to meeting identified needs for new pitches. Reflecting issues raised, any allocation in the plan should be based on a capacity reflecting a pitch size that provides a greater level of flexibility as a residential unit. This is not indicating a maximum number of pitches on a site, and it would be for the applicant to demonstrate that a layout providing a higher number pitches would be appropriate for the long-term use of the site through a planning application.
- 7.33 **Conclusion:** Commission further assessment of the potential noise impacts of train stabling and the new railway station at Chesterton Sidings on the Chesterton Fen Road area. Sandy Park and West View (formerly plots 1, 3 & 5 Sandy Park) capacities should be amended, for Site 1 from 28 to 30 pitches, and for Site 2 from 17 to 4 to 8 pitches. The site will need to be considered in light of the approach to the Gypsy and Traveller DPD following the draft Localism Bill and new Government Guidance.

CAMBRIDGE EAST (SITE 3)

No. Representors: 38 Total representations: 42
Object: 29 Support: 5 Comment: 8

Option: 20 pitches at the major development site of Cambridge East, based on 2 typical sites of 10 pitches.

- 7.34 **Summary of Representations:** There were a number of objections to the site option, including from Marshall of Cambridge as landowner. Highlighted issues include problems delivering Gypsy and Traveller sites in a high-density urban quarter and the impact this would have on the viability of the overall

development. A number of people stated that they were not able to comment on the impacts of site provision because they do not have enough detail about where the sites would be located. There were representations seeking a higher and a lower number of pitches to be allocated. A number of representors pointed out the difference between allocating a site at a completely new major development compared with at Cambourne, as a site could be planned from the outset rather than added on later in the life of a development, and there was support for the option on the basis that sites could be delivered through the new development. The question was asked what happens if Marshall does not move and there is no significant housing development, and if there is a boundary review. Cambridge City Council supported the option, although considered the provision should be split with the City and left to the masterplanning process. *Given the time that has elapsed since the consultation and the government's proposed changes to the planning system, the City Council has been asked to confirm whether its position remains as in its submitted representations. City Council officers have informally advised that the representations should stand at the present time and that the City Council will advise formally if its position changes as it considers the way forward for its own planning for Gypsies and Travellers. However, the City Council's desire to work in partnership with the District Council on the joint planning of the urban extensions was reconfirmed.*

Provision of Gypsy and Traveller Sites at Major Developments

- 7.35 **Response:** A number of issues raised in relation to this site were to the principle of provision of Gypsy and Traveller sites at major developments. A separate chapter addresses these general issues.

Will Cambridge East happen?

- 7.36 At the time of preparing the consultation document, the Cambridge East development was still anticipated to take place in full. Since that time, Marshall has advised that relocation of the Airport is not anticipated in the foreseeable future, which it considers to be not before 2031 at least. It has indicated that development could take place both north of Newmarket Road and north of Cherry Hinton in the period 2016 to 2031, including land in the City. Other owners of land north of Cherry Hinton have expressed interest in bringing forward development earlier in the plan period. The Cambridge East Area Action Plan makes clear that land north of Newmarket Road could come forward independent of the Airport site and that is also potential for land north of Cherry Hinton to come forward subject to further work on ensuring an appropriate residential environment. The future of any part of Cambridge East will also be a matter considered through the review of the Core Strategy. There could still be potential for a Gypsy and Traveller site at each development, subject to further consideration. As acknowledged in the consultation document, it may be that one site could come forward in the City's area rather than South Cambs and the City has requested that this assumption be made. As such, at this time it would be reasonable to retain a site option at Cambridge East for a site of 10 pitches in South Cambs for

further consideration at the next stage of plan making, subject to other issues below, with the assumption that there would be a second site option attributed to Cambridge City Council. Cambridge East is specifically identified as suitable for site options on the basis of it being a major development and any change to this situation would mean the option would no longer be appropriate or deliverable.

What would be the Implication of a Boundary Review?

- 7.37 There is no certainty over boundary review, and if it did take place the Council may want to review its position on changes at Cambridge East given the significant changes in circumstances at this urban extension. Whether the boundary changes or not, the Council must continue to plan for the district as it is currently. The intention had been that any housing allocations in one district would be transferred to the other along with the regional plan target so effectively the status quo would remain. With the Government's intention to abolish regional plans, the implications for the district and any local target identified would need to be revisited with government ahead of any consideration of boundary review.

Cambridge East Should be Identified for a Higher Number of Pitches

- 7.38 The Area Action Plan for Cambridge East identifies the site for a sustainable new urban quarter of approximately 10,000 to 12,000 dwellings and associated development. The major development lies partly within Cambridge City and partly within South Cambridgeshire. Given the scale of the urban extension in South Cambridgeshire the site option put forward was based on 2 typical sites of 10 pitches.
- 7.39 Whilst given the scale of the allocated site it would theoretically be possible to seek a higher level of provision, 20 pitches was considered an appropriate scale alongside the other site options. Given the current situation on the development as a whole as outlined above, and the potential for a smaller scale of development north of Newmarket Road of around 1,500-2,000 dwellings, a site for 10 pitches would be consistent with the approach to other urban extensions to Cambridge, such as NIAB2 (land between Huntingdon Road and Histon Road Cambridge.) It is assumed that a site as part of development land north of Cherry Hinton would be attributed to Cambridge City Council's area, as discussed above.

Cambridge East Should be Identified for a Smaller Number of Pitches

- 7.40 As addressed above, it is considered that the scale of development currently envisaged at Cambridge East is capable of accommodating two sites totalling 20 pitches, across both districts, and that this is compatible with the scale of provision at other major developments.

Flooding and Drainage

- 7.41 The recent South Cambridgeshire and Cambridge City Strategic Flood Risk Assessment (SFRA) 2010 has confirmed that the development is located in flood zone 1 (low risk). The Environment Agency has no objection in principle provided that any subsequent strategic drainage infrastructure is designed and constructed to accommodate additional discharges from the site.
- 7.42 **Conclusion:** It is recommended Cambridge East remains a site option at this stage, but reduced to 10 pitches in South Cambs and subject to further consideration at the next stage. The representations do not raise site development issues sufficient to recommend rejection at this stage. However, the site will need to be considered in light of the approach to the Gypsy and Traveller DPD following the draft Localism Bill and new Government Guidance.

NIAB2 - LAND BETWEEN HUNTINGDON ROAD AND HISTON ROAD CAMBRIDGE IN SOUTH CAMBRIDGESHIRE (SITE 4)

No. Representors: 19 Total representations: 35
Object: 28 Support: 3 Comment: 4

Option: 10 pitches at this major development site.

- 7.43 **Summary of Representations:** A number of representations objected to the option of including a requirement for a Gypsy and Traveller site at this location, including the developer, and in major developments generally. There was concern regarding the impact of the development on nearby communities, particularly given the scale of development planned in the north west area of Cambridge. Environmental issues were raised such as traffic impact, and whether an appropriate environment can be identified for a site which addresses noise, air quality, land contamination and flooding issues, and whether adequate infrastructure would be available to meet the needs of a site. The impact on the Green Belt and loss of agricultural land were also raised. There were also some representations supporting this option.

Timing of NIAB2

- 7.44 **Response:** Whilst not specifically raised in representations, it is relevant to address the delivery of the NIAB2 development given the specific link identified in the policy allocating the NIAB2 site between the completion of houses on the site and improvements in capacity of the A14. The implications of the Government's announcement regarding the A14 improvements are still being explored. However, there is still considered to be potential for provision in association with NIAB2 to meet the longer term need for Gypsy and Traveller pitches.

Provision of Gypsy and Traveller Sites at Major Developments

- 7.45 A number of issues raised in relation to this site were to the principle of provision of Gypsy and Traveller sites at major developments. A separate chapter addresses these general issues.

Scale of Development Planned in the Area

- 7.46 There are a number of major developments planned in the north western area of Cambridge, totalling over 5,000 dwellings. The inclusion of a small number of Gypsy and Traveller pitches within those sites would not have an additional impact on services and infrastructure of surrounding communities.

Noise and Air Quality – Relationship with the A14

- 7.47 Similar to the other major developments, a specific site location was not identified in the options report. Instead, a criteria based policy was proposed which would be used to identify an appropriate location which would be best done through the masterplanning process. This would include locating a site where there is an appropriate noise and air quality environment.
- 7.48 In terms of air quality, the NIAB site is outside of an Air Quality Management Area (AQMA) that follows the A14 corridor. Evidence to the Site Specific Policies DPD examination when the NIAB2 site was allocated concluded that a satisfactory residential living environment could be achieved. Given the distance of the development from the A14, with a buffer of around 150 - 200m, even if a site was located within but on the northern edge of the development, it is likely to be capable of achieving appropriate air quality standards. If this were found to be a problem at the application stage, an alternative location further from the A14 could be identified.
- 7.49 The A14 does generate noise. Policy SP/2 of the Site Specific Policies DPD states, *'Noise and air quality assessments will be required as part of any planning application. If necessary, development will be subject to measures, which may include planning conditions and / or planning obligations, a landscaped buffer, and layout and design measures, to mitigate the effects of air pollution and noise caused by traffic using the A14 north of the site and Histon Road east of the site.'*
- 7.50 Traditional built housing can be subject to noise insulation schemes to provide a reasonable living environment relatively close to noise generators like major roads. However, for Gypsies and Travellers living in caravan this is often not a viable option due to the nature of the structures / building fabric and their design.
- 7.51 It was envisaged at the Site Specific Policies DPD examination that bunding would be likely to be required to mitigate the noise impacts of the A14 which would be significant in improving the noise conditions of the site. If however, this was not adequate for the northern part of the site without additional

mitigation that could not be achieved for caravans, the site would need to be located further from the A14 where the noise environment was approximate. Noise issues would need to be addressed through masterplanning for the site as a whole. Given the distance from the trunk road and the potential for mitigation as part of the wider development, it is considered that an appropriate site location could be identified.

Impact on the Green Belt

- 7.52 The NIAB major development site has already been removed from the Green Belt via the South Cambridgeshire Site Specific Policies DPD. However, as the site adjoins the Green Belt, it would not be appropriate for the Gypsy and Traveller site to be located outside the major development site, unless exceptional circumstances can be demonstrated at the masterplanning and planning application stage. A site provided within the major development would have no greater impact on the Green Belt than the major development itself.

Loss of agricultural land

- 7.53 The development of the NIAB site will result in loss of agricultural land, however this loss has to be balanced against the development needs of Cambridge and within that context the NIAB2 site was allocated in the Site Specific Policies DPD. The site provides an opportunity to deliver Gypsy and Traveller site provision as part of a major development and would have no additional impact on agricultural land. Even if a case were made to demonstrate exceptional circumstances justifying a site outside the major development site and within the Green Belt, the impact on agricultural land must be considered in the context of the impact of provision of a stand alone site in a rural area, which would also be likely to require agricultural land due to the lack of previously developed land opportunities available.

Land Contamination

- 7.54 Some objections raised concerns regarding the current agricultural use of the land. Contaminated land issues from agricultural use and crop experiments are not anticipated to be extensive but may require some localised hotspot removal/treatment. The investigation of contamination and any remediation required can be dealt with by condition on any planning permission. Similar investigations were carried out at NIAB1 (in Cambridge City), and it was concluded that there are no pollutants on site that would preclude development.

Location of the Gypsy and Traveller site

- 7.55 An appropriate location for a site would need to be identified through the masterplanning process. The options report proposed that sites should be within the built area but on the edge of the development, with the exact location needing to take account of a range of issues, including those

mentioned above. There are examples in national site design guidance of sites delivered in urban areas.

Road Access and Traffic Impact

- 7.56 Vehicle access to the NIAB site will be provided from Huntingdon Road and Histon Road, via the NIAB1 development in Cambridge City Council's area. A Gypsy and Traveller site will generate vehicle movements relative to the scale and use of the site. Assuming the site is made as part of the residential allocation there will be no additional traffic arising compared with the major development as currently allocated. A site designed as primarily residential site will generate traffic movements which reflect this residential use. The particular nature of a Gypsy and Travellers site is that from time to time larger vehicles, such as caravans or mobile homes would need to access the site, but general day to day movements would typically be smaller vehicles. A site should provide appropriately located and safe access, and this would need to be to a road capable of accommodating the level and nature of traffic generated. This should be taken into account through the masterplanning of the site and the detailed transport assessment accompanying a planning application as necessary.

Impact on Local Services and Facilities

- 7.57 New infrastructure, such as electricity, water supply and foul drainage, will be required to be delivered for the major development, and can therefore be provided for a Gypsy and Traveller site.
- 7.58 New education provision will be required to meet the needs of the new residential developments in the north west of Cambridge. A Gypsy and Traveller site as part of the development would form part of those calculations. The County Council, as the local education authority, has been fully consulted through this plan making process.
- 7.59 Like any other residential development, timing of development relative to service provision would be a consideration to ensure the needs of the site could be met.

Flood Risk

- 7.60 The recent South Cambridgeshire and Cambridge City Strategic Flood Risk Assessment (SFRA) 2010 has confirmed that the development is located in flood zone 1 (low risk). The South Cambs SFRA 2005 did identify potential for a small area of flooding related to existing ditches on the site in peak events, based on the engineering judgement of the consultants. A site specific flood risk assessment will need to accompany the NIAB2 planning application or indeed any separate application for a Gypsy and Traveller site, and identify how the area will be developed to minimise flood risk and avoid increasing flood risk elsewhere. A site specific FRA is not necessary at this stage in order to allocate a site.

- 7.61 **Conclusion:** The representations do not raise site development issues sufficient to recommend rejection at this stage. However, the site will need to be reconsidered in light of the approach to the Gypsy and Traveller DPD following the draft Localism Bill and new Government Guidance.

UNIVERSITY SITE (LAND BETWEEN MADINGLEY ROAD AND HUNTINGDON ROAD CAMBRIDGE) (SITE 5)

No. Representors: 24 Total representations: 31
Object: 20 Support: 4 Comment: 7

Option: 10 pitches at this major development site.

- 7.62 **Summary of Representations:** A number of objections highlighted that the site was released from the Green Belt specifically to meet the long-term needs of the University and it is therefore different to the other major developments identified as options. Objectors include Cambridge University and Cambridge City Council. Others raised concerns regarding the impact of the option on nearby communities, particularly given the level of development in the north west area of Cambridge. Environmental issues such as traffic impact, impact on the SSSI, and footpaths have also been raised. There are also a number of supporters of the option that argue provision would result in a more balanced community, and more even distribution of pitches around the district.

Provision of Gypsy and Traveller Sites at Major Developments

- 7.63 **Response:** A number of issues raised in relation to this site were to the principle of provision of Gypsy and Traveller sites at major developments. A separate chapter addresses these general issues.

Scale of Development Planned in the Area

- 7.64 There are a number of major developments planned in the north western area of Cambridge, totalling over 5,000 dwellings. The inclusion of a small number of Gypsy and Traveller pitches within those sites would not have an additional impact on services and infrastructure of surrounding communities.

Environmental Issues

- 7.65 Environmental and design impacts of any site would need to be identified though masterplanning. This would include consideration of the SSSI, or impact on Rights of Way as appropriate. The drainage requirements of a Gypsy and Traveller site would need to be addressed though masterplanning, and site specific flood risk assessment.
- 7.66 Road noise from the M11 is an issue that would need to be addressed through masterplanning of the development. Whilst it is likely that an

appropriate noise environment for a site could be found within the development, a site beyond the edge of the development would be unlikely to be appropriate due to the proximity of the M11, notwithstanding the presumption against development in the Green Belt (see section below on Green Belt issue).

Impact on Local Services and Facilities

- 7.67 New infrastructure, such as electricity, water supply and foul drainage, will be required to be delivered for the major development, and could therefore be provided for a Gypsy and Traveller site.
- 7.68 New education provision will be required to meet the needs of the new residential developments in the north west of Cambridge. A Gypsy and Traveller site as part of the development would form part of those calculations. The County Council, as the local education authority, has been fully consulted through this plan making process and raises no objection to this site.
- 7.69 Like any other residential development, timing of development relative to service provision would be a consideration to ensure the needs of the site could be met.

Impact on the Green Belt

- 7.70 The University major development site has already been removed from the Green Belt via the North West Cambridge Area Action Plan. However, as the site adjoins the Green Belt, it would not be appropriate for the Gypsy and Traveller site to be located outside the major development site, unless exceptional circumstances can be demonstrated at the masterplanning and planning application stage. Given the impact on the setting of Cambridge, and the location near to the M11, this is unlikely to be suitable.

Road Access and Traffic Impact

- 7.71 A Gypsy and Traveller site will generate vehicle movements relative to the scale and use of the site. Assuming a site was made as part of the residential allocation there would be no additional traffic arising compared with the major development as currently allocated. A site designed as a primarily residential site would generate traffic movements which reflect this residential use. The particular nature of a Gypsy and Travellers site is that from time to time larger vehicles, such as caravans or mobile homes would need to access the site, but general day to day movements would typically be smaller vehicles. A site should be appropriately located to achieve safe access, and this would need to be to a road capable of accommodating the level and nature of traffic generated. This would need to be taken into account through the masterplanning of the site and the detailed transport assessment accompanying a planning application as necessary.

The North West Cambridge Site is allocated for Predominantly University-Related Uses

- 7.72 The North West Cambridge site has a significantly different policy rational compared to the other major developments in the district. The consultation highlighted this issue and sought views on whether Gypsy and Traveller provision should be required, or whether the differences meant the site should not be an option.
- 7.73 The North West Cambridge site has been released from the Cambridge Green Belt specifically to address the long-term development needs of Cambridge University, despite the area being found to be important to the Green Belt in studies. It was identified in the Cambridgeshire Structure Plan 2003 that North West Cambridge should be developed for predominantly University's uses and that development should only take place when the University has demonstrated that a particular development is needed and cannot be accommodated on land elsewhere. The site will provide 50% affordable housing for University and College Key Workers but will not be available for general affordable housing use. The site footprint in the Submission Draft Area Action Plan was considered by the Council to be the maximum that could be released from the Green Belt in order to go as far as possible to addressing University needs. Following further consultation the independent government Inspectors that examined the plan considered that a larger site was needed because of the high level of University need. Even so, the development will not be able to fully meet the identified needs of the University. As the site adjoins the Green Belt and the M11, there is no potential to include a Gypsy and Traveller site outside the major development site, unless exceptional circumstances could be demonstrated.
- 7.74 The inclusion of Gypsy and Traveller pitches would displace other uses that either address University needs or act as enabling development to help fund the University related uses, in particular key worker housing. The land take of a 10 pitch site would be relatively small, at less than 1 hectare from a development area of around 91 hectares, but one hectare would correspond to approximately 50 dwellings, which is an important consideration in the context of the high level of University needs that even the larger site will be unable to meet in full.
- 7.75 The Inspectors' Report for the Northwest Cambridge AAP concluded that a secondary school, although necessary to meet the needs of the north west Cambridge area as a whole, did not conform with the requirements of the policy and should be located elsewhere in this part of Cambridge. A similar conclusion would logically be drawn with regard to Gypsy and Traveller site provision. There is no general needs affordable housing provision on the site, and market housing is only permitted as enabling development.
- 7.76 On a pure policy argument, as Gypsy and Traveller provision is not a University use or enabling development to bring forward University uses, it is appropriate to conclude that the major development should not make

provision for Gypsies and Travellers unless there are other material considerations that are so significant as to override that policy presumption; the Council has been firm on the importance of this policy presumption in pre-application discussions with the University.

- 7.77 Possible relevant factors in the testing of other material considerations are the aim of the North West Cambridge Area Action Plan to produce a balanced, viable and socially inclusive community and that there is a high level of need for Gypsy and Traveller provision in the district. As such it could be possible to take the view that the site could make provision in a consistent way with the other major development sites. Whilst the University cannot demonstrate a need for pitches, the need has been demonstrated by the Sub-Regional Traveller Needs Assessment. Including provision from this development would be using an opportunity to deliver a site in order to meet identified need. However, the only reason for the allocation of this sensitive site for development is specifically to meet the development needs and Cambridge University, given its importance to both the local and national economy. The Inspectors gave great weight to this issue in deciding the appropriate site for development in the Area Action Plan. The City Council, as the other party to the joint AAP, has objected to the provision of a Gypsy and Traveller site at the development on principle.
- 7.78 The consultation has allowed competing views to be considered. On balance, it is not considered that there are sufficient material considerations to override the policy principle against non-University related uses on this site and it is recommended that provision of a Gypsy and Traveller site is not an appropriate requirement, and the site be rejected.
- 7.79 **Conclusion:** It is recommended that the University site - Land between Madingley Road and Huntingdon Road Cambridge is rejected and is not taken forward as a site option.

NORTHSTOWE (SITE 6)

No. Representors: 99 Total representations: 179
Object: 140 Support: 8 Comment: 31

Option: 20 pitches at this major development site.

- 7.80 **Summary of Representations:** A number of representations raised objections on the basis that, according to the criteria a site associated with Northstowe could be anywhere within 1 kilometre of the town, and therefore could be located in or closer to Longstanton or Oakington. The lack of a specific site affected the ability to comment. A number of representors stated that if provision is made it should be within the development area of the town. Specific concerns were that sites could be located in the Longstanton Conservation Area or the green separation required by the Northstowe Area Action Plan. Sites would impact on services and facilities of nearby villages if the needs of a site are not met by Northstowe itself. There was concern

raised that sites outside the development area would not provide the level of access to services and facilities available to other Northstowe residents. Delays to Northstowe mean that sites could not be delivered in time to meet the need to be met by the plan. Some representors supported the option, or suggested Northstowe is capable of accommodating a larger number of pitches than the option suggested. In particular the Homes and Communities Agency who own a significant part of the site, supported the option.

Provision of Gypsy and Traveller Sites at Major Developments

- 7.81 **Response:** A number of issues raised in relation to this site were to the principle of provision of Gypsy and Traveller sites at major developments. A separate chapter addresses these general issues.

The Timing of Northstowe

- 7.82 The options report indicated that Northstowe had the potential to deliver Gypsy and Traveller site provision either by 2016, or by 2021. Subsequent to the consultation the anticipated delivery date of Northstowe has been revised, and the impact of the government's announcement regarding the A14 improvements is still being explored. However, there is still considered to be potential for provision in association with Northstowe to meet the longer term need for Gypsy and Traveller pitches.

Specific Location of Gypsy and Traveller Site Provision

- 7.83 As for the other major developments, a specific site location was not identified in the options report. Instead, a criteria based policy was proposed which would be used to identify an appropriate location, which would be best done through the masterplanning process.
- 7.84 A number of representors considered that the description of the location, and the criteria, were not sufficiently clear with regard to the location of a site. The options report used the description of 'within or close to the edge'. This was interpreted as provision anywhere within 1km of the town, reflecting the wider site criteria.
- 7.85 A criteria based policy was proposed in the Issues and Options Report to guide the identification of specific sites through the masterplanning process. The policy wording will need to be reviewed in light of changing Government policy. The policy wording subject to consultation provided flexibility for provision to be located outside but in close proximity to the built footprint of a major development, but a number of representors considered that the description is not sufficiently clear, particularly in relation to Northstowe. It would be possible for a site to be located within the built footprint of a major development, but it will allow greater flexibility if a site can potentially be located outside, but in close proximity to, the built footprint where masterplanning demonstrates it is the most appropriate solution. Sites being delivered through a development should aim to achieve a close relationship

with the development rather than another village, and for a Gypsy and Traveller site to be developed in association with the major development.

Longstanton Conservation Area and Northstowe Green Separation

- 7.86 In order to provide an appropriate landscaped setting for Northstowe where it is closest to existing villages and to ensure the maintenance of the village character of Longstanton and Oakington, the Northstowe Area Action Plan requires that there will be suitably landscaped green separation between them which will continue to form part of the rural setting of these two villages. Proposals for Northstowe will be required to respect the openness of the existing Conservation Area and to propose appropriate landscaping treatments such as woodland copses which are deep enough to close off views through an area, or a series of paddocks and tree lined hedgerows that provide sufficient depth to filter views. It would not be appropriate to develop a Gypsy and Traveller site or any other housing development in the area identified for green separation.
- 7.87 The impact on the Conservation Area is also a key issue addressed by the Northstowe Area Action Plan. This sets out how the Conservation Area and its setting should be protected in development proposals. These considerations would apply to the development of Gypsy and Traveller site provision in association with Northstowe. It will be important to clarify that, like any other form of residential development, sites would not be appropriate where they would harm a Conservation Area.
- 7.88 These issues could be clarified in the development if Northstowe remains a site option.

Impact on Local Infrastructure

- 7.89 Northstowe will require new services and facilities to meet the needs of residents, and this will include the residents of any Gypsy and Traveller sites delivered in association with the town. Like any other residential development, adequate infrastructure will be needed to meet the needs of a site when it is first occupied. A phasing plan will be required for the town, to ensure that at least a basic level of facilities is available for the first dwellings, in particular primary school and medical facilities, and then further facilities are provided as the town is developed. This phasing plan would need to address the needs of Gypsy and Traveller sites.
- 7.90 **Conclusion:** The representations do not raise site development issues sufficient to recommend rejection at this stage. However, the site will need to be considered in light of the approach to the Gypsy and Traveller DPD following the draft Localism Bill and new Government Guidance.

CAMBOURNE (SITE 7)

No. Representors: 145 Total representations: 491

Object: 477 Support: 4 Comment: 10

Option: 10 pitches at this major development site.

- 7.91 **Summary of Representations:** Objectors were concerned that a specific site had not been identified, particularly as this is an existing community rather than an entirely new development, and also that it was not clear whether a site would be within the development or adjoining. There were concerns regarding the impact on the design of Cambourne and the potential environmental impact of a site. Existing residents are not allowed to park caravans on their properties and therefore delivery of a Gypsy and Traveller site occupied by caravans would be unfair. A number of representors questioned whether there was support for a site from the Gypsy and Traveller community, particularly as there was no history of provision in the village. Services and facilities are not sufficient to accommodate a site, in particular schools and doctors. Specific concern was raised with regard to the need for children to travel to primary schools outside the village. Objectors argued that Cambourne is not a sustainable location to develop a Gypsy and Traveller site, as it will be reliant on car journeys. Concerns were raised that provision would impact on delivery of affordable housing. The point was made that Cambourne is different from other major developments as it is an existing community. Concerns were raised regarding property prices and the fact that a site was not part of the original masterplan. It was questioned whether an appropriate location could be identified, particularly given the traffic impact. Some representors expressed a preference for sites being closer to Cambridge. A small number of representations supported the option.

Provision of Gypsy and Traveller Sites at Major Developments

- 7.92 **Response:** A number of issues raised in relation to this site were to the principle of provision of Gypsy and Traveller sites at major developments. A separate chapter addresses these general issues.

Delivery of a site as part of the Major Development

- 7.93 Cambourne was identified in the Issues and Options 2 Report as an opportunity to deliver Gypsy and Traveller provision through a major development proposal. An application for 950 dwellings in Upper Cambourne was under consideration to complete the development of the original footprint, and this could provide an opportunity to include a site.
- 7.94 The planning application for the additional 950 houses in Upper Cambourne was considered by the Planning Committee on 6th December 2010. At the time of writing, the decision on the application is not known, but it was recommended for approval. This application did not include a proposal for a Gypsy and Traveller site, or a specific requirement in the draft section 106

agreement. The Committee report considered the issue of providing a Gypsy and Traveller site but concluded on balance that lack of provision was insufficient to justify recommending refusal of the application on this ground alone. The outcome of the Committee will be reported orally at the Portfolio Holder meeting.

- 7.95 If the recommendation is agreed and the application approved without a Gypsy and Traveller site it means that the mechanism of securing provision as part of a major development proposal is no longer available to assist the delivery of a site. Consistent with the approach taken for Trumpington Meadows, if permission is granted for the 950 development then the provision of a site as part of the major development can no longer be a site option.
- 7.96 This does not however rule out future consideration of Cambourne as a potential location for Gypsy and Traveller site provision as a matter of principle. If the Council concludes that additional sites are still required to be identified through the plan making process having considered the way forward for the plan in the light of changing government policy and national guidance, Cambourne would be treated the same as any other Rural Centre as part of any new site search.

Identification of a Specific Site

- 7.97 Like a number of other major developments, the Issues and Options 2 Report did not identify a specific site for Cambourne, but instead proposed a criteria based policy which would guide the identification of a site through the masterplanning process. It indicated that there would then be further consultation through the planning application process.
- 7.98 It should be noted that a number of representors considered that a specific option had already been identified at Bullrush Lane. The land in question is at the end of a small residential cul-de-sac and does not appear to perform well against the criteria based policy proposed to guide identification of sites.
- 7.99 Some people suggested site locations, such as near to Cambourne Business Park. However, in light of the above recommendation, the potential to identify a specific location at Cambourne has not been explored.

Cambourne is an Established Site Rather than a New Major Development

- 7.100 A number of representors have highlighted the differences of Cambourne from other major developments like Northstowe, as Cambourne is an existing community.
- 7.101 Whilst a site was not in the original masterplan, it is considered that a location on the edge of Cambourne could still have been identified as part of the consideration of the Cambourne 950 planning application. However, in view of the change in circumstances at Cambourne if planning permission is

granted for the planning application, it is not possible to take this issue further at this time. Notwithstanding, it is recognised that Cambourne is different to the other major developments in terms of significant parts of the new village having already been built, and if it were to remain an option as a major development the Council would have wished to consider the potential to narrow down the search area at Cambourne and see if a specific site or location could be identified for future consultation. The identification of any specific site option would need to address social, environmental and economic impacts. This would include the impact on Cambourne and its setting, and how landscaping and other issues could be addressed to achieve an appropriate site design. Meeting Gypsy and Traveller needs through an appropriately designed and located site would not be at odds with the Cambourne vision. However, finding a site as part of a major development will not be necessary if the planning application is approved on 6 December 2010.

The Need and Demand for a Site in Cambourne

- 7.102 Whilst there is not a specific need for Gypsy and Traveller site provision identified for Cambourne, provision would have the potential to contribute to the wider identified needs in the District. The Cambridge Sub Region Gypsy and Traveller Accommodation Needs Assessment 2006 did not indicate a specific locational preference in its survey of Gypsies and Travellers, but recorded a call from that community for more sites anywhere. In particular there was a preference for sites near to shops, schools and doctors. Whilst there has been no previous Gypsy and Traveller site provision in Cambourne, a lack of existing sites is not an indicator of a lack of need. A site at the Rural Centre of Cambourne could provide a sustainable location for new provision.

Sustainability of the Location

- 7.103 The delivery of Gypsy and Traveller sites in the most sustainable suitable locations has been a key part of the criteria developed to identify site options. Cambourne is identified in the Core Strategy DPD as a Rural Centre, which acknowledges the existing and planned facilities in the village. Public transport services of a good level of service with buses every 20 minutes to Cambridge. A site located within or near any Rural Centre would provide a relatively sustainable location for a Gypsy and Traveller site compared to many other areas of the district, and provide the best opportunities to access services, facilities and employment.

Impact on Local Services and Facilities

- 7.104 As stated above, Cambourne is identified in the South Cambridgeshire Core Strategy DPD as a Rural Centre, acknowledging the level of services and facilities existing and planned for the village. The additional demand from a 10 pitch site would be relatively small, particularly compared to the scale of development already existing and being planned in the village.

- 7.105 Cambridgeshire County Council has been consulted on education issues throughout this process. There is currently an issue with the availability of primary school places to serve the village. In 2008 a few Reception aged primary school pupils were allocated places at Hardwick Primary, due to a shortfall of places. The third primary school opened in September 2009 and no new transport has been required. With regard to a 10-pitch site, if it was phased to open when planned education improvements take place to meet the needs of the planned new development, it is likely the needs could be accommodated.
- 7.106 The Primary Care Trust has also been consulted throughout this process. Demand on the Doctors Surgery would not increase significantly as a result of a 10 pitch Gypsy and Traveller site. Improvements to the Doctors Surgery are planned to accommodate the needs generated by the additional 950 dwellings currently the subject of a planning application. A police station has now been opened in Cambourne.

The Parking of Caravans and Trade Vehicles

- 7.107 There are covenants on existing residential properties in Cambourne restricting the parking of caravans and trade vehicles. This is an amenity issue, imposed by the developers reflecting the design of the properties. A Gypsy and Traveller site would need to be able to accommodate caravans and mobile homes. The caravans on pitches would form people's homes, and sites would be designed accordingly. They are often accompanied by vans associated with working off site. Conditions can be placed on sites where appropriate restricting parking of commercial vehicles (above 3.5 tones). Site location and design would need to consider the visual impact of a site, and ensure an appropriate site design.
- 7.108 **Conclusion:** It is recommended that, subject to the planning application for 950 dwellings at Upper Cambourne being approved on 6 December 2010, Cambourne is not carried forward as an option in association with a major development proposal.

IDA DARWIN HOSPITAL SITE - FULBOURN (SITE 8)

No. Representors: 34 Total representations: 96
Object: 78 Support: 4 Comment: 14

Option: 5 pitches at this major development site.

- 7.109 **Summary of issues raised in representations:** A number of representors objected to the principle of residential redevelopment of the Ida Darwin Hospital site, as well as the inclusion of Gypsy and Traveller Site provision. Concerns were raised by the Cambridgeshire and Peterborough NHS Foundation Trust regarding how a Gypsy and Traveller site could be designed into a housing development. Some considered that development was not appropriate in the Green Belt. There was concern regarding provision of

services and facilities. There were concerns over the delivery of a site in this location and how an appropriate site could be identified considering the specific characteristics of the site, in particular impact on the landscape and traffic access.

Provision of Gypsy and Traveller Sites at Major Developments

- 7.110 **Response:** A number of issues raised in relation to this site were to the principle of provision of Gypsy and Traveller sites at major developments. A separate chapter addresses these general issues.

The Principle of Residential Development on the Ida Darwin Hospital Site

- 7.111 The principle of redevelopment of the Ida Darwin Hospital Site for residential development has already been established thorough the Site Specific Policies DPD. The site is identified as a 'Major Developed Site' in the Green Belt. Site Specific Policies DPD Policy SP/9 enables redevelopment of the existing built footprint into a different configuration comprising residential development on the eastern part of the Ida Darwin site, and the transfer of part of the built footprint to the Fulbourn Hospital site. Redevelopment of the existing built footprint to provide residential development on part of the site, with a green wedge will be provided on the western part of the site. The redevelopment will enable 250 to 275 dwellings, although the total would depend on how the built footprint was utilised. The option proposes to include a Gypsy and Traveller site of 5 pitches as part of this development.
- 7.112 There is an established need for Gypsy and Traveller sites in the District, and the redevelopment for residential uses offers the opportunity to accommodate some of that need, and with appropriate site masterplanning could be accommodated effectively.
- 7.113 Site Specific Policies DPD Policy SP/9 enables redevelopment of the existing built footprint into a different configuration comprising residential development on the eastern part of the Ida Darwin site, and the transfer of part of the built footprint to the Fulbourn Hospital site. The use of the existing footprint will determine how many dwellings can be built.

Should Ida Darwin Hospital be Considered as a Major Development

- 7.114 The Issues and Options 2 Report reviewed the major development opportunities available in South Cambridgeshire. Options were identified at all the available strategic developments identified in the Cambridgeshire Structure Plan and subsequently the South Cambridgeshire Local Development Framework. In addition, smaller but still major developments, particularly in the context of rural South Cambs, were reviewed for their potential to accommodate Gypsy and Traveller provision, including the Ida Darwin Hospital site that was allocated through the Site Specific Policies DPD.

- 7.115 The issue of provision at major developments was considered at the Examination in Public into the East of England Plan. The inspectors did not consider it appropriate to recommend a limit on the scale of development, to avoid limiting opportunities to take into account local considerations. Government guidance on Designing Gypsy and Traveller Sites highlights that even where smaller scale developments are planned they could consider including a small scale site.
- 7.116 The scale of development proposed at Ida Darwin is sufficient to accommodate a small Gypsy and Traveller site. Provision of a site in this location would provide opportunities to access the services, facilities and public transport of a Rural Centre given its location adjacent to Fulbourn. Bus stops with a good quality service are within reasonable walking distance of the site. It also has good accessibility to Cambridge.

Identification of a Specific Site

- 7.117 Like a number of other major developments, the Issues and Options 2 Report did not identify a specific site within the Ida Darwin Hospital site, but instead proposed a criteria based policy which would guide the identification of a site through the masterplanning process. There would then be further consultation through the planning application process.

Transport and Road Access

- 7.118 Appropriate road access arrangements will be required to serve the new development as a whole. The County Council, as the local Highway Authority, has been consulted on this site. A Gypsy and Traveller site will generate vehicle movements, relative to the scale and use of the site. A site designed as primarily residential site will generate traffic movements which reflect this residential use. From time to time larger vehicles, such as caravans, mobile homes or delivery vehicles would need to access the site, but general day to day movements would typically be smaller vehicles. A 5 pitch site would generate a relatively low number of vehicle movements. A site should provide appropriately located and safe access, and this would need to be to a road capable of accommodating the level of traffic generated, and this can be addressed through masterplanning. There is no specific reason for road access to be provided separately for Gypsy and Traveller site provision from other residential development, although access from a distributor road is preferable.

Impact on Village Services and Facilities

- 7.119 Additional education provision will be required to meet the needs of the redeveloped Ida Darwin Hospital site, whether this includes Gypsy and Traveller provision or not. Cambridgeshire County Council, as the Local Education Authority, have been consulted on the option. With regard to medical provision, the Primary Care Trust have also been consulted.

Local Need for a Travellers site

- 7.120 Whilst there is not a specific need for Gypsy and Traveller site provision identified for Fulbourn, provision would have the potential to contribute to the wider identified need in the District. The Cambridge Sub Region Gypsy and Traveller Accommodation Needs Assessment 2006 did not indicate a specific locational preference in its survey of Gypsies and Travellers, but a call for more sites anywhere. In particular there was a preference for sites near to shops, schools and doctors. A site at the Rural Centre of Fulbourn could provide a sustainable location for new provision.

Scale of Provision

- 7.121 Five pitches is considered an appropriate scale of development considering the scale of the development proposed at the Ida Darwin Hospital site. There are options regarding how a site could be developed and managed, in particular whether it was delivered as a public or private site. If delivered as a public site, it would be possible to run and manage a site on this scale efficiently and effectively. Running costs are likely to be proportionate with the site size, and sites generate rental income.
- 7.122 Some representors expressed concerns at the level of development that could be accommodated on a five pitch site. Typically a pitch would be designed to accommodate a static and a touring caravan, although there may be some larger or smaller pitches to provide flexibility. Each pitch would be designed to accommodate one family. The number of caravans could be regulated by conditions on any planning permission.

Masterplanning Issues

- 7.123 The redevelopment of the hospital site as a whole will need to consider the impact on the Green Belt, and landscaping to address the visual appearance of the site. Through this process appropriate design and landscaping measures can be used to accommodate a Gypsy and Traveller site. A site would be likely to have a relatively small built footprint and comprise single storey development, which will in some ways assist landscaping and reduce visual prominence. The potential noise impact of the lightly used railway line may need to be considered through the masterplanning process.

Transit Site

- 7.124 The location is not considered suitable for a transit site. Such sites tend to generate a larger number of vehicle movements, and would be more suited to a site with better access to the major road network. This residential area offers a more appropriate opportunity for a residential site.
- 7.125 **Conclusion:** The representations do not raise site development issues sufficient to recommend rejection at this stage. However, the site will need to

be considered in light of the approach to the Gypsy and Traveller DPD following the draft Localism Bill and new Government Guidance.

WILLINGHAM (SITES 9 TO 17)

No. Representors: 45 Total representations: 54

Object: 22 Support: 13 Comment: 19

Option: There were 14 pitches identified as 9 options in Willingham.

- 7.126 **Summary of Representations:** There were a number of representations in general support for making existing temporary sites permanent in order to reduce the need for new sites. Concern was however expressed with regard to the high proportion of site options in Willingham compared to other areas in South Cambridgeshire, in particular from the Parish Council, who considered that the Council has failed to implement government policy regarding the concentration of sites. There was objection to the site options on the basis of impact on services and infrastructure, and the landscape and wildlife impact of the sites was also raised.

The Number of Site Options in Willingham

- 7.127 **Response:** There are currently six existing pitches with permanent planning permission in the parish, in addition to 1 emergency stopping place on the former local authority site on Meadow Road. The Options Report identified 10 pitches which had temporary planning permission, which were considered as suitable site options. Subsequent to the options report part of site 11 (plot 3 Cadwin Lane), and site 15 (Land to rear of Longacre, Meadow Road) gained temporary planning permission. There was one pitch that currently has temporary planning permission (north of Schole Road) which was identified as a rejected option (R21). Willingham currently has a total of 20 pitches around the village. As representors indicate, this is the second highest figure of any village in the district.
- 7.128 In drafting the final development plan document a decision will need to be taken regarding which site options across the district are allocated to meet the level of provision sought by the plan. For reasons explained elsewhere in this report this decision is not being made now, but will be for a later stage in the plan making process. This report explores whether issues raised through consultation mean that they should drop out at this stage.

Services and Facilities

- 7.129 Cambridgeshire County Council Education Service indicate that the needs of the existing sites with temporary planning permission are already being met by local schools. They confirm that they do not consider that there are any issues with regard to the numbers of Gypsy and Traveller children being served by the local school relative to other sectors of the population.

- 7.130 This year the capacity of the school was increased as a response to housing growth that had taken place in the village. Before additional pitches were developed it would need to be identified whether there was sufficient capacity in local schools at that time to meet the needs of the site. However, the Education Service advises that small-scale development would be likely to be capable of being accommodated.
- 7.131 The Primary Care Trust indicates that health facilities are sufficient to meet the need generated by the site options. There are no specific capacity issues with regard to GP services.
- 7.132 Cambridgeshire Police confirm that areas with Gypsy and Traveller sites are patrolled in the same way as other areas. With regard to police coverage, the service is mobile, and will attend incidents wherever they arise. Coverage is provided where it is needed not from fixed points. Statistics regarding call outs in particular locations, quoted in one representation could be misleading and taken out of context. They do not indicate how many incidents, what the incident was, or who was responsible. They have also not been compared with other areas. Criminal justice agencies do not collect information about separate ethnic groups.
- 7.133 The Local Planning Authority must consider sites in the same way as any other form of residential development, albeit with different land use requirements to traditional bricks and mortar housing. Assumptions regarding crime or antisocial behaviour of occupants are not material planning considerations.

Flooding and Drainage

- 7.134 The Environment Agency have indicated they have no objection in principle subject to satisfactory surface and foul water drainage details being agreed through any application.

Road Access

- 7.135 The County Council as local highway authority indicates that no significant adverse effect upon the Public Highway would result from the options identified. The road network in Willingham can accommodate the scale of development that would arise from the site options taken together and individually.
- 7.136 Some representors raised concerns with regard to the quality of the surface of Schole Road. This is an unadopted road, and is the responsibility of landowners to maintain. Although rutted in places the road is wide enough to provide safe access and the County Council as highway authority raises no objection.

Landscape Impact

- 7.137 The impact on the landscape of the site options was considered in the options report. In all cases the impact of the sites was considered to be at a level that was acceptable, or could be made acceptable through planting required as part of any permanent planning permission.
- 7.138 The group of pitches on Meadow Road have a relatively low impact on the surrounding landscape, being tightly grouped, fairly well screened and visually dominated by the planting to Long Acre to the north and the large metal barns to the east.
- 7.139 If The Oaks (off Meadow Road) is maintained as a small single pitch set back from the road, with a small number of caravans integrated with the existing development on the area identified, the wider impacts would be limited. The development around the existing stable buildings is well screened by hedges and scattered mature trees.
- 7.140 Generally the Cadwin Lane pitches (off Schole Road) have a low impact on the wider landscape. However, the Cadwin Lane site with a development of a row of pitches away from the road frontage is not typical of the character of the village or the surrounding area, which tends to comprise long plots with development on the road frontage and so minimises the impact of development on the wider countryside setting of the village. The Cadwin Lane pitches tend to fragment and enclose the countryside on the edge of the village. On balance it is still considered an option.
- 7.141 The Grange Park, Foxes Meadow site, although screened from the east and south, has a moderately high impact on the landscape due to the 'urban' frontage featuring high railings and gates, and the large areas of conifer planting. The equipment shelter on land adjoining the site (not part of the pitch) is the most prominent feature in the area. Appropriate design and landscaping could reduce the impact of the actual pitch to a lower impact.

Site Specific Issues

- 7.142 The representation expressed concern regarding the potential for site expansion, particularly with regard to site 16 (East of Long Acre, Meadow Road). Conditions could be applied to any permission regarding the appropriate level of development on the site itself. Further proposals would have to be considered on their merits. A recent application to expand the site to the south was refused planning permission on grounds including impact on landscape character.
- 7.143 **Conclusion:** The representations do not raise site development issues sufficient to recommend rejection at this stage. However, the site will need to be considered in light of the approach to the Gypsy and Traveller DPD following the draft Localism Bill and new Government Guidance.

LAND AT SPRING LANE - BASSINGBOURN (SITE 18)

No. Representors: 239 Total representations: 1277

Object: 1,234 Support: 12 Comment: 31

Option: 5 pitches in Spring Lane to the south of the village of Bassingbourn.

- 7.144 **Summary of Representations:** Many representors considered that Spring Lane does not provide suitable access for a Gypsy and Traveller site. The road becomes narrow and would not provide safe access, including emergency access, particularly as it could be blocked. Objectors were concerned with the increase in traffic that would be generated through the village, and in particular passing the doctors surgery, and a retirement community, which could have safety implications. There was a particular concern with the junction onto the High Street. Many representors considered that Spring Lane provides an important public amenity as part of a circular walk, linking new areas of woodland planting that have been established by village conservation groups. The route is popular with walkers and cyclists, and provides a quiet route into the countryside. Development would harm the ability to use this walk.
- 7.145 There were objections on the basis of impact on the landscape, as development would be out of character with this part of the village. It could result in loss of mature trees and hedges, which have been planted to promote conservation and biodiversity, and support a variety of wildlife.
- 7.146 Development would create light pollution outside the built up area. Concern regarding noise from generators, as this was experienced when an unauthorised encampment was established further down the road some years ago. Particular safety issues have been raised regarding a location near to an area of intensive farming, and potential fire risks. Objectors also considered that a site would create flood risk, both to the site and increased flood risk elsewhere, due to high levels of groundwater in the area and there have been previous flooding incidents.
- 7.147 Objectors considered that services and facilities available in Bassingbourn are limited compared to other settlements, including the food shop only being a small convenience store. There was concern regarding capacity of the primary school, including that it already serves a large transitory population in relation to the barracks. The frequency of the bus service does not meet the standard required by the criteria. Some considered there was a lack of suitable employment opportunities in Bassingbourn.
- 7.148 Some objectors were concerned that a site would result in an unacceptable loss of prime agricultural land. There was objection to a Gypsy and Traveller site being acceptable in this location outside the development framework when other forms of development would not be acceptable. Some argued that there is no need for new sites in this area of the district when there is already an established site nearby.

- 7.149 Objectors argued that the cost of developing a site, in particular the infrastructure and utilities that would need to be upgraded to accommodate it, mean that it is not a viable option.
- 7.150 Impact on house prices was raised by some objectors. It was questioned whether Gypsies and Travellers would actually support a site in this location.
- 7.151 There were also four representations of support on the basis of providing a choice of locations across the district, being close to amenities, away from major roads and capable of being sympathetically designed.

Outside Village Framework

- 7.152 **Response:** Objections were raised on the basis that the site option is outside the village framework and that this is inconsistent with other planning policies in the Local Development Framework restricting development outside village frameworks. Government guidance indicates that sites can be found in semi rural or rural areas. In order to deliver the number of pitches required it has been necessary to carry out a site search outside village frameworks.

Impact on Environment

- 7.153 The site assessment found that development in this location would have a low impact. It recognised that there would be an impact on the southern edge of Bassingbourn and to the wider landscape, but that this could be lessened by a well-designed planting scheme. It did recognise that achieving satisfactory access to the site option would require removal of some of the existing hedge to achieve adequate sight lines. Objections have raised concern at the loss of an area they regard as of conservation interest and important for wildlife, including birds. Local farmers have drawn particular attention to the environmental schemes they have undertaken to improve the area for local people. The Council's landscape and biodiversity officers have confirmed their original assessment that this area is typical of farmland in the south west part of the district and consider that any impact on existing hedgerows in landscape and habitat terms could be mitigated. However, it is clear that the local community feels strongly about the landscape and environment of this area close to the village and its local value is recognised. This issue is considered further in the impact on amenity section.
- 7.154 Residents are concerned at the impact of residential use of this rural site, including light pollution which would change the character of the area. It is accepted that residential use on the site would have some impacts on the environment but these could be mitigated, e.g. through conditions on the type of lighting.
- 7.155 Some respondents raised concerns regarding noise from generators they had experienced in relation to a previous unauthorised encampment. Sites which have access to power supplies do not rely on generators. The experience of

the Council's Gypsy and Traveller Team Leader is that they are used occasionally on site, but it is not the norm.

Access and Transport

- 7.156 The site assessment was informed by advice from the County Council as highway authority that the site could achieve adequate access.
- 7.157 It is recognised that the site is accessed through a residential road rather than a distributor road which the criteria sought as a preference. It is also recognised that the road narrows as it leaves the built area of the village and that there is a 60 mph speed limit but that given the nature of the road it is unlikely that such speeds are reached and this could be confirmed by speed counts. Road improvements maybe required and this would have impacts on the visual character of the lane in the short term in particular, while new hedging matured. These issues are considered further in the impact on amenity section. Road improvements would also impact on the cost of delivery.
- 7.158 While there will be some movements of larger vehicles to and from a Gypsy and Traveller site, this is not a daily occurrence and the overall traffic levels arising from a small site of 5 pitches would not make a significant increase over current traffic levels. The fact that access is only available from one direction is not sufficient reason to rule out a site. Although a no-through road, it continues a significant distance beyond the village to provide access to other dwellings. The advice of the County Council has been sought on the issues raised during the consultation, including the capacity and safety of the junction with High Street, winding nature of Spring Lane, combined traffic impacts with the doctors surgery, and potential road safety issues given the presence of the doctor's surgery and a supported housing scheme for vulnerable people. The highway authority's advice remains that a site could be provided in transport terms.

Public Transport

- 7.159 In common with all residential development, it is desirable that Gypsy and Traveller sites are located close to a reasonable level and quality of public transport service. The assessment criteria aim for sites to be located within 1,000m of a transport node providing an hourly service or better to the nearest local centre or town wherever possible, and it should be accessible via a safe walking route. The Spring Lane site option is 885m from a bus stop. The service is not particularly good with a service every two hours to and from Royston and two services to and from Cambridge each weekday.
- 7.160 It is recognised that the level of public transport service is not ideal. However, there are other site options that have a similar level of service. The level of bus service has to be considered in the context of the very limited number of potentially suitable and deliverable site options available, particularly for sites in the rural area that are outside the Green Belt (where most the larger

villages with better services are located), and whether it is considered to be adequate in the context of the suitability of the site overall.

- 7.161 There is no footpath on the last part of Spring Lane outside the existing built part of the village and the assessment considered that given the light traffic levels on the route, even with a new Gypsy and Traveller site, there would be a safe route to the bus stop. This issue is addressed in the access section above.

Impact on Amenity

- 7.162 The consultation identified a new factor that hadn't been considered at the site assessment stage. There was considerable local comment that Spring Lane forms part of a circular route through countryside to the south of the village that is very well used and that takes in a recently planted community woodland near Clunch Pit wood (Ashwell Steet) to the south west of the site. There is significant ongoing community support for this project. Related to this, there was also significant concern that a site would harm the use and character of this area in terms of traffic and urbanisation of the top part of the lane which would disrupt and change the character of some of these quiet countryside walks. Concern was raised at safety issues with traffic from the site. Safety issues could be addressed through road improvements, introducing provision of a footpath, however, it is accepted that such measures would significantly change the quiet rural character of the area of Spring Lane adjoining the built part of the village. Whilst it had been considered in the original assessment that a site would not impact unduly on the use of public footpaths, the representations have highlighted the important role for local people that Spring Lane plays as part of a wider network of walking routes and the level of public use that exists. This is a new consideration that puts a different context on the location and the potential impact of a site. This is considered to tip the balance in the assessment of this site such that the impact on the amenity of the area of any built development on the quiet enjoyment of the country walk taking in valued community woodland, including a new Gypsy and Traveller site and the likely associated road improvements, is such that it should no longer be considered a suitable site option.

Accessibility to Local Services

- 7.163 The site criteria seek good access to a local foodshop. For many rural communities this may be a single shop or a small local centre. Residents of a Gypsy and Traveller site will tend to shop at main supermarkets in common with the rest of the community but the aim is to have local access to a facility for day to day needs, in the same way as for bricks and mortar housing. Bassingbourn is identified as a Group village, where new residential development is normally limited to an indicative scheme size of 8 dwellings with exceptionally up to 15 dwellings to make best use of a single brownfield site. The scale of Gypsy and Traveller site being considered is entirely

compatible with the scale of residential development permitted in Bassingbourn on the basis of the level of service provision in the village.

- 7.164 The Primary Care Trust has indicated that the need created for medical services by a site of this scale would be low, and they raised no objection.
- 7.165 As requested in representations by the County Council, the Council has continued discussions with them regarding education availability. Education officers have indicated that whilst there was previously capacity in the primary school, in the last 6 months that capacity has been taken up, primarily by an influx of children from the Barracks. However, the scale of demand from a small five-pitch site could be accommodated, as it is likely to create only a small level of additional demand.
- 7.166 Cambridgeshire Police confirm that areas with Gypsy and Traveller sites are patrolled in the same way as other areas. With regard to police coverage, the service is mobile, and will attend incidents wherever they arise. Coverage is provided where it is needed not from fixed points. The Local Planning Authority must consider sites in the same way as any other form of residential development, albeit with different land use requirements to traditional bricks and mortar housing. Unsubstantiated assumptions regarding crime or antisocial behaviour of occupants are not material planning considerations.

Employment Opportunities

- 7.167 Gypsy and Traveller sites are residential rather than mixed-use employment sites. This reflects government site design guidance. Employment uses would require separate planning consent. This is the experience of the Council's existing sites, where Gypsies and Travellers typically return to the site after working elsewhere. By focusing on the most accessible locations, sites will have the best access to employment opportunities or public transport. Whilst not as sustainable as some locations, acknowledged by its status as a Group Village, it does have better access than many other villages or rural areas in the district.

No Need for Other Sites in this Area

- 7.168 The local accommodation needs identified for Gypsies and Travellers is for the district as a whole and the site assessment process has looked across the district for any suitable site options that perform well against a set of agreed criteria developed through public consultation. The presence of other sites in this part of the district and any cumulative impacts with other sites is one of the factors considered through site assessments. However, existence of sites in the local area is not a reason to reject potentially suitable site options in principle. In the case of the Spring Lane site, there are no other pitches located within 1,000m. The vacant Metal Hill site was assessed through this process and rejected against the criteria. The district wide needs include the number of pitches that have temporary consent and which need to find permanent sites either on their existing sites or elsewhere. It also looks

forward over the period to 2021 to identify the number of new pitches that will be needed to accommodate natural population growth in the Gypsy and Traveller community. This is consistent with the approach to planning for all residential sites.

Agricultural Land

- 7.169 The land in Spring Lane is Grade 2 according to the DEFRA agricultural land classification map, which identifies broad areas rather than the specific quality of small areas. Loss of agricultural land is resisted by policies in the Development Control policies DPD, unless it is allocated for a specific purpose, and it is tested through the plan making process. Outside built up areas the district is made up of large areas of Grade 2 and Grade 3 agricultural land. The scale of development in South Cambridgeshire means that there will inevitably be some loss of agricultural land in order to deliver the development required.

Drainage and Flooding

- 7.170 The Environment Agency have confirmed they have no objection in principle. The site is located in Flood Zone 1 (the lowest risk flood zone), and this has been confirmed by the recent South Cambridgeshire and Cambridge City Strategic Flood Risk Assessment.
- 7.171 A report on flooding issues was submitted by representors. This has been reviewed by the Council's Drainage Manager, who confirmed that Spring Lane has been subjected to flooding in the past and a small number of properties are threatened during periods of heavy rainfall and when ground-water levels are high. However, there is no direct evidence of on-site flooding and nothing to suggest the site could not be drained using a SuDS system involving infiltration drainage or combinations of systems where a suitable outfall is identified. It should be possible to retain flows from the site at green-field levels or perhaps even reduce the rate and thereby generate improvements.

Safety of Site

- 7.172 Gypsy and Traveller guidance acknowledges that sites can be found in both rural and urban areas. Appropriate distances would be required between caravans, and between caravans and site boundaries to address fire risk. Sites can be found in rural areas, and this includes areas with agricultural land. Issues regarding emergency fire access and site safety would need to be addressed through site design and explored further if the site remains an option. Water supply to the site may need upgrading, but this would be a matter for detailed design. Crop spraying issues, raised by some representors would be an issue addressed by separate regulations and application of pesticides is required to be confined to the land being treated.

Site Design

- 7.173 The design of the site would be a matter for the detailed stage as a proposal came forward. However, the Council intends to provide general design advice on how sites should be designed. It would be part of the design process to ensure that implications of surrounding uses, such as agriculture and grazing of farm animals, are properly taken into account in issues site as design of site boundaries, access, etc.

Deliverability

- 7.174 The fact that the site is owned by the County Council is a relevant factor to take into account in identifying suitable site options. Delivery of sites is a key issue and government guidance points to looking at publicly owned land as a potential source of sites.
- 7.175 Cost of delivering new sites is a relevant consideration in terms of the overall viability of provision. The site assessments look at notional costings of the sites considered and do highlight that a new site such as this would have higher costs than making an existing site with temporary planning consent permanent, or delivery through a major development proposal. Given the location of this site infrastructure costs may be higher than some other options. Similar issues would be identified in many sites outside village frameworks. Costs would be an issue for site delivery, and this would be a matter to explore in further detail if the site remained an option.

Other issues

- 7.176 There are differences between the site assessments for the Spring Lane site and rejected sites R1 and R3 elsewhere at Bassingbourn. The key difference with R1 is that the highway authority advises that it cannot achieve adequate sight lines and safe access. The difference with R3 is the location of that site close to a conservation area and difficulties in mitigation the visual impact of a site on the wider landscape that are not considered to apply in the same way to the Spring Lane site.
- 7.177 **Conclusion:** It is considered that it would be physically possible to provide a site in this location. However, the consultation has identified the importance of Spring Lane as part of a wider network of quiet countryside walking routes for a large number of local people. These considerations tip the balance in the assessment of this site such that the impact on the amenity of the area of any built development on the quiet enjoyment of the country walk taking in valued community woodland, including a new Gypsy and Traveller site and the likely associated road improvements, is such that it should no longer be considered a suitable site option, and should be rejected.

ROSE AND CROWN ROAD - SWAVESEY (SITE 19)

No. Representors: 18 Total representations: 32

Object: 11 Support: 18 Comment: 3

Option: 8 Pitches on a site that currently benefits from temporary planning permission.

- 7.178 **Summary of Representations:** Objections considered that the site had a negative impact on the landscape, which was sufficient to warrant a refusal for a similar planning application in 2004. Concerns were raised regarding the quantity of development on the site, and the potential for it to accommodate 40 caravans. There were concerns regarding infrastructure provision including road and pedestrian access, as well as drainage. Representations supporting the allocation of the site have been received from a number of residents. They stated that they are settled on the site and attend local schools and doctor surgeries, and that landscape improvements have been made to the site.

Site Impact on the Surrounding Countryside

- 7.179 **Response:** The options report noted that the site currently has a High Impact on the surrounding landscape. This is partly due to the removal of the frontage hedging which was required to achieve sight lines for the exit to Rose and Crown Road. The site is in an open position and can be seen over long distances, particularly from the north and west. Although screened to some extent by hedging the site does appear as an 'island' in the open landscape. This is mitigated somewhat by the mature hedges and trees to the south and east.
- 7.180 The site was landscaped during the planting period Autumn 2007 to Spring 2008. The landscape plan prepared as part of the planning application that resulted in temporary planning permission included a new earth bund and hedgerow to the northern boundary, native hedgerow trees, and tree planting within the plots and at plot boundaries. This has the potential to significantly reduce the impact and integrate the development into the landscape as the planting matures.
- 7.181 Most of the measures have yet to be implemented successfully, which means that site mitigation has yet to reach its full potential. However, it is considered that the site is capable of being developed in a way which reduces the impact of development sufficiently to recommend it remains an option.

Number of Caravans Permitted

- 7.182 The number of caravans or mobile homes can be regulated by conditions on any planning permission. The current layout, which benefits from temporary planning consent, includes 8 large pitches off a central access road. Each

pitch is permitted to accommodate up to 5 caravans, which represent large family pitches.

- 7.183 The site is capable of accommodating this number of pitches. The number of caravans permitted on a permanent site would need to be considered at the detailed design stage through a planning application. This would need to take account of the impact on the wider landscape.

The Site was Previously Refused Planning Permission

- 7.184 The site was previously refused planning permission in 2004, on ground of the impact on the character of the area and traffic impact. A landscaping scheme was submitted as part of the application for temporary planning permission that was considered to address the issue sufficiently to enable that consent to be granted. In addition, measures to address highway safety issues were established. Planning applications must be considered on their merits at the time of the application, and in 2007 the site gained temporary planning permission. The site option will also be considered on its merits through the plan making process.

Drainage

- 7.185 While the preferable method of foul sewage treatment is by discharge to the public foul water sewer, alternatives such as septic tanks can be accepted where it can be demonstrated that a connection to the public foul water sewer is not available, as in this case. Measures can be implemented to address the foul drainage of this site appropriately.
- 7.186 The Environment Agency have indicated they have no objection in principle subject to satisfactory surface and foul water drainage details being agreed through any application.

Road Access

- 7.187 The local highway authority indicates that no significant adverse effect upon the public highway should result from this option. The achievement of adequate visibility splays was considered as part of the application for temporary planning permission, when the local Highway Authority required that works to the access and surrounding area be undertaken to provide suitable visibility to Rose and Crown Road.
- 7.188 Access to the site is provided from Scotland Drove. This is an unmade private road, the surface of which has already been improved to cater for the level of development on the site.
- 7.189 The site does not have pedestrian footpath access to Swavesey, which is around 700 metres away, but it is not considered a sufficient reason to rule out the site due to the nature of the road, which includes roadside verges, and traffic levels

Local Services and Facilities

- 7.190 As an existing site, the needs of the site for education and healthcare are already being met locally and no objection has been raised by the service providers.
- 7.191 **Conclusion:** The representations do not raise site development issues sufficient to recommend rejection at this stage. However, the site will need to be considered in light of the approach to the Gypsy and Traveller DPD following the draft Localism Bill and new Government Guidance.

NEW FARM, OLD NORTH ROAD - WHADDON (SITE 20)

No. Representors: 14 Total representations: 14
Object: 3 Support: 6 Comment: 5

Option: 2 additional pitches on the existing Council run site of 14 pitches.

- 7.192 **Summary of Representations:** Most representations supported the option, due to limited additional impact and its main road access. One representor highlighted that an increase in size should include an upgrade of existing facilities on the site. A small number of objectors raised concerns regarding additional traffic accessing the busy A1198. One representor objected as the site was not within 2,000m of amenities. Some representors proposed that the site should be made even bigger, as this would remove the need for a new site in the area.

Access to Amenities

- 7.193 **Response:** The site is an existing Gypsy and Traveller site managed by South Cambridgeshire District Council. Whilst the site is poorly located in relation to a better served village (the nearest being Bassingbourn around 2.7km from the site), there are exceptional circumstances which warrant additional pitches in this location. The site is operating successfully, it is considered that the layout of the site and the quality of facilities provided could be improved to make better use of this existing site, and in doing so it would be possible to slightly increase the number of pitches.

Flooding and Drainage

- 7.194 The Environment Agency have no objection in principle subject to satisfactory surface and foul water drainage details being agreed.

Road Access

- 7.195 There is an existing access road onto the A1198 which provides suitable access and can support the low level of additional development proposed by the option. The County Council as highways authority raises no objection.

Potential for a Larger Number of Pitches

7.196 The opportunity for an additional two pitches would arise from improving the layout of the site, and utilising an area of land to the rear of the site which is under used. The whole site is surrounded by woodland and tree planting, and there would not be capacity for additional development within the existing site area.

7.197 **Conclusion:** New Farm, Old North Road, Whaddon is an existing publicly owned site, where there is an opportunity of create two additional pitches within the existing site area.

7.198 **Recommendation 8: The following sites are no longer site options:**

Site 5: University site - Land between Madingley Road and Huntingdon Road Cambridge)

Site 7: Cambourne (in association with a major development proposal)

Site 18: Land at Spring Lane, Bassingbourn

Site 21: Blackwell (Transit Site)

Recommendation 9: Commission further assessment of the potential noise impacts of train stabling and the proposed new railway station at Chesterton Sidings on the Chesterton Fen Road area.

Chapter 8 - Transit Sites and Travelling Showpeople Sites

This chapter addresses:

- Transit Sites
- The Principle of Transit Site Provision
- The Blackwell Site – Cambridge (Site 21)
- Travelling Showpeople Provision
- The Principle of Travelling Showpeople Provision
- Bidalls Boulevard, Kneesworth Road – Meldreth (Site 22)

Transit Sites

No. Representors: 8 Total representations: 11

Object: 10 Support: 0 Comment: 1

- 8.1 **Summary of Representations:** There were a small number of objections to the provision of transit sites. Some considered that due to demand they become permanent sites and are difficult to manage. Opinion was mixed regarding reverting Blackwell to Transit use. There was some support, particularly due to the location of the site near to the A14, but the majority of representations objected due to the loss of permanent pitches when there is currently a high level of need. Issues included that it is a site with good access to services and facilities, and environmental issues could be addressed. There was also objection from residents who indicated a preference to remain on site rather than be relocated, and from surrounding land users who have developed good relations with the site in its current form. Some considered the site should be closed.

The Principle of Transit Site Provision

- 8.2 **Response:** The East of England Plan included a requirement for a network of transit sites to be delivered across the region, including 40 pitches in Cambridgeshire. It indicated that one of these sites should be in the Cambridge area. Following the announcement regarding revocation of the East of England Plan the Council will need to consider and consult on the appropriate level of transit provision in the district. This will need to take account of the findings of the new Gypsy and Traveller Accommodation Needs Assessment.

THE BLACKWELL SITE – CAMBRIDGE (SITE 21)

No. Representors: 41 Total representations: 43

Object: 33 Support: 5 Comment: 5

Option: 10 Transit pitches.

- 8.3 The Blackwell site is an existing site providing 15 permanent pitches on the northern fringe of Cambridge. The options report sought views on the

potential to change this site to transit use. Through the consultation, concerns have been expressed about whether the location is well placed for transit use, given the circuitous access from the A14 and through the Regional College. The College is satisfied with the relationship developed with the permanent site but is concerned at the potential for continually changing users passing through the College area. Grant funding has been secured to improve the site, including through noise insulation of day rooms.

- 8.4 The existing site works well, and is currently occupied by a settled group of people who want to stay on the site. Whilst it meets the need for a residential site, there are concerns as to whether it would be suitable for transit use. There are issues regarding noise and air quality given the proximity to the A14, but these are not considered so onerous that the site cannot remain open. It is recommended that the Blackwell site is rejected as an option for conversion to Transit use and should remain as a permanent site.
- 8.5 **Conclusion:** It is recommended that the Blackwell site is rejected as an option for Transit use.

Travelling Showpeople Provision

No. Representors: 4 Total representations: 4
Object: 1 Support: 0 Comment: 3

- 8.6 **Summary of Representations:** Representations primarily related to the site option at Meldreth. Whilst there was some support for meeting need through an existing site, concerns were raised with regard to density of development on the site, provision of safe pedestrian access, and providing all the Travelling Showpeople provision in one place rather than distributed to other areas around the district.

The Principle of Travelling Showpeople Provision

- 8.7 **Response:** The East of England Plan included a requirement for Travelling Showpeople sites to be delivered across the region, include 18 plots in Cambridgeshire between 2006 and 2011, and a further 12 plots by 2021. It did not specify how much of this provision should be in South Cambridgeshire, although evidence submitted by the Showmans Guild which led to the figure indicated that around 5 plots of this total need would come from South Cambridgeshire.
- 8.8 In light of the impending revocation of the East of England Plan, the Council will need to consider and consult on the appropriate level of provision for this group in the district. This will need to take account of the findings of the new Gypsy and Traveller Accommodation Needs Assessment, which will explore the needs of Travelling Showpeople in greater detail than the 2006 assessment.

BIDALLS BOULEVARD, KNEESWORTH ROAD – MELDRETH (SITE 22)

No. Representors: 9 Total representations: 13

Object: 4 Support: 4 Comment: 5

Option: 6 additional plots.

- 8.9 The site assessment identified that this existing site had potential capacity to accommodate 6 additional plots. Subsequently, the site was subject to an application to vary a condition on the original consent to allow an additional 2, or an additional 6 plots. This was refused by the Council. Key planning issues cited as reasons for refusal related to the absence of a safe pedestrian route to the village, and the prematurity of the application in light of Travelling Showpeople provision being addressed through the Gypsy and Traveller DPD. A planning appeal has been submitted against this refusal. The outcome of this appeal is not known at the time of writing. The reasons for refusal can be considered further once the outcome of the appeal is known but it remains an option at this stage.
- 8.10 **Conclusion:** The representations do not raise site development issues sufficient to recommend rejection at this stage. However, the site will need to be reconsidered in light of the approach to the Gypsy and Traveller DPD following the draft Localism Bill and new Government Guidance, and also the result of the planning appeal.

Chapter 9 - Rejected Sites

This chapter addresses:

- Rejected Sites identified in Issues and Options 2

No. Representors: 3 Total representations: 3
Object: 1 Support: 2 Comment: 0

- 9.1 The Issues and Options 2 Report sought views on 22 sites that were tested but rejected as options, as they did not perform well against the site assessment criteria. They included sites from a variety of sources, including land owned by the County Council, and some sites that currently benefit from temporary planning consent.
- 9.2 **Summary of Representations:** A number of representations supported the rejection of specific sites that were assessed and identified as rejected sites in the Options Report. The County Council supported the rejection of the sites in its ownership identified as rejected options. One representor objected to the rejection of a number of areas of land owned by the County Council, and they considered the testing was subjective. There were objections to the rejection of Smithy Fen, Cottenham as an option for further pitches, particularly from residents of the site. Objectors considered it had access to schools, doctors, and shops, and does not suffer from flooding. It also allowed people to live with friends and family. A number of representors considered finding additional sites instead of Smithy Fen an unnecessary expense. Over 30 representors objected to new sites being provided when the existing former site at Mettle Hill, Meldreth was unused. They said this would be a cheaper option, and was a brownfield site. Some argued it should remain closed. One objector argued against the rejection of land north of Sandy Park on Chesterton Fen Road, on the basis the land was no different from the site that was proposed as an option. There was objection to the rejection of sites at Button End, Harston, and also Cuckoo Lane, Rampton, particularly from residents of the sites who considered that the sites were well screened and provided good access to services and facilities. One representor objected to the rejection of the site north of Schole Road, Willingham and considered that with suitable planting it would not have a negative impact on the landscape.

Rejected Sites

- 9.3 **Response:** The rejected site options have been subject to comprehensive assessment, and there are considered to be sound reasons for rejection where mitigation would not make a site suitable.
- 9.4 No issues have been raised in representations which identify planning issues that were applied incorrectly to reject a site. A small number may need to be reconsidered if there are changes to criteria resulting from the revised approach to the Gypsy and Traveller DPD following the new government

guidance.

- 9.5 Each of the sites where objection has been made to their rejection has been made are addressed below:

R9 SMITHY FEN - COTTENHAM

No. Representors: 18 Total representations: 23

Object: 19 Support: 1 Comment: 3

- 9.6 Further development would have a significant adverse effect on the character and appearance of the area by eroding the openness between the existing permitted sites, and would have a harmful impact on the character and appearance of the surrounding landscape. It is not considered suitable for the allocation of further pitches.

R10 BUTTON END - HARSTON

No. Representors: 1 Total representations: 1

Object: 1 Support: 0 Comment: 0

- 9.7 The site does impact on the openness of the Green Belt, although this impact is relatively small due to the small scale and the landscaping that exists. Other alternative sites have been identified outside the Green Belt, and in the Green Belt where exceptional circumstances may exist. It is not considered that exceptional circumstances exist for the allocation of a pitch to meet general needs in this location.

R12 METTLE HILL - MELDRETH

No. Representors: 33 Total representations: 34

Object: 29 Support: 2 Comment: 3

- 9.8 The site has been unused for a number of years and is largely derelict and overgrown. It is also poorly located for a site of this scale, particularly with regard to access to services and facilities. The County Council, the owner of the site, has said it agrees with the rejection of the site.

R14 WEST OF CHESTERTON FEN ROAD - MILTON

No. Representors: 2 Total representations: 3

Object: 1 Support: 1 Comment: 1

- 9.9 This area of the Green Belt is very open, more so than the land to the south, with wider views from the north and east. Development would have a significant impact on the openness of the Green Belt, and extend the built up area. There are existing site options identified to the south of this site that would have less impact.

R16 LAND SOUTH OF WILLINGHAM ROAD AND WEST OF MILL ROAD - OVER

No. Representors: 2 Total representations: 2
Object: 1 Support: 1 Comment: 0

- 9.10 This is a prominent location, and development of the site would impact the surrounding residential development, and the character of this part of the village edge.

R17 CUCKOO LANE - RAMPTON

No. Representors: 3 Total representations: 5
Object: 4 Support: 0 Comment: 1

- 9.11 The site includes temporary consent for three mobile homes that have been granted based on the personal circumstances of the applicants. This isolated site near an Infill village and suffers from a number of constraints, including being in Flood Zone 3, and located near an operating scrap yard. It does not warrant consideration for allocation of pitches to meet general needs.

R22 NORTH OF THE STABLES, SCHOLE ROAD - WILLINGHAM

No. Representors: 1 Total representations: 1
Object: 1 Support: 0 Comment: 0

- 9.12 The development of sites set back from the frontage north of Schole Road would have a high impact on the wider landscape. In particular there would be impacts on views from the north and east. The site sits on the transition to the north of Schole Road between the small scale field pattern of the village edge area and the more open Fenland character, of large open fields. Sites on the north side of Schole Road are more prominent than those on the south side due to the lack of landscaping that exists. Development of pitches away from the road frontage is not typical of the character of the village or villages in the surrounding area, which tends to comprise long plots with development on the road frontage. Mitigation in the form of new planting is possible, but would not be consistent with the landscape character to the north side of Schole Road. The impact is considered significant and the site warrants rejection.

Chapter 10 - Sites Suggested in Representations

This chapter addresses:

- **Sites Suggested by Landowners**
 - Sunday Market Site, A1198 - Bassingbourn Cum Kneesworth
 - Alwyn Caravan Park, Over Road - Over (near Willingham)
 - Land East of Chesterton Fen Road, Milton - Edge of Cambridge
 - West of Rampton Road - Rampton
 - Land Rear of 3 Meadow Road - Willingham
- **Sites Suggested by Third Parties**

- 10.1 The issues and options report posed the following question: Do you know of any additional sites / land within the district that might be suitable and available that should be considered?

Sites Suggested by Landowners

- 10.2 A total of 5 new sites were suggested in representations from landowners, who highlighted that they are potentially available and should be considered as site options. The Council stated in the consultation material that it would test any new sites put forward against the same criteria as the site options in the consultation. Proposed new sites have been subject to an initial testing against the site assessment criteria to identify whether they warrant further assessment.
- 10.3 There are two sites, at the A1198 Bassingbourn cum Kneesworth (former Sunday Market site) and Alwyn Park Caravan site, Over Road, Over, that are close to nearby villages and are therefore worthy of further exploration to identify how suitable deliverable options could be developed. This will include discussions with the landowners, local parish councils and other key stakeholders and if they are found to be possible new site options, they will be subject to sustainability appraisal and public consultation at the next stage in the plan making process.

SUNDAY MARKET SITE, A1198 - BASSINGBOURN CUM KNEESWORTH

Representation Numbers: 24804, 25118, 25167, 25858, 28662

- 10.4 The area suggested comprises around 4 hectares of open land to the east of the A1198 near Kneesworth. It is vacant land, which has formally been used for holding Sunday markets. It has been suggested by the landowner. Map N1 showing the site is included in Appendix B.
- 10.5 **Summary Assessment:** The site can be accessed directly from the A1198, within a 30mph speed limit. There are two entrances to the site, north and south, with a substantial hedge fronting the road between the two. Views into and out of the site are limited. County Council Highways officers initially raised a concern as there have been five slight accidents along the frontage

of the site. However, upon further investigation they are content that an improved, dual movement, access could address issues over visibility at the junction.

- 10.6 The site has reasonable access to public transport, with a bus stop within 150m. The frequency of the public transport is not ideal, generally offering a two hourly service. However, the site has reasonable access to the facilities and services of the Group village of Bassingbourn, which includes a secondary school. It is served by footways along the road frontage.
- 10.7 The site adjoins parkland associated with Kneesworth Hall (now housing a mental healthcare and treatment unit), a Listed Building dating from the 17th Century, although the site is separated from the Hall grounds by a belt of mature woodland and a landscaped stream. Research into the role of the site in relation to the historic park has indicated it has not consistently formed part of the historic parkland. The site itself was also formerly used for car boot sales and is partly paved with concrete and hardcore, which has harmed the character and appearance of the site. There is little of any historic landscape significance surviving, other than the boundary with the stream. Historic Environment issues could be addressed with suitable mitigation measures, and an appropriately located site.
- 10.8 A small part of the larger site area is liable to flooding. There are also some ecological sensitivities on the eastern part of the site, which would need further exploration through identification of an appropriate site option within the larger land area. The land is significantly larger than would be required in order to deliver a site of 5 or 10 pitches, with a site likely to require in the order of 0.5 to 1 hectare. An appropriate site scale, and location would need to be identified and explored before a site could be subject to sustainability appraisal and public consultation.
- 10.9 Whilst there was previously capacity in the primary school most of that that has been taken up, primarily by an influx of children from the Barracks. However, the County Council advised that the scale of demand from a small five pitch site could be accommodated, as it is likely to create only a small level of additional demand. A larger site of up to 10 pitches would be more of an issue, as this would produce a larger number of children requiring places where demand for Reception places over the next 3 years is higher than the current published admission number.
- 10.10 **Conclusion:** The land performs sufficiently well against the site assessment criteria to warrant further assessment.

ALWYN CARAVAN PARK, OVER ROAD - OVER (NEAR WILLINGHAM)

Representation Number: 24969

- 10.11 The site lies in the Parish of Over, to the west of Willingham. There is a bungalow and two mobile homes on the frontage of the site. To the rear there

are three areas of hardstanding, and an amenity building, which have in the past been used as a touring caravan park. The landowner, who also proposes to manage the site, has suggested it. Map N2 showing the site is included in Appendix B.

- 10.12 **Summary Assessment:** The location meets the criteria regarding access to services and facilities, and is within 670 metres of an hourly public transport service. Appropriate vehicular access can be achieved, although there is currently no footway into the village, for around 200 metres. As an existing development it is already connected to basic infrastructure. The site is well screened from adjoining land and an appropriately designed site could have a low impact on the local landscape.
- 10.13 A key consideration for this site would be the level of development that would be suitable. A previous planning application for 16 mobile homes on the site was considered to have an urbanising effect and was refused. A smaller scale of development could have less impact. The representation proposes 3 pitches. An appropriate site scale, and location would need to be identified and explored before a site could be subject to sustainability appraisal and public consultation.
- 10.14 **Conclusion:** The land performs sufficiently well against the site assessment criteria to warrant further assessment.

LAND EAST OF CHESTERTON FEN ROAD, MILTON - EDGE OF CAMBRIDGE

Representation Number: 25659

- 10.15 Area of 1.5 hectares, currently open grassland, to the east of Chesterton Fen Road. There is an existing Gypsy and Traveller site to the south. The representor indicates that the site could accommodate up to 25 pitches. The site has been suggested by the landowner. Map N3 showing the site is included in Appendix B.
- 10.16 **Summary Assessment:** The site lies in the Green Belt. Development would impact on the openness of the Green Belt and consolidate development on the east side of Chesterton Fen Road. The major impact of development of this site would be the closure of views to the river and Fen Ditton, and the linking of existing sites – New Fields to the south, and Camside Farm, Green Acres, Grassy Corner, and Clearview to the north. This would result in a continuous built frontage to the river and impact on the rural character of the area.
- 10.17 The western part of the site (approximately 0.4 hectares) lies within Flood Zone 3 (based on the Strategic Flood Risk Assessment 2010). According to PPS25 caravans and mobile homes intended for permanent residential use are classified as highly vulnerable, and should not be allocated in Flood Zone

3. The Local Highway Authority (Cambridgeshire County Council) indicated that they would question the suitability of this site based on the potential number of pitches it could accommodate in addition to the existing level of development on Chesterton Fen Road.

- 10.18 **Conclusion:** The site would fail at tier 1 of the assessment criteria, does not warrant further assessment.

WEST OF RAMPTON ROAD - RAMPTON

Representation Number: 25491

- 10.19 The site lies approximately halfway between the villages of Rampton and Willingham, situated to the west of a pronounced north – south 'S' bend in the road. The landowner suggests the site of 0.8 hectares for 4 pitches. Map N4 showing the site is included in Appendix B.

- 10.20 **Summary of Assessment:** Development of this site would have a Low Impact on the surrounding landscape. The local landscape is relatively closed by tall hedges and shelter belts, and integration and screening of development would be possible without altering the landscape character. However, the required highway visibility splays would not be achievable, as the site is located on a bend in the road, and would be reliant on third party land. The maximum splays that can be created are significantly below the 215m required for a 60mph road. As a result the County Council Highways officers would object to the allocation of this site.

- 10.21 The site is located in a remote area, with poor walking and cycling access to the nearest villages, particularly Willingham, the higher order settlement with a greater range of services and facilities. The distances to services and facilities are also greater than desirable levels.

- 10.22 **Conclusion:** The site would fail at tier 2 of the assessment criteria, does not warrant further assessment.

LAND REAR OF 3 MEADOW ROAD - WILLINGHAM

Representation Number: 25900

- 10.23 The site of around 0.25 hectares lies to the south of Site 16 of the Issues and Options 2 consultation (Site Of Storage / Agricultural Buildings East Of Long Acre, Meadow Road) which was identified as a site option. The site has been suggested by the landowner. Map N5 showing the site is included in Appendix B.

- 10.24 **Summary Assessment:** The site has previously been subject to a planning application for 4 Gypsy and Traveller pitches (Ref: S/1308/09/F). This application was refused as the proposal, when combined with existing and other planned pitches, would create an area of 15 pitches and this enlarged

area would result in further concentration of existing sites and visually inappropriate development in a flat fen-edge landscape which could not be ameliorated by landscaping. The proposal would therefore harm the character and rural setting of the village.

- 10.25 **Conclusion:** The site would fail at tier 3 of the assessment criteria, does not warrant further assessment.

Sites Suggested by Third Parties

- 10.26 A further 16 sites were suggested by objectors to existing site options, and not by the landowners, as alternative sites. As detailed earlier in the report, the Council has not tested land in private ownership, unless it has been suggested by a landowner. The representations do not demonstrate that the land is available, failing a key test. These sites have however been tested and all perform poorly, and would have been recommended for rejection.

LAND EAST OF CRAFTS WAY AND SOUTH OF WATERMEAD - BAR HILL

Representation Number: 25604

- 10.27 Representor indicates a location East of Crafts Way. The representation has not been made by the landowner.
- 10.28 **Summary Assessment:** The site is positioned to the south and east side of the Bar Hill perimeter road (Crafts Way). The land is located within the Green Belt. A site would impact on the openness of the Green Belt and the sensitive landscape setting of the area, as hedges and field boundaries between Bar Hill and Dry Drayton remain true to the historical layout. Substantial sections of hedge and woodland would have to be removed to gain access and to accommodate required sight lines onto Crafts Way, much of this is protected by Tree Preservation Orders. Access would also require the provision of a bridge across a brook, which could affect the viability of delivering the site. Whilst the site is located adjacent to a Rural Centre, there are insurmountable access and local infrastructure issues. When combined with a location within a sensitive landscape with the Green Belt, the site does not warrant further assessment.

- 10.29 **Conclusion:** The site would fail against tier 1 of the assessment criteria, does not warrant further assessment.

GREEN END - COMBERTON

Representation Number: 25606

- 10.30 Representor indicates a location east of Green End. The representation has not been made by the landowner.

- 10.31 **Summary Assessment:** The site is located within the Green Belt. Green End is characterised by linear development of a single plot depth. Development of the site would have a detrimental impact on this character, and on the entrance to the village, both locally and from higher ground and public rights of way from the north.
- 10.32 **Conclusion:** The site has not been put forward by the landowner and would fail against tier 1 of the assessment criteria, does not warrant further assessment.

LAND TO THE EAST OF UNITS 1-6 ASH HOUSE, BRECKENWOOD ROAD - FULBOURN

Representation Number: 27090

- 10.33 The land was identified as an area of land not included in the Green Belt but near a Rural Centre during preparation of the Site Specific Policies DPD. It was rejected as an option through that plan, but the representor considers it should also be considered through the Gypsy and Traveller DPD. The representation has not been made by the landowner.
- 10.34 **Summary Assessment:** The site comprises a small triangular area that is covered with a mixture of established scrub, hedgerow plants and mature woodland. There is no direct access to the site, except through the industrial area to the west, which would not be acceptable on highway grounds. The site is in close proximity to an industrial area on Breckenwood Road to the west, which presents noise and odour issues for the site, and appropriate mitigation measures would be unlikely to be possible.
- 10.35 **Conclusion:** The site has not been put forward by the landowner and would fail against tier 1 of the assessment criteria, does not warrant further assessment.

LAND REAR OF 36-42 APTHORPE STREET - FULBOURN

Representation Number: 27090

- 10.36 Site was identified as an area of land not included in the Green Belt but near a Rural Centre during preparation of the Site Specific Policies DPD. It was rejected as an option through that plan, but the representor considers it should be considered through the Gypsy and Traveller DPD. The representation has not been made by the landowner.
- 10.37 **Summary Assessment:** At 0.05 hectares the site is too small to identify a site. In addition the site is currently residential garden, and appropriate site access would be difficult to achieve.

- 10.38 **Conclusion:** The site has not been put forward by the landowner and would fail against tier 1 of the assessment criteria, does not warrant further assessment.

LAND AT CARAVAN AND CAMPING SITE, OFF CABBAGE MOOR - GREAT SHELFORD

Representation Number: 27090

- 10.39 Site was identified as an area of land not included in the Green Belt but near a Rural Centre during preparation of the Site Specific Policies DPD. It was rejected as an option through that plan, but the representor considers it should also be considered through the Gypsy and Traveller DPD. The representation has not been made by the landowner.
- 10.40 **Summary Assessment:** The land is within the curtilage of a touring caravan and camping site. It has heavily treed boundaries, with an open area of around 0.15 hectares, making it very small for consideration of a new site. It is an isolated parcel surrounded by residential development on three sides. There is no existing access to the land, which is around 100 metres from the caravan park internal roadway. The site does not warrant further assessment.
- 10.41 **Conclusion:** The site has not been put forward by the landowner and would fail against tier 2 of the assessment criteria, does not warrant further assessment.

EAST OF CAMBRIDGE ROAD - GREAT SHELFORD

Representation Number: 27090

- 10.42 Site was identified as an area in the Green Belt but near Cambridge during preparation of the Site Specific Policies DPD. It was rejected as an option through that plan, but the representor considers it should also be considered through the Gypsy and Traveller DPD. The representation has not been made by the landowner.
- 10.43 **Summary Assessment:** No specific site was identified for testing. The area lies in the Green Belt.
- 10.44 **Conclusion:** The site has not been put forward by the landowner and would fail against tier 1 of the assessment criteria, does not warrant further assessment.

LAND NORTH OF THE A1307 AND SOUTH OF MILL LANE - LINTON

Representation Number: 26609

- 10.45 Representor indicates a location north of the A1307. The representation has not been made by the landowner.
- 10.46 **Summary Assessment:** Much of the land in the area near the River Granta lies within Flood Zone 3 or 2, which would rule it out from further assessment. Further south there is currently no direct vehicular access to the land, and achieving access may be difficult. The only obvious access point would be from Mill Lane. Road access at this point would be problematic, due to the required visibility splays. The site is immediately adjacent to the busy A1307 and traffic noise could require mitigation. Such measures could have environmental implications.
- 10.47 **Conclusion:** The site has not been put forward by the landowner and would fail at tier 1 or tier 2 of the assessment criteria, does not warrant further assessment.

BARTLOW ROAD - LINTON

Representation Number: 25608

- 10.48 Representor indicates a location on Bartlow Road, comprising a small field adjoining the Ridgeway. The representation has not been made by the landowner.
- 10.49 **Summary Assessment:** The site is situated at the eastern edge of Linton. In the wider landscape the site is highly visible due to its prominent position on the eastern edge of the village in elevated land and its position at the edge of the village where there is currently a clear edge to the built up area at present. Development of this site will have significant Impacts on the setting of Linton particularly from the east where the Granta valley and historic centre of the village will be viewed with the site in the foreground. The Listed mill buildings to the south could also be affected.
- 10.50 The site is approximately 45 metres from the busy A1307 (Cambridge Road) and traffic noise could be an issue. The Ridgeway is only a minor residential road and may be unsuitable for access, which would mean additional access onto Bartlow Road close to the junction with the A1307. County Council Highways officers have concerns about additional traffic using the junction of Bartlow Road and the A1307 given its accident record. Under these circumstances the Local Highway Authority cannot support any development that will increase traffic using the junction.
- 10.51 **Conclusion:** The site has not been put forward by the landowner and would fail at tier 2 of the assessment criteria, does not warrant further assessment.

STATION ROAD - MELBOURN

Representation Number: 25612

- 10.52 Representor indicates an area of land south of the A10 and north of Station Road Melbourn. The representation has not been made by the landowner.
- 10.53 **Summary Assessment:** Raised road embankments wrap around the site to the north, east and west, and a second ground level branch of station road passes to the south. The land identified itself is essentially a pair of small paddocks (approximately 120 x 20 and 45 x 45 metres) separated by a small wooded area. The site is very narrow and there would be minimal space to locate and design pitches. There would be problems protecting the amenity of existing residents, with windows overlooking the site. The land wraps around Listed Buildings and development is likely to have a detrimental effect on their settings. It would not be possible to design a site in this location without detrimental impact on the historic character.
- 10.54 The site is adjacent to the A10 and traffic noise is a material consideration. The site is at the bottom of the A10 embankment, which may afford some noise reduction. It may be possible to mitigate traffic noise further by installing noise barriers and bunds and or locating caravans as far as possible away from the road, but in the absence of any noise assessment it is not possible to conclude that an acceptable noise environment can be provided. The Local Highway Authority has significant concerns about intensifying the use of the junction with Station Road.
- 10.55 **Conclusion:** The site has not been put forward by the landowner and would fail at tier 1 of the assessment criteria, does not warrant further assessment.

JUNCTION OF A14 AND A10, MILTON

Representation Number: 28928

- 10.56 Representor describes a general location north of Cambridge.
- 10.57 **Summary Assessment:** The area is located within the Green Belt. Much of the land in the area would be subject to other constraints, such as a lack of suitable road access, landscape impact, or issues relating to a location near to a landfill site.
- 10.58 **Conclusion:** The site has not been put forward by the landowner and would fail against tier 1 of the assessment criteria, does not warrant further assessment.

NORTH OF THE RIDGEWAY - PAPWORTH EVERARD

Representation Number: 25605

- 10.59 Representor indicates a location to the north of Papworth Everard, west of the junction of the A1198 (Ermine Street South) and the B1040 (Hilton Road), not a specific site or land parcel. The representation has not been made by the landowner.
- 10.60 **Summary Assessment:** The location occupies a prominent position at the edge of Papworth, and is visible over wide areas within the landscape. The location is within 300 metres of the STW and on this basis Environmental Health officers would object to the site unless an odour risk assessment and evidence can be provided to demonstrate that the site would not experience significant odour problems. The County Highways officers have concerns over access to the location, due to problems in achieving the required visibility splays. As a result the County Council Highways officers would object to the allocation of this site.
- 10.61 **Conclusion:** The site has not been put forward by the landowner and would fail at tier 2 of the assessment criteria, does not warrant further assessment.

ERMINE STREET NORTH - PAPWORTH EVERARD

Representation Number: 25607

- 10.62 Representor indicates a specific parcel of land adjoining the A1198 Papworth Everard bypass, and immediately to the north is the junction of the bypass and the B1040 (Hilton Road). The representation has not been made by the landowner.
- 10.63 **Summary Assessment:** Part of the site is within Flood Zones 2 and 3. Whilst this does not affect the whole area, much of the remainder has been subject to tree planting and landscaping. The site will be within 100 metres of the STW and on this basis Environmental Health officers would object to the site unless an odour risk assessment and evidence can be provided to demonstrate that the site would not experience significant odour problems. There is no vehicular access to the site, except an existing road spur connecting directly to the A1198 bypass - south of the B1040 junction. However, access directly onto the bypass would be unacceptable, particularly given the location close to the roundabout. County Council Highways officers would object to the allocation of this site. There is no access through the adjoining residential properties onto Ermine Street North.
- 10.64 **Conclusion:** The site has not been put forward by the landowner and would fail at tier 2 of the assessment criteria, does not warrant further assessment.

WEST OF CAMBRIDGE ROAD - SAWSTON

Representation Number: 25609

- 10.65 Representor indicates a location on the north western edge of Sawston, immediately north of Sawston Village College and its grounds, and Hill Farm, not a specific site or land parcel. The representation has not been made by the landowner.
- 10.66 **Summary Assessment:** The land is owned by Cambridgeshire County Council. A larger site, encompassing the proposed site, was considered in Issues and Options 2 as part of the Potential Sources of Land for New Sites, which included a Review of Publically Owned Land (Technical Annex, Section E). It was also rejected on the basis that it is in the Green Belt and access would be problematic.
- 10.67 The area is next to Sawston Village College, which is Listed, and a cemetery which contains an historic building. The site would be in a prominent position on land which rises up to the north and is part of the setting and entrance to the village. The elevated land to the east and west will allow long views to the site. There is currently no access to the site from Cambridge Road and provision of an access may be problematic and would require the removal of substantial lengths of the existing hedgerow.
- 10.68 **Conclusion:** The site is County owner land but has been previously assessed and would fail at tier 1 of the assessment criteria, does not warrant further assessment.

LAND NEXT TO CAMBRIDGE PET CREMATORIUM - THRIPLow

Representation Number: 25137

- 10.69 The representor indicates the reclaimed land next to Cambridge Pet crematorium Thriplow. No specific parcel of land is identified. The representation has not been made by the landowner.
- 10.70 **Summary Assessment:** Development of this site may have a detrimental impact on the local landscape and nearby historically sensitive Duxford Airfield and Thriplow Conservation Areas and their historic buildings, as any development would be visible over long distances. The area is in close proximity to a Pet Crematorium, which would present noise and odour issues. It is uncertain whether mitigation measures on a development site could provide an acceptable ambient noise environment and it is only technically practical to abate odour at source. The site is also within a groundwater source protection zone. The area is one of the high priority sites on the Council's Contaminated Land Strategy list, due to its former use as both an unlicensed and a licensed landfill. Contaminated land is a material consideration that would require investigation and remedial as necessary so that land is suitable for residential use. The County Council, as the Waste

Authority, advise that the site is unsuitable for habitation unless there is remediation of the contaminated land and reprofiling of land contours. This may affect the viability of delivering the site.

- 10.71 There is no vehicular access to the site from the A505, a busy route east-west route between the A1 and A11. There have been six slight accidents at the junction to the north and one slight and one fatal accident within the vicinity of the site boundary. The County Council Highways officers would require these to be fully investigated before any proposal is brought forward.
- 10.72 **Conclusion:** The site has not been put forward by the landowner and would fail at tier 1 of the assessment criteria, does not warrant further assessment.

CLAYHITHE ROAD - WATERBEACH

Representation Number: 25610

- 10.73 Representor indicates a location south of Clayhithe Road, not a specific site or land parcel. The representation has not been made by the landowner.
- 10.74 **Summary Assessment:** The area is located in the Green Belt. Much of the area near the railway line lies within Flood Zone 3. According to PPS25 caravans and mobile homes intended for permanent residential use are classified as highly vulnerable, and should not be allocated in Flood Zone 3. The land to the east contains the nationally important remains of Waterbeach Abbey (Scheduled Monument Number 52). This site is close to the Conservation Area and development could affect its setting and the settings of Listed Buildings within it, including St John's Church which is Grade II* Listed. Development would have a detrimental impact on this historically sensitive area. The land does not abut the adopted public highway, therefore there may be a problem providing access to the site. If access were achievable, it would be adjacent to the level crossing. County Council Highways officers would be concerned about any intensification adjacent to the level crossing.
- 10.75 **Conclusion:** The site has not been put forward by the landowner and would fail at tier 1 of the assessment criteria, does not warrant further assessment.

CAR DYKE ROAD - WATERBEACH

Representation Number: 25611

- 10.76 Representor indicates a general location north of Car Dyke Road, not a specific site or land parcel. The representation has not been made by the landowner.
- 10.77 **Summary Assessment:** The land is owned by Cambridgeshire County Council and was considered in Issues and Options 2 as part of the Potential Sources of Land for New Sites, which included a Review of Publically Owned

Land (Technical Annex, Section E). It was rejected on the basis that it is in the Green Belt and the site may have drainage issues.

- 10.78 There is currently no vehicular access to the site, which would only be achievable onto Car Dyke Road. However, it is unlikely to be achievable a safe distance from the junction of Car Dyke Road and A10, which is also a known accident cluster site. The County Council Highway officers would not support a development that would increase traffic movements through this junction.
- 10.79 The site is located in an area of intense Roman activity between the course of a Roman road to the west and the Car Dyke Roman canal to the east (Scheduled Monument number 3). Further archaeological information would be necessary in support of any development proposals for this area. This site is close to the Conservation Area and development could affect its setting and the settings of Listed Buildings within it. The 'Cambridge Road Willow Pollards' County Wildlife Site lies approximately 50 metres to the north of the site.
- 10.80 **Conclusion:** The site is County owner land but has been previously assessed and would fail at tier 1 of the assessment criteria, does not warrant further assessment.
- 10.81 **Recommendation 10: Sites suggested through the consultation by, or with the support of landowners, are subject to public consultation at the next stage of the plan making process, identifying whether they are proposed as site options or rejected.**

Chapter 11 - Planning Policies for consideration of Gypsy and Traveller Sites

This chapter addresses:

- Gypsy and Traveller Sites in the Green Belt
- Allocation of Sites in the Green Belt
- Existing Gypsy and Traveller Policies in South Cambridgeshire
- Policy Regarding Unallocated Sites Outside Development Frameworks
- Design of Sites
- Monitoring

Gypsy and Traveller Sites in the Green Belt

11.1 The Options Report sought views on the following options:

OPTION OPT1: If sites are allocated in the Green Belt under exceptional circumstances, they should remain in the Green Belt.

No. Representors: 6 Total representations: 8
Object: 4 Support: 4 Comment: 0

REJECTED OPTION OPT2: If sites are allocated in the Green Belt under exceptional circumstances they should be removed from the Green Belt.

No. Representors: 2 Total representations: 2
Object: 0 Support: 2 Comment: 0

11.2 **Summery of Representations:** Some considered that the Green Belt should not be excluded from the site search due to the level of need. Others argued the Green Belt should be excluded from any site search. The majority of representors supported maintaining sites in the Green Belt if they are allocated as Gypsy and Traveller sites, although others indicated they should be removed from the Green Belt.

11.3 **Response:** The preferred option proposed that if sites are allocated in the Green Belt under exceptional circumstances, they should remain in the Green Belt rather than created isolated islands, which could create an undesirable precedent. Option 1 is considered a sound approach.

Allocation of Sites in the Green Belt

11.4 The Options Report sought views on the following options:

OPTION OPT3: If additional sites are allocated at Chesterton Fen Road, the area west of Chesterton Fen Road should remain in the Green Belt.

No. Representors: 5 Total representations: 5
Object: 1 Support: 4 Comment: 0

REJECTED OPTION OPT4: If additional sites are allocated at Chesterton Fen Road, the area west of Chesterton Fen Road should be removed from the Green Belt.

No. Representors: 0 Total representations: 0
Object: 0 Support: 0 Comment: 0

- 11.5 **Summary of Representations:** Whilst there was some support for option 3, Friends Families and Travellers considered that if a site was specifically identified for Gypsy and Traveller provision there was no need to keep the site in the Green Belt.
- 11.6 **Response:** The need to consider this issue is dependent on the allocation of sites in Chesterton Fen Road. If this area were to be removed from the Green Belt, even if safeguarded for Gypsy and Traveller uses, there would be pressure for alternative uses which may have a higher land value. It is important to secure the long term provision of Gypsy and Traveller sites to meet the needs of the district. The best way to protect the area for such uses is to maintain it in the Green Belt. It is therefore considered that the area should be retained within the Green Belt if additional sites are allocated.
- 11.7 **Recommendation 11: If sites are allocated in the Green Belt under exceptional circumstances, they should remain in the Green Belt, including the area west of Chesterton Fen Road if sites are allocated in this area.**

Existing Gypsy and Traveller Policies in South Cambridgeshire

- 11.8 Policy CNF6 of the Local Plan 2004 is currently 'saved', and identifies an area west of Chesterton Fen Road Milton where permission may be granted for private Gypsy sites to meet local need. The Options Report sought views on the following options:

OPTION OPT10: Policy CNF6 from the Local Plan 2004 should not be included within the Gypsy and Traveller Development Plan Document.

No. Representors: 4 Total representations: 4
Object: 1 Support: 2 Comment: 1

REJECTED OPTION OPT11: Policy CNF6 from the Local Plan 2004 should be included within the Gypsy and Traveller Development Plan Document and continue to apply.

No. Representors: 0 Total representations: 0
Object: 0 Support: 0 Comment: 0

- 11.9 **Summary of Representations:** There was some support for removing the policy area as it was already full. Others said the policy should remain to facilitate windfall development.
- 11.10 **Response:** Policy CNF6 of the Local Plan 2004 is currently 'saved', and identifies an area west of Chesterton Fen Road Milton where permission may be granted for private Gypsy sites to meet local need. The policy has delivered a number of pitches, but will no longer be necessary once the DPD is adopted as the Council has identified sites in this area that it considers suitable through the detailed site assessment process. However, any future site proposals could be considered on their merits by applying the criteria based policies for windfall development which will also be included in the plan.
- 11.11 **Recommendation 12: Policy CNF6 from the Local Plan 2004 should not be included within the Gypsy and Traveller Development Plan Document and will be superseded by it.**

Policy Regarding Unallocated Sites Outside Development Frameworks

- 11.12 The Options Report sought views on the following option:

OPTION OPT12: The GTDPD should include the following policy regarding sites for Gypsies, Travellers and Travelling Showpeople on unallocated land outside development frameworks. Draft Policy GT1 provided detailed policy wording.

No. Representors: 13 Total representations: 23
Object: 7 Support: 9 Comment: 7

- 11.13 **Summary of Representations:** A variety of comments were received on the policy, including some representations in support of the current wording. Some supported the requirement for demonstrating the need for new sites. Friends Families and Travellers considered that the policy was too complex and had too many criteria. It was too onerous to consider whether alternative sites were available elsewhere. Sites could be found in rural areas therefore the policies criteria were overly strict. It should also refer to impact on biodiversity. One representor considered that a 15-pitch site was too large to be permitted at a rural centre, and others that the criteria was too restrictive, and should be considered on a site by site basis. One representor considered that rather than a maximum site size the figures should be applied as a 'pitches per village' limit.
- 11.14 **Response:** It is important that the plan includes robust, clear and positive policies for addressing applications for windfall development. A number of the criteria reflect the guidance in Circular 01/2006. A replacement to this guidance is anticipated, and therefore it will be necessary to wait for this new guidance before considering the policy in detail.

- 11.15 Recent appeal decisions from around the country indicate that greater flexibility has been applied with regard to accessibility compared to the criteria included in the draft policy, with inspectors permitting sites several kilometres away from services and facilities in settlements. This should be considered when reviewing the policy. It would not be reasonable to include a maximum pitches per village figure, as proposals should be considered on their merits. A recommended maximum site size was included, reflecting the relative sustainability of the village, in a similar way that policies in the Core Strategy apply maximum scheme sizes to bricks and mortar housing. Some suggested issues, such as ecology impacts, that are already addressed by the Development Control Policies DPD. The Draft supporting text included with the policy highlights that policies in this plan will also apply to site proposals.

Design of Sites

- 11.16 The Options Report sought views on the following option:

OPTION OPT13: The GTDPD should include a policy regarding design of Gypsies, Travellers and Travelling Showpeople sites. Draft Policy GT2 provided detailed policy wording.

No. Representors: 10 Total representations: 11
Object: 6 Support: 3 Comment: 2

- 11.17 **Summary of Representations:** It should be clearer regarding the different design of Travelling Showpeople sites and transit sites. It should also address management of sites. Friends and Families and Travellers considered that the policy reflects Government Guidance on site design which is primarily aimed at new public sites, and it would be onerous for small private sites to have to meet all the criteria. The policy should be rephrased to have regard to the guidance rather than meet every requirement. It should clarify the requirements in terms of recreation provision.
- 11.18 **Response:** It is recommended that the Gypsy and Traveller DPD include a site design policy to set out the site requirements that planning applications will be expected to address. Whilst most of the criteria must be met by all sites, it is acknowledged that some may be onerous for small private pitches to achieve, and material considerations may apply to some applications considered through the planning application process as to why some elements could not be achieved. In particular, utility blocks are not found on all private pitches. It should also be clarified that conditions may be applied to planning consents, restricting commercial activities, or the size of vehicles that may be stationed on a site. Policy regarding recreation provision will be guided by the Open Space SPD, and this is referenced in the draft supporting text. As indicated in chapter 6 of this report, issues regarding design will be explored further guidance at a local level could be helpful, including on the typical dimensions of site and can be worked up for the next stage in preparing the DPD.

11.19 Like the policy above, it will be necessary to wait for the new government guidance before considering the policy in detail.

11.20 **Recommendation 13: Review the draft policy regarding windfall development and site design in light of anticipated new government guidance.**

Monitoring

11.21 The Options Report sought views on the following option:

OPTION OPT14: The monitoring indicators currently included in the Annual Monitoring Report are sufficient to monitor the performance of the Gypsy and Traveller DPD.

No. Representors: 6 Total representations: 7
Object: 3 Support: 2 Comment: 2

11.22 **Summary of Representations:** Most representors supported the monitoring indicators. Issues raised included that the Council should collect data on unauthorised encampments throughout year, not just in caravan count. There was a need to add monitoring indicators for Travelling Showpeople plots. One representor considered that monitoring should address wider issues, such as community integration and use of services. A factual correction was sought to the term 'illegal encampments' which was used in this section of the Options Report.

11.23 **Response:** Indicators will be required to monitor the delivery of Travelling Showpeople and Gypsy and Traveller sites. The indicators generally focus on planning matters, with wider issues addressed through the Council's Gypsy and Traveller Community Strategy. A factual correction to refer to 'unauthorised encampments' is necessary. Encampments are monitored throughout the year, and information could be included in the Annual Monitoring Report on this issue.

11.24 **Recommendation 14: Utilise the monitoring indicators currently included in the Annual Monitoring Report to monitor the performance of the Gypsy and Traveller DPD. Add information regarding unauthorised encampments in the district during the year as a whole rather than purely on the two specific dates of the caravan count.**

Appendix A - General Issues

- A.1 A number of representors raise general questions regarding Gypsy and Traveller Sites, and issues relating to their delivery. There were some general questions regarding Gypsy and Traveller lifestyles, and even what the definition of a 'Traveller' was. This section of the report answers some of these more general questions.
- A.2 The South Cambridgeshire Gypsy and Traveller Community Strategy provides information on how the Council works with the Gypsy and Traveller community, and provides more information on general issues that have been raised. This can be viewed on the Council's website.

Who are Gypsies and Travellers?

- A.3 Romany Gypsies and Irish Travellers are defined as minority ethnic groups under the Race Relations Act (1976) and are South Cambridgeshire's largest minority ethnic community, comprising 1% of its population. The government's definition of Gypsies and Travellers is people with a cultural tradition of nomadism, or living in a caravan, whatever their race or origin, including those that, for reasons such as old age, educational or health needs, have ceased to travel temporarily or permanently. Travelling Showpeople are separately defined as members of an organised group of travelling Showpeople or circus people.

Living in a Caravan - a Lifestyle Choice?

- A.4 For many Gypsies and Irish Travellers, living in a caravan is not a 'lifestyle choice' but a result of their social and cultural heritage and an essential part of their ethnic identity. This is true whether they are nomadic or settle for long periods in one place.

More Gypsy and Traveller Sites Needed?

- A.5 The Council has the same responsibility to plan for the accommodation needs of Gypsies and Travellers as it does for the settled community. Local assessments of accommodation needs of this group have identified a shortage of permanent sites. The Government is changing the planning system and in future it will be for the Council to decide on the level of provision that should be made in the district, reflecting local need and historic demand.

Why Not Houses Instead of Sites?

- A.6 According to the Cambridge Sub-Region Traveller Needs Assessment conducted in 2006, around 40% of Gypsies and Travellers in Cambridgeshire live in houses. Some will move into housing by choice, or for health reasons, or because of a lack of alternative accommodation. However for some

families it doesn't work; they feel isolated from their community, and often feel claustrophobic or hemmed in, inside four walls. Everyone should have the opportunity of a decent home that meets their needs, and this includes Gypsies and Travellers who need sites to accommodate caravans.

Why are Permanent Sites Needed?

- A.7 These days, it is extremely difficult for families to live on the road as they used to. There are fewer places to stop, and also work patterns have changed. Families require safe and secure places from which to do their travelling. This will also be where they can access a doctor, dentists and crucially where their children have better access to education. As Gypsies and Travellers grow older and become less able to travel on a regular basis, some require a safe and secure stopping place where they can maintain the cultural traditions of being a Gypsy or Traveller.

What is a Pitch and How Many People Live on it?

- A.8 A pitch is the space required to accommodate one household and will vary according to the size of the household in a similar way to housing for the settled community. A caravan does not equate to a household. One household may comprise three generations of extended family living in several caravans. The Cambridge Sub-Region Traveller Needs Assessments found an average of 2.39 persons per caravan (2 on council sites), and 1.65 caravans per household. Typically a family pitch will provide space for a mobile home and touring caravan, space for parking, and an amenity block.

Do Gypsies and Travellers pay Council Tax, Rent and Charges?

- A.9 Authorised Gypsy and Traveller sites are charged Council tax the same as other residential dwellings. South Cambridgeshire has the joint highest council tax collection rate for district councils in the country, at 99.3%. Gypsies and Travellers who live on Council or privately owned sites are subject to council tax, rent, gas, electricity and other associated charges in the same way as other residents.

Are Gypsies and Travellers Responsible for Antisocial Behaviour Like Fly-Tipping, Loose Dogs, and Crime?

- A.10 Well managed and well run Gypsy and Traveller sites do not generally cause trouble to the local settled community. Criminal justice agencies do not collect information about separate ethnic groups but there is no evidence that offending is any higher among these groups than among others. The police serve areas with Gypsy and Traveller sites in the same way as other areas. Assumptions regarding crime or antisocial behaviour of occupants are not material planning considerations. This has been confirmed in a recent legal case where it was held that fear had to have a reasonable basis and the object of that fear had to be the use of the land. A caravan site was not inherently likely to cause difficulties to neighbours and it was wrong to take

the view that the use of land as a Gypsy site created the same concern as that attached for example to an institution such as a bail hostel.

Would Sites Cause Litter Problems?

- A.11 The Council's waste collection vehicles collect waste from authorised Gypsy and Traveller sites as they do other residential development. Draft policies included in the last consultation would require appropriate access for waste vehicles, and provision for the screened storage of waste including recycling.

More Unauthorised Sites in the Area?

- A.12 The provision of sites in order to appropriately meet accommodation needs will reduce the need for unauthorised sites. The Council will apply planning rules relating to unauthorized sites.

Will a Site Reduce House Prices Nearby?

- A.13 Clearly on this issue every site is different in respect of its locality and surroundings. However, an independent study in Scotland (by the Planning Exchange and the Joseph Rowntree Foundation) found that although there were some claims that house prices would be affected, these proved hard to establish. It said 'a new home being built within 50 metres of the boundary of one site suggested the impact on local housing market had been minimal'. Experiences in other areas do not evidence a reduction in property values near to sites once operating well. In addition, whether a proposal has an effect on land or house values, be that positive or negative, is not a material planning consideration and cannot be used as a reason to rule out a site.

How to Address Community Relations?

- A.14 There are existing Gypsy and Traveller sites around the district where Gypsy and Travellers take an active role in their local communities. The Council's Gypsy and Traveller Community Strategy aims to contribute towards Gypsies and Travellers and the settled community living alongside each other peacefully as part of strong, cohesive communities.

Why do Sites Need to be so Accessible?

- A.15 When planning residential development the starting point is always to look at the most sustainable locations. The same is true for Gypsy and Traveller sites. Access to schools, doctors and shops will help to reduce inequalities.

Shouldn't Pitches be Scattered Amongst Other Development Rather than Grouped?

- A.16 Whilst some pitches are single family pitches, the preference of Gypsies and Travellers is for small groups of pitches, where friends and family are able to live together.

Will Businesses, such as Scrap Metal be Allowed on Site?

- A.17 Gypsy and Traveller sites are residential rather than mixed-use employment sites. Employment uses would require separate planning consent. This is the experience of the Council's existing sites, where Gypsies and Travellers typically return to the site after working elsewhere. Conditions can be imposed on any planning permission to restrict commercial activities on site.

What Jobs do Gypsies and Travellers do?

- A.18 Similar to the settled community, Gypsies and Travellers work in a range of occupations. Traditional patterns of work, such as seasonal agricultural work, are changing. The range of jobs undertaken by Gypsies and Travellers is now more diverse.

Are we Meeting Local Gypsy and Traveller Needs or those from Elsewhere?

- A.19 Gypsy and Traveller Accommodation Needs Assessments identify need from people living in unauthorised sites or sites with only temporary planning permission in the district. They identify where existing sites in the district are overcrowded, and also include an allowance for family growth, the same as for settled communities. In this way they identify need generated in the district. However, in the same way as members of the settled community, Gypsies and Travellers may decide they wish to live in a different area so people will come and go.

Who Owns Gypsy and Traveller Sites?

- A.20 Gypsy and Traveller sites may be in public or private ownership in the same way as other housing. Public sites are typically managed by local authorities or housing associations, and provide affordable rented accommodation for those that cannot afford to buy their own pitch. There are two existing public sites in the district, owned by the County Council but managed by the District Council. Private sites are privately owned, and either owner occupied or rented out.

How Would the Council Ensure Sites are Properly Managed?

- A.21 The Council currently successfully runs two sites, at Milton and Whaddon. The aim is to ensure high standards of management and support, equal to those available to tenants in other forms of social accommodation. They are overseen by the Council's Gypsy and Traveller Team Leader.

Who Pays for New Sites?

- A.22 Private sites would be privately owned, and privately funded by Gypsies and Travellers themselves. Public sites could be delivered in a similar way to affordable housing.

Why Provide New Sites in Response to Illegal Actions of those on Unauthorized Sites?

- A.23 The Council has the same responsibility to plan for the accommodation needs of the Gypsy and Traveller communities as it does for the settled community. There is an identified need for new site provision.

Retrospective Planning Permission

- A.24 A retrospective application is an application for planning permission that occurs after the use of land or the construction of a building has already happened. Rules regarding retrospective planning applications apply equally to Gypsy and Traveller sites and any other form of development. The planning application still has to go through the due process and it would not be lawful to refuse an otherwise acceptable application solely because it is retrospective.

Should the Plan Make Separate Provision for Irish Travellers and English Gypsies?

- A.25 Throughout the documents sites have been identified in land use terms, suitable for provision of Gypsy and Traveller pitches as defined by Circular 01/2006. No distinction can be made in planning terms as to whether a site is suitable for a particular ethnic group.

Why can Gypsy and Traveller Sites be in the Countryside when Other Development is not Allowed?

- A.26 Planning law applies equally to Gypsies and Travellers as it does to the settled community. The need for sites is being considered through the Local Development Framework in the same way need for houses and other uses are considered. Planning applications are tested against national guidance and local development plans the same as other forms of development. There are some policy differences in national planning guidance that reflect the nature of the use, for example sites for Gypsies and Travellers can be found in the countryside. However, Green Belt policy also applies and Gypsy and Traveller sites in the Green Belt are normally inappropriate development. Alternatives should be explored before Green Belt locations are considered, and this approach was reflected in the site option identification process.

Why Provide Sites where there is Public Transport as Gypsies and Travellers don't use Buses?

- A.27 Use of public transport amongst Gypsies and Travellers has been noted to be low. However, many existing sites are located where public transport provision is relatively poor. By providing sites in more accessible locations, it will offer the residents better opportunities to access public transport and other services and facilities, in the same way that we would plan to meet the needs of the settled community.

Problems Caused by Unauthorised Sites

- A.28 Many representations have mentioned experiences of unauthorised encampments in their comments. Unauthorised encampments are unplanned and temporary in nature, often located in inappropriate locations, and in the past have led to problems and local tensions. Provision of permanent sites, tested through the planning process, and either privately owned or managed, allow environmental issues to be properly considered and addressed.

Appendix B – Sites Suggested in Representations

Sites Suggested by Landowners:

KEY:

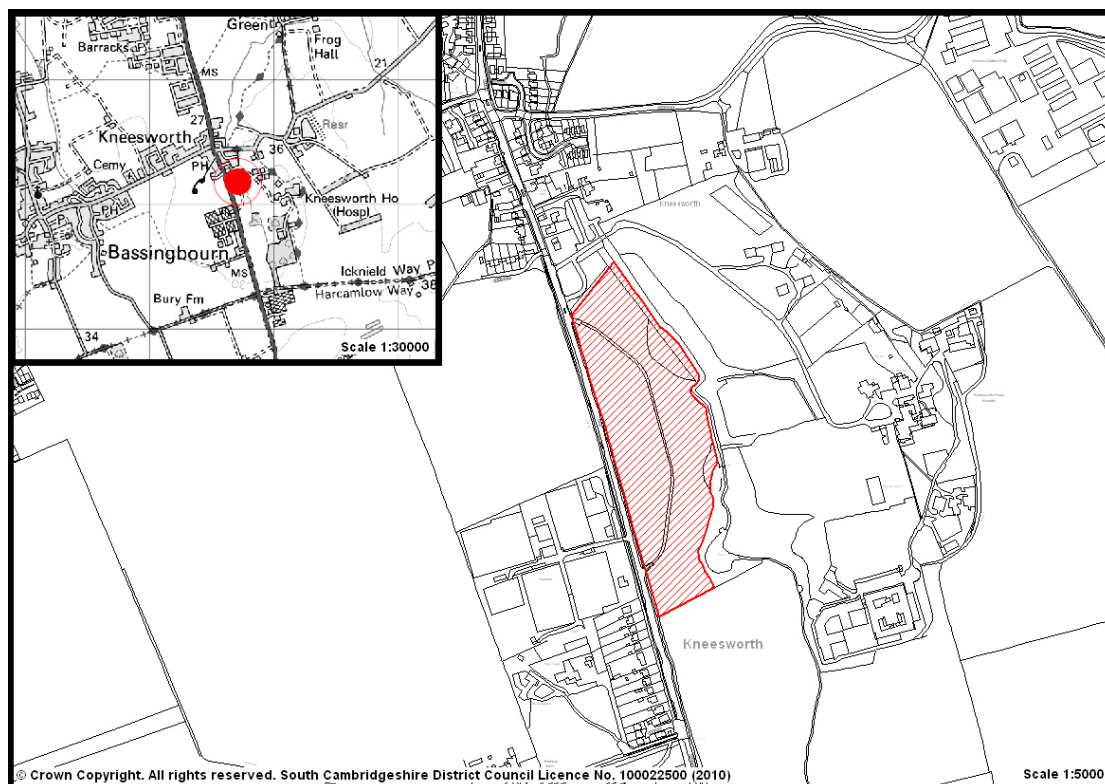


Suggested Site Location

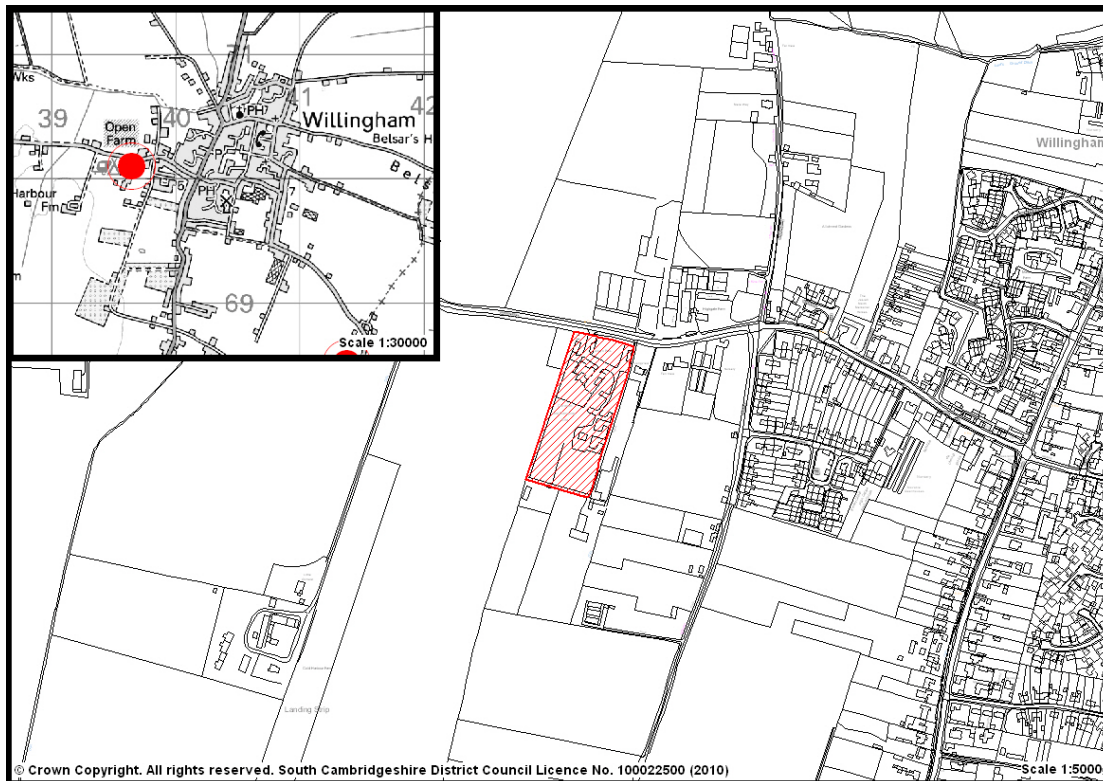


Suggested Site Area

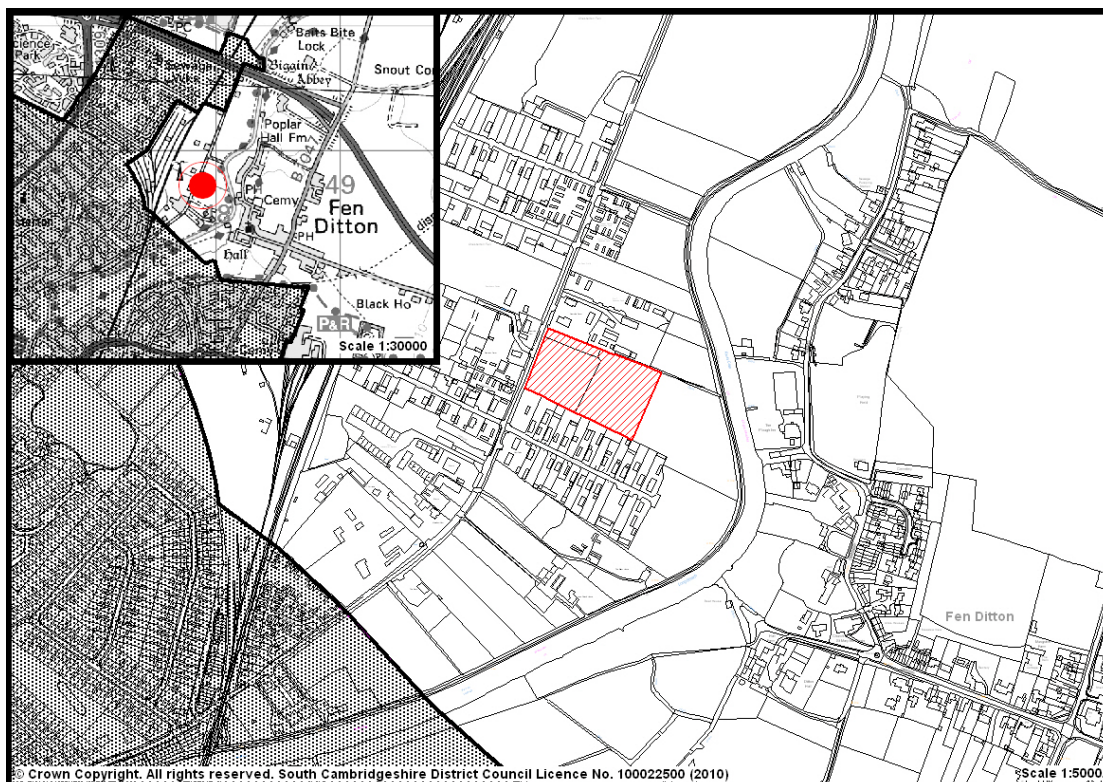
N1 - SUNDAY MARKET SITE, A1198 - BASSINGBOURN CUM KNEESWORTH



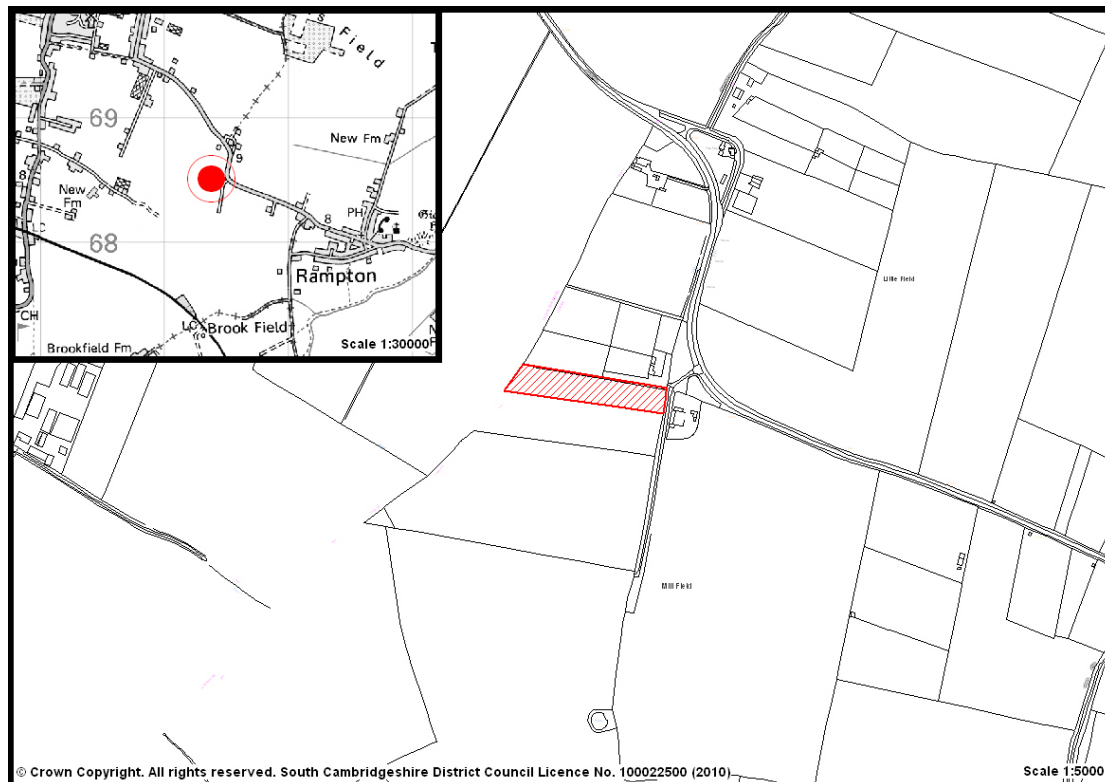
N2 - ALWYN CARAVAN PARK, OVER ROAD - OVER (NEAR WILLINGHAM)



N3 - LAND EAST OF CHESTERTON FEN ROAD, MILTON - EDGE OF CAMBRIDGE



N4 - WEST OF RAMPTON ROAD - RAMPTON



N5 - LAND REAR OF 3 MEADOW ROAD – WILLINGHAM

