

SOUTH CAMBRIDGESHIRE DISTRICT COUNCIL

REPORT TO: Council
AUTHOR: Director of Development Services

21st April 2005

SOUTH CAMBRIDGESHIRE LOCAL DEVELOPMENT FRAMEWORK: CAMBRIDGE SOUTHERN FRINGE AREA ACTION PLAN: DRAFT PLAN

Purpose

1. This meeting is a working meeting to consider the emerging content of the draft Cambridge Southern Fringe Area Action Plan. A final version will be brought back to Members at the Council meeting of 9th May, to determine the plan for publication. Members are reminded to bring to the meeting the Cambridge Southern Fringe Preferred Options Report and the Sustainability Appraisal Scoping Report, both published in October 2004.

Effect on Corporate Objectives

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

Background

3. The Cambridge Southern Fringe Area Action Plan (AAP) is being prepared to address the issues in South Cambridgeshire for development proposed at Trumpington West (the Monsanto site) in both Councils' areas and those arising from nearby major development proposed in Cambridge City Council's area and south east of Trumpington and at Addenbrooke's.
4. A Preferred Options Report was published on 1st October 2004. Public participation on the matters raised took place over a six-week period ending on 12th November. Some 5,500 representations to all the Preferred Options Reports and Studies were received in total, of which around 240 related to the Southern Fringe.
5. Council met on 11th February to consider the results of the public participation on the Preferred Options Reports, to identify the key issues raised and determine the general approach to be taken in drafting the document to be published.
6. The Minutes of the meeting of Council of 11th February 2005 are attached.

7. The AAP can only cover the relevant area in South Cambridgeshire but has to have regard to the proposals and policies of the Cambridge Local Plan which is scheduled for public inquiry for July 2005. That Local Plan identifies areas to the east (Clay Farm), south-east (Royal Showground/Glebe Farm) and west (Monsanto) of Trumpington and to the south and west of Addenbrooke's Hospital (including the Bell School site), for major growth as urban extensions to Cambridge.

Considerations

8. A meeting of Council on 9th May is programmed to deal with any amendments which need to be considered as a result of any of the previous meetings and taking account of the consultants report on Strategic Environmental Assessment / Sustainability Appraisal and agree the final plan for publication (20th May has also been reserved as a fall-back position if required).

The Draft Are Action Plan

9. The Draft Plan has the following format:

- Part A. Introduction
- Part B. Vision and Development Principles
- Part C. The Site of Trumpington West and the Southern Setting of Cambridge
 - C1 The Site for Trumpington West
 - C2 The Setting of the Cambridge Southern Fringe
 - C3 Enhancing Landscape, Biodiversity, Recreation and Public Access in the Cambridge Southern Fringe
- Part D. Trumpington West
 - D1 The Structure of Trumpington
 - D2 Housing
 - D3 Employment
 - D4 Community facilities, leisure, art and culture including community development
 - D5 Transport
 - D6 Landscape
 - D7 Biodiversity
 - D8 Archaeology and Heritage
 - D9 Recreation
 - D10 Drainage and Water
 - D11 Telecommunications
 - D12 An Exemplar in Sustainability
 - D13 Waste
- Part E. Delivering Cambridge Southern Fringe
 - E1 Phasing and Implementation
 - E2 Planning Obligations
- Glossary
- Proposals Map
- Concept Plan

Approach to drafting the Draft Cambridge Southern Fringe Area Action Plan

10. Members provided a clear steer on the policy direction to be incorporated in the Area Action Plan at the Council meeting on 8th April, when considering the representations received as a result of public participation on the Preferred Options Report.
11. The Preferred Options Report focused on key issues for the Area Action Plan and issues where there were choices to be made on the policy direction. They did not cover all issues to be included in the Area Action Plan. For example, there are a number of issues that are consistent with the Structure Plan and PPGs and should be included in the Area Action Plan. In addition, any revisions to Government guidance published after the Preferred Options Reports have been prepared have been taken into account in drafting of the Area Action Plan. The Major Projects Team has also provided advice on the deliverability of policies.

Sustainability Appraisal / Strategic Environmental Assessment

12. Under the new system of plan making, a key aspect to the preparation of plans is the use of Sustainability Appraisal and Strategic Environmental Assessment (SA / SEA) to help test evolving options and policies and ensure that the most sustainable are pursued. It also provides valuable information for those considering policies through the participation process, enabling them to make an informed decision on their representations.
13. A Scoping Report was prepared by the Council, ahead of the preferred options reports to identify relevant sustainability issues in the District, develop sustainability objectives, decision-making criteria and indicators against which to test the plan. This report has already been subject to consultation with statutory bodies and also wider public participation at the preferred options stage, and Members agreed a set of changes to it at the Council Meeting of 20th January 2005. The Cambridge Southern Fringe Preferred Options report included an initial sustainability appraisal.
14. The Draft Area Action Plan will be subjected to full SA / SEA appraisal by independent consultants, following the methodology approved in the Scoping Report. The sustainability assessment will include an appraisal matrix for each policy, detailing how it scores against the sustainability objectives developed through the Scoping Report. Testing will include consideration of potential short, medium and long term effects, secondary, cumulative and synergistic effects.
15. The Final Sustainability Report (incorporating the Environmental Report required by SEA Regulations) will be a complete report, explaining the process, and also including a publicly accessible summary. This will be put before Members at the Council meeting of 9th May together with any changes proposed to the Area Action Plan as a result of the appraisal, when Council will be invited to agree the Area Action Plan which should go forward for publication.

The Main Points in the Draft Plan

Part A: INTRODUCTION

16. This sets out an introduction to the Area Action Plan, explaining its content, form and status, the preparation process, and links to other documents such as the Community Strategy. The Introduction also sets out the process for public involvement following submission to the Secretary of State.
17. The full extent of the Area Action Plan is set out in the Introduction which identifies the site for the new neighbourhood of Trumpington West and identifies the need for landscape, biodiversity and access proposals for the countryside adjoining development areas at Trumpington East and Addenbrooke's Hospital where development will take place within Cambridge.
18. The Core Strategy includes policies which are also relevant to the Southern Fringe but they are not repeated in the Area Action Plan but a reference to those policies is often included. The two documents must be read together.

Part B: VISION AND DEVELOPMENT PRINCIPLES

19. The Vision encapsulates the simple vision for the development of Trumpington West as a high quality urban extension to Cambridge and the securing of complementary landscape character, biodiversity and public access enhancements in the countryside which will protect and enhance the setting of Cambridge in the entire Southern Fringe (CSF/1). The individual components of the vision which were listed in the Preferred Options Report have been included in a separate Development Principles policy (CSF/2) in Part B or for those aspects of the vision which are relevant to the physical disposition of uses within the development, incorporated into a new Structural Policy in Part D. The Development Principles in Policy CSF/2 set out overarching principles which will be relied upon to guide the interpretation of the subsequent detailed policies and proposals.

Part C: THE SITE OF TRUMPINGTON WEST AND THE SOUTHERN SETTING OF CAMBRIDGE

20. This part of the plan defines the extent of the Cambridge Southern Fringe, including that for the development of the new neighbourhood of Trumpington West amounting to 15.5 ha within South Cambs (CSF/3), the definition of new boundaries for the Cambridge Green Belt (CSF/4) and the Countryside Enhancement Strategy that is required to ensure proper treatment of the setting of the whole of the Cambridge Southern Fringe (CSF/5). Policy CSF/5 also proposes a Country Park (Trumpington Meadows) alongside the River Cam between Grantchester Road (Trumpington) and Hauxton Mill. The section highlights the importance of Trumpington West to the setting of Cambridge, lying as it does on the major approach road from the south. Any extension of development into the Green Belt would need to create a new high quality developed edge which must be complemented by extensive landscape enhancement of the river and the creation of a new Country Park. The scale of development in the Cambridge Southern Fringe both within Cambridge City and South Cambridgeshire will require substantial mitigation measures over a wide area

of countryside to the south of the built-up area to mitigate the impact of development proposals.

Part D: TRUMPINGTON WEST

21. This is of necessity a more lengthy part of the Area Action Plan and provides objectives and policies for the development of the new neighbourhood at Trumpington West.

D1 The Structure of Trumpington West and Concept Plan

22. A policy (CSF/6) covering the physical structure of Trumpington West which is accompanied by a Concept Plan showing the distribution of its key components. It addresses the main land uses, its services, facilities and infrastructure, the character, design and landscaping with particular reference to the importance of this entrance to Cambridge and its relationship with the River Cam valley. It will provide the basis for subsequent masterplans required by the AAP which can be prepared by developers or by the Council to show in more detail how the principles of the Structural Policy will be interpreted for the development of the area.

D2 Housing

23. The housing section includes objectives and policies which are specific to Trumpington West. CSF/7 provides for at least 600 dwellings to be built in South Cambs at an average density of at least 50 dwellings per hectare across the site, but aiming to achieve higher densities closer to Trumpington village centre and around public transport stops but with lower densities on the sensitive outer edge facing the River Cam. The actual density will be decided having regard to a design-led approach which ensures a quality environment. The chapter also highlights the Core Strategy policies which require approximately 50% of the housing to be in the various forms of Affordable Housing; and for housing mix in market housing of 50% with 1 and 2 bedrooms; 25% with 3 bedrooms; and 25% with 4 or more bedrooms.

D3 Employment

24. Policy CSF/8 provides for small-scale employment development within the primarily residential development, in order to achieve an appropriate mix of uses. It notes that development for employment will be subject to Policy EM/1 of the Core Strategy which restricts development to that which can demonstrate a clear need to be located in the area, to serve local needs, or contribute to the continued success of the Cambridge Sub-Region as a centre of high technology and research.

D4 Community Facilities, Leisure, Arts and Culture, including Community Development

25. This section addresses the needs of the new community at Trumpington West in terms of community facilities, leisure, arts and culture and community development. Policy CSF/9 requires a detailed assessment of the need for these services and facilities together with a strategy for their delivery, including the provision of Community Development Workers. It also requires the development to make a

proportional contribution to their provision. They will need to be accessible in accordance with a masterplan, and may be located within Cambridge City Council's part of the development. The policy also addresses the need for public art to be provided through the development of a public art strategy.

D5 Transport

26. Policy CSF/10 sets out the need for adequate highway infrastructure to be provided to serve the development at Trumpington West, including the need to ensure that there will be sufficient highway capacity on Hauxton Road to serve all stages of the development such that any peak traffic queuing outside of school holidays between Shelford Road and M11 would not be materially worse than conditions prevailing at the time of submission of the first planning application. It provides for access to the existing road network to be achieved by two accesses onto Hauxton Road, one of which will be aligned so that it will connect to the Hauxton Road / Addenbrooke's Link Road junction which will lie in Cambridge City Council's area. The other access could involve the relocation of the existing Waitrose access. It also addresses the need to mitigate the impact of traffic on nearby communities by funding traffic management measures and for appropriate landscaping of the new road infrastructure so that it integrates into the existing landscape character.
27. Policy CSF/11 sets out the requirements for public transport, and the requirements for a network of cycle, pedestrian and horse-riding routes. It is complemented by the minimum cycle parking requirements and maximum car parking standards which are as set out in the Cambridge City Local Plan and included in the Area Action Plan, which will apply to the whole of the new developments taking place in the Southern Fringe in both Councils' areas.

D6 Landscape

28. This section deals with the landscaping requirements for the development at Trumpington West. Policy CSF/12 requires developers to prepare a landscape strategy in order to achieve a high quality landscaped development. It also requires a strategy to be prepared to address construction spoil and the retention of existing landscape features in order to create a mature landscape at an early stage in the development.
29. Policy CSF/13 puts forward the principle for a series of Green Fingers to be created into and through the urban area, with water as a central feature. The policy also addresses the need for landscaping to be of high quality with open spaces which are sympathetic to local landscape character.
30. Policy CSF/14 sets out the landscaping requirements to link Trumpington West to the wider countryside, particularly with reference to new roads linking the urban extension to the existing road network and the need for all open spaces to form a network of connected green spaces.

D7 Biodiversity

31. This section aims to secure a net increase in biodiversity as a result of the development. Policy CSF/15 requires a full ecological survey of the areas in South Cambs around and adjacent to Addenbrooke's, Clay Farm, Royal Showground, Glebe Farm and the Bell School and for the site at Trumpington West together with its surroundings. The Policy also requires the developers to prepare a strategy for the protection and enhancement of biodiversity.
32. It also provides for Green Corridors to be continued beyond the urban extensions by enhanced landscaping, planting and the creation of wildlife habitats to provide links to larger scale wildlife habitats further afield including Nine Wells, the Gog Magog Down, Wandlebury, the River Cam corridor, Coton Country Park and Wicken Fen.

D8 Archaeology and Heritage

33. Policy CSF/16 requires a full survey, assessment and evaluation of the site at Trumpington West to inform the design of any development. The section notes that the archaeology policies of the Core Strategy will apply and that the strategies set out in the landscape section will be the main means of protecting and enhancing the important heritage built environment of Listed Buildings and Conservation Areas of nearby villages.

D9 Recreation

34. Policy CSF/17 provides for the Cambridge City Local Plan Outdoor Play Space and Informal Open Space standards to apply to the whole of the Cambridge Southern Fringe. It also includes a requirement that a strategy for formal sports provision be prepared for approval by the local planning authority and that the requirements of the strategy will be funded by the development. It goes on to set out the need for a Play Strategy for the Trumpington West development.
35. The final part of the policy covers the phasing and management of provision.
36. Policy CSF/18 requires the development of a strategy to improve public access opportunities between the urban extensions of the Southern Fringe and the valuable recreational areas at Wandlebury and Gog Magog Downs, along the River Cam Corridor, the proposed country park at Cambridge East and at the Cambridge Preservation Society's proposals for the Coton area.

D10 Land Drainage, Water Conservation, Foul Drainage and Sewage Disposal

37. Policy CSF/19 deals with land drainage, water conservation, foul drainage and sewage disposal. Provision will be made for a sustainable drainage system for surface water disposal comprising a series of underground cells and pipes and surface water channels feeding down to water holding features forming ponds in Trumpington Meadows. Water will only be released into the surrounding water courses at a rate no greater than if the site was undeveloped. The policy includes criteria for foul drainage requiring that sufficient sewage treatment capacity exists for all stage of development, that any receiving sewage treatment works has sufficient capacity to ensure that untreated sewage is not discharged into any watercourse and

that treated water will not exacerbate flood risk in any receiving water courses. The policy also sets a target of at least a 25% reduction as a result of water conservation/efficiency measures compared to a development with no such measures. The policy concludes with seeking to ensure the most effective maintenance and management of all water bodies and watercourses.

D11 Telecommunications

38. Policy CSF/20 deals with the importance of ensuring that infrastructure can respond to changes in technology over the period of the development. The development of a new urban extension provides the opportunity to ensure that all telecommunications infrastructure is designed and installed as an integral part of the development.

D12 An Exemplar of Sustainability

39. Policy CSF/21 deals with the opportunities for Trumpington West to include projects which are exemplars of sustainable practice. This will involve building a proportion of the development using cutting edge technologies that fully address sustainability issues and minimise any environmental impact by pushing at the boundaries of the proven technology available at the time each exemplar project comes forward.

D13 Waste

40. Waste issues are dealt with by the County Council and the AAP cannot include policies for waste. The AAP highlights the policies in the Structure Plan and Waste Local Plan to ensure readers are aware of all parts of the development plan.

Part E: DELIVERING THE CAMBRIDGE SOUTHERN FRINGE

E1 Phasing and Implementation

41. The Draft Area Action Plan includes a construction strategy whose objective is to minimise and mitigate the impact of the development including the principle of recycling construction waste within the site. Policy CSF/22 seeks to control site accesses for construction vehicles which for Trumpington West should be from Hauxton Road outside the built-up area of Trumpington, while for the developments elsewhere in the Southern Fringe within Cambridge City Council's area they will not be permitted in the countryside within South Cambridgeshire. Storage compounds, plant and machinery will be located and contained to avoid any adverse impacts on existing and new residents and businesses. Developers will be required to be bound by the 'Considerate Contractors Scheme' which governs such matters as hours of working. A Spoil strategy is also required which requires all spoil to be accommodated on site, part of which may be used to create a landscaped area alongside the M11 to protect Trumpington West and Trumpington Meadows Country Park from traffic noise.
42. Policy CSF/23 requires all development in the Cambridge Southern Fringe in both Councils' areas (Trumpington West, Glebe Farm, Clay Farm, Showground, Addenbrookes and The Bell School Site) to contribute to a Countryside Enhancement Strategy for the Cambridge Southern Fringe.

43. Policy CSF/24 requires a sustainable approach to construction with recycling of building materials from redundant buildings within the Southern Fringe as a local source of hardcore and other building materials.
44. Policy CSF/25 sets out the requirement for management strategies for services, facilities, landscape and infrastructure. Landownership for these uses should be as simple as possible, preferably in a single ownership to avoid fragmentation. In particular, there should be a single agreed management strategy covering recreation, landscape and biodiversity.
45. Timing and order of service provision is dealt with in Policy CSF/26 setting out the need for the planning permission to include a legal agreement with a schedule of services and facilities to be funded by the developer and a timetable for their provision.

E2 Planning Obligations

46. This section defines the guiding principle for the planning obligations package for the Cambridge Southern Fringe albeit that funding from all sources will need to be maximised. Policy CSF/27 links their provision, which is needed to make the scheme acceptable in planning terms. The section contains a list of the currently known services, facilities and infrastructure requirements and the strategies which will be needed in order for the list to be finalised before planning permission can be granted.

Financial Implications

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

Legal Implications

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

Staffing Implications

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

Risk Management Implications

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

Consultations

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

Recommendations

52. Prior to final approval on 9th May 2005, Council is recommended to:
- a. authorise the emerging policy approach for the Cambridge Southern Fringe Area Action Plan to be subjected to independent sustainability / strategic environmental assessment; and
 - b. delegate to the Planning Portfolio Holder any material changes resultant from further information and to the Director of Development Services authority to approve any minor editing changes.

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

Core Strategy Preferred Options Report, SCDC, October 2004

Cambridge City Redeposit Draft Local Plan 2004

Cambridge Southern Fringe Area Action Plan, Preferred Options Report, SCDC/Cambridge City Council, October 2004.

Representations received in response to the above documents.

Agenda and Minutes of the meeting of the Council, 11th February 2005.

Contact Officer: Keith Miles –Planning Policy Manager
Telephone: (01954) 713181