



South  
Cambridgeshire  
District Council

Local Development Framework  
Site Specific Policies DPD

# Responding to a Housing Shortfall

DRAFT

October 2008





Local Development Framework  
Site Specific Policies DPD

# Responding to a Housing Shortfall

Consultation Draft October 2008

**South Cambridgeshire District Council**

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Gareth Jones, BSc. (Hons), MRTPI – Corporate Manager  
(Planning and Sustainable Communities)

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South Cambridgeshire District Council on  
08450 450 500 or email [ldf@scambs.gov.uk](mailto:ldf@scambs.gov.uk)**

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## 1. PURPOSE OF THIS DOCUMENT

- 1.1 South Cambridgeshire District Council submitted the Site Specific Policies Development Plan Document (DPD) to the Secretary of State in January 2006, alongside a number of other plans which sought to identify how the requirement to deliver 20,000 dwellings in the District between 1999 and 2016 could be achieved. The plan was subject to Examination by independent Inspectors in late 2007 / early 2008, who concluded that there was currently only sufficient provision for 17,800 dwellings. They requested that the Council put forward their preferred sites for making up this shortfall, having undertaken comparative assessment and sustainability appraisal of site options and further public consultation.
- 1.2 This document is South Cambridgeshire District Council's response to the Inspectors' request. This is an additional, non-statutory stage in the plan making process. Further information on the background to the document and the housing shortfall is contained in Appendix 1.
- 1.3 The document sets out a small number of proposed new housing allocations and draft policies to be recommended to the Inspectors to make up the housing shortfall, subject to the outcome of public consultation.
- 1.4 It also sets out the process the Council has undertaken to arrive at those sites, including other sites considered and rejected by the Council.
- 1.5 The document includes a number of Appendices that provide greater context to the process and the proposed new allocations. It is supported by a separate full Technical Annex to provide a robust evidence base. The document is also accompanied by a Supplement to the Final Sustainability Report, which tests the sustainability of the site options considered.

## 2. APPROACH TO MEETING THE HOUSING SHORTFALL

- 2.1 The Council has undertaken a number of areas of work in order to inform its preferred sites for making up the housing shortfall. Each of these steps is explored in detail in an appendix to this document, and in some cases further detailed information is provided in a Technical Annex which has been published as a separate document.
  - Background and the Housing Shortfall (Appendix 1)
  - Updating Housing Land Supply (Appendix 2)
  - Consideration of the role of the Development Sequence (Appendix 3)
  - Identification of Site Options for Testing (Appendix 4)
  - Approach to Comparative Site Assessments (Appendix 5)
  - Assessment of Site Options (Appendix 6)
  - Draft Policies for the new Housing Allocations (Appendix 7)

- Revised Approach to Chesterton Sidings (Appendix 8)
- Sustainability Appraisal Summary Matrix (Appendix 9)

2.2 Part of the housing shortfall has come from a change in policy approach to the Chesterton Sidings (Cambridge Northern Fringe East) site, which can no longer be relied on for residential development. The Council has taken the opportunity to include a revised policy approach for the site in this public consultation document.

### **3. RESULTS OF UPDATING HOUSING LAND SUPPLY**

3.1 The 2,200 dwelling shortfall identified by the Inspectors was based on the housing land supply position as at the end of March 2007, which was the latest available at the examination hearing in November 2007. New housing sites built or granted planning permission since 1 April 2007 can contribute towards making up the shortfall and the Inspectors have confirmed that the land supply should be updated as part of this process.

3.2 The effect of updating land supply to end of September 2008 to take account of new planning permissions is to reduce the housing shortfall to **1470 dwellings** (see Appendix 2).

### **4. PREFERRED NEW SITES TO MEET THE HOUSING SHORTFALL**

4.1 Having tested to ensure that reasonable site options had been identified to comply with government regulations, the Council undertook a first stage assessment of the 35 sites identified to see if they passed fundamental planning considerations. Those that failed this 'Tier 1' assessment were rejected at this stage. The 16 sites that passed that first stage were then subject to full comparative 'Tier 2' assessment. The stages the Council went through to reach this point, including the full list of sites assessed and those that were rejected at the first stage, are set out in Appendices 4 and 5.

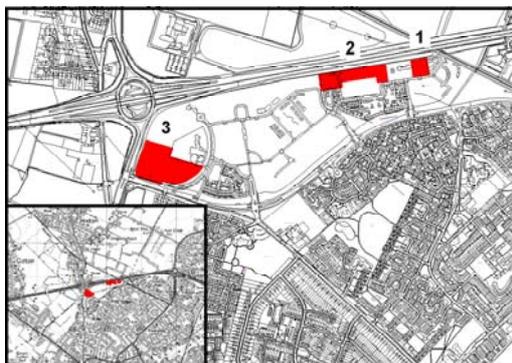
4.2 Appendix 6 includes summaries of the site assessments for the 16 sites and also the findings of independent Sustainability Appraisal to demonstrate that all relevant factors were taken into account in choosing the most appropriate sites to make up the housing shortfall. A coloured matrix that draws together the findings of the Sustainability Appraisal with regard to the site options is included at the end of this document in Appendix 9 and helps to demonstrate the relative sustainability of the sites tested, which broadly shows that sites in or on the edge of Cambridge are the most sustainable and that as sites move further down the sequence and away from Cambridge they get less sustainable with a greater number of poor scores against the sustainability

objectives. There are exceptions to this for site specific reasons, but the trend is clear.

- 4.3 The preferred sites to make up the 1470 dwelling shortfall have been chosen in order of the development sequence which focuses development within or on the edge of Cambridge and provides for only limited development in the rural area, an approach supported by the sustainability appraisals. Sites in Rural Centres would only be appropriate if suitable sites could not be identified higher up the sequence and then should have regard to the relative sustainability of the Rural Centre. Appendix 3 sets out the development sequence that informed the site selection.
- 4.4 The proposed housing allocations to make up the housing shortfall are listed below in the order of the development sequence, together with a brief description of the site, capacity by 2016 and a site map.

**Arbury Park – total 220 dwellings**

- Preferred Site 1: Parcel L2, Arbury Park**
- Preferred Site 2: Parcel Comm 4, Arbury Park**
- Preferred Site 3: Parcel Q and H.R.C.C, Arbury Park**



The sites lie within a wider area already allocated for development within the urban area of Cambridge and under construction. It is a sustainable location for development at the top of the search sequence.

Residential development on land previously intended for employment, mixed use and a heritage centre would comprise a change from the assumed uses in the Masterplan and is supported by the site owner. The site will still provide the planned services, facilities and open space to support the new neighbourhood.

The sites were not the subject of representations to the Site Specific Policies DPD, but do form reasonable alternatives and would be consistent with the current planning policies for the site.

The site lies adjacent to the A14 and key issues in masterplanning will be noise and air quality. Development would most likely require the permanent retention of a greater length of the temporary noise barrier than currently required but would provide an opportunity to seek improved design and materials.

Transport capacity in the A14 and the local network will also be an issue for timing of delivery but it is anticipated the sites could all come forward by 2016.

Rather than a completely new policy, Policy SP/1 in the submission Site Specific Policies DPD could be amended to provide a better context for considering additional housing proposals.

The 3 sites would provide 220 dwellings towards the housing shortfall, leaving a residue of 1250 dwellings.

**Preferred Site 4: North West Cambridge  
Area Action Plan – 550 dwellings**

The North West Cambridge Area Action Plan (AAP) is at the top of the search sequence. It is in a location identified in the Cambridgeshire Structure Plan 2003 for development for predominantly Cambridge University related uses.



An AAP has been prepared jointly with Cambridge City Council and was submitted to the Secretary of State in May 2008, with examination hearings programmed to take place in November / December 2008. It includes the allocation of this site for various uses including 2000-2500 dwellings across the whole site in both districts.

The site allocation cannot be changed through the Site Specific Policies DPD process. However, it forms part of the suite of plans that form the South Cambridgeshire Local Development Framework and which must be taken together when considering housing land supply. The Inspectors have confirmed that the housing provision in the district from the AAP should be taken into account in meeting the housing shortfall.

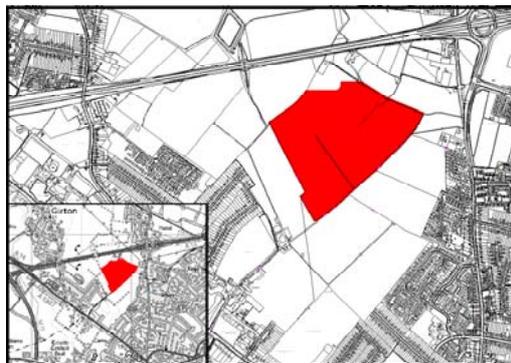
The comparative site assessment and sustainability appraisal confirm that the site is a sustainable location for development and although it is recognised that it will have an adverse impact on the Green Belt, this factor was accepted as part of its identification in the Structure Plan but it was concluded that the needs of the University were so important nationally and to the Cambridge Sub Region that development should take place. The site proposed to be allocated in the Submission AAP strikes an appropriate balance between addressing the needs of the University as far as is possible within the context of retaining a workable Green Belt setting for Cambridge.

The AAP housing trajectory assumes that 550 dwellings will be delivered in South Cambridgeshire by 2016. No action is required through the Site Specific Policies DPD.

This leaves a residual housing shortfall of 700 dwellings.

**Preferred Site 5: Land between Huntingdon Road, Histon Road and the A14, North West Cambridge (Council's revised site boundary) – 920 dwellings**

Land between Huntingdon Road and Histon Road is identified in the Structure Plan as a location where land is to be removed from the Green Belt for housing. Land is allocated within the Cambridge City Council out as far as the administrative boundary for housing development. The site in South Cambridgeshire would form an extension to that site.



At the examination, the Council argued that the land in its area performs a Green Belt function in contributing to the setting of Cambridge and preventing coalescence between Cambridge and Girton village and also with Histon & Impington village. However, in the context of an identified housing shortfall, the Council has reviewed its position and concluded that given the location of the site at the top of the search sequence, if a site can be identified that retains an acceptable Green Belt setting to Cambridge and ensures that there is not coalescence with the necklace villages, that would be the most appropriate location for a new housing allocation.

The site promoted by the developer at the examination cannot be accepted by the Council as achieving those objectives and in response to a specific request by the Inspectors, the Council's officers put forward an alternative site boundary that sought to address the concerns. The site will have some impact on the Green Belt and separation from the necklace villages, but it is considered that the level of impact is at an acceptable level in the context of a housing supply that must be met and having regard to the development sequence and the comparative merits of the site over the alternative options.

There is a high level of need for Gypsy and Traveller accommodation in the District. The Council is preparing a separate DPD to address those needs on a district wide basis. However, the Regional Spatial Strategy Single Issue Review: Planning for Gypsy and Traveller Accommodation in the East of England was submitted in February 2008 and includes a draft policy which requires local authorities to make provision in DPDs and specifically to make provision when opportunities present themselves in respect of new major developments. This site would be a major development and the Council considers that the site has potential to include provision for Gypsy and Traveller pitches. This also takes account of government guidance that demonstrates how sites can be successfully integrated with urban developments. This allocation provides an opportunity to provide a site, of around 8 pitches, as part of the affordable housing provision.

A key issue relating to this site is the timing of delivery given the lack of capacity of the A14 to accommodate traffic generated by new housing on this site ahead of the completion of the A14 Ellington to Fen Ditton Improvements. The Council has liaised with the Highways Agency on the anticipated timing of the improvements. The Highways Agency is working

towards publishing draft Orders for the scheme in Spring 2009, starting construction in late 2010, and completing construction of the entire scheme by mid 2015. They anticipate making a decision on the preferred phasing of works by the end of 2008. If they are able to undertake the 2 sections from Bar Hill to Histon and Histon to Fen Ditton at the same time, this would mean the part of the improvements most relevant to this site being opened as early as the end of 2012. If the sections have to follow one after the other in order to minimise disturbance to road users, the relevant sections may not be open until mid 2015.

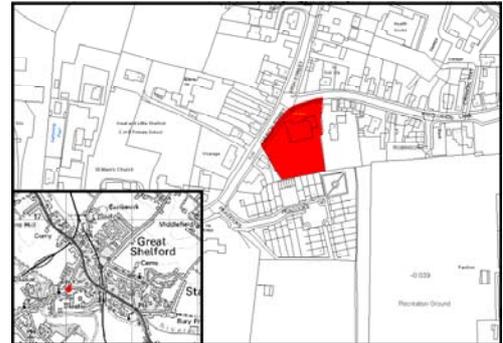
There are therefore two scenarios for housing supply from this site that will not be known until after the public consultation period. Both scenarios will be taken into account. If the earlier completion of the A14 improvements is pursued (the best case scenario), the site would yield 810 dwellings by 2016. If the later completion date is chosen (the worse case scenario), the yield would be 270 dwellings by 2016.

This site would be a new allocation in the Site Specific Policies DPD, and therefore require a new policy.

Under the best case scenario the housing shortfall would be fully met with a surplus of 110 dwellings. Under the worse case scenario there would be a residual shortfall of 430 dwellings.

**Preferred Site 6: Powells Garage, Woollards Lane, Great Shelford – 20 dwellings**

Rural Centres are at the bottom of the search sequence, although Great Shelford & Stapleford is the second most sustainable of the five Rural Centres. This brownfield site lies within village framework at the heart of a Rural Centre, therefore residential development would be consistent with policy. Any development proposal would need to demonstrate that it would protect and enhance the character and appearance of the Conservation Area.

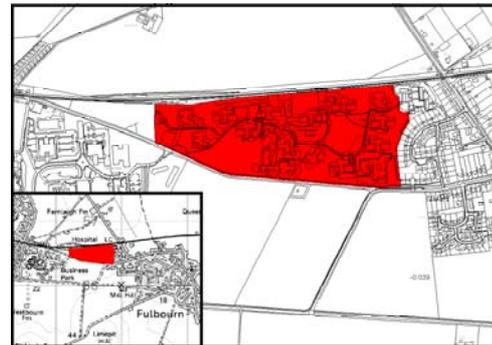


This site would be a new allocation in the Site Specific Policies DPD, and therefore require a new policy. Whilst the contribution from allocation of this site to the shortfall would be small, it would help to provide additional housing under the worse case scenario for the site in NW Cambridge if development is delayed by the timing of the A14 Improvements.

Under the best case scenario the surplus would increase to 130 dwellings. Under the worse case scenario there would be a residual shortfall of 410 dwellings.

**Preferred Site 7: *Ida Darwin Hospital, Fulbourn – 250-275 dwellings***

The designation of the site as part of a Major Developed Site in the Green Belt together with Fulbourn Hospital offers some potential for redevelopment within the requirements of the policy.



The Mental Health Trust proposes to relocate the majority of its health care uses on the Ida Darwin site to improved facilities on the Fulbourn Hospital site. The Ida Darwin site would be redeveloped for housing on a smaller part of the site adjacent to Fulbourn village framework. Whilst it would not technically be an extension to the village, it has the benefits of access to the services and facilities in the Rural Centre and accessibility to Cambridge.

Development would need to be carefully designed to protect the setting of Cambridge but also has potential to enhance the separation of Cambridge with the necklace village of Fulbourn by consolidation of the built footprint to the eastern part of the site and the relocation of some of the footprint to the Fulbourn Hospital part of the Major Developed Site.

This site would be brought forward through a specific policy in the Site Specific Policies DPD. Whilst this development could come forward consistent with the district wide policy for Major Developed Sites in the Green Belt in the Development Control Policies DPD, allocation of the site through a special policy gives more certainty to the Mental Health Trust and also clarifies the contribution the site can make to towards meeting the housing shortfall. It is anticipated that 215 dwellings can come forward by 2016.

Under the best case scenario the surplus would increase to 345 dwellings. Under the worse case scenario there would be a residual shortfall of 195 dwellings.

## **ADDITIONAL SUPPLY**

- 4.5 The Council considers that as a result of the comparative site assessments and the sustainability appraisals, there are no further sites that are suitable for allocation.
- 4.6 Under the best case scenario identified for the site between Huntingdon Road and Histon Road the housing shortfall will be fully met and a surplus of 345 dwellings has been identified. This is likely to increase by the time the Council makes a final decision on the sites to recommend to the Inspectors by virtue of further supply that will come forward through further planning permissions.
- 4.7 Under the worse case scenario, the residual shortfall is only 195 dwellings. As identified in Appendix 2: Updating Housing Land Supply, there are pending applications and known pre-application discussions that, without prejudice to the determining of those applications, could result in up to 350 dwellings being granted planning permission by the time the Council makes a final decision on the additional housing allocations to recommend to the Inspectors following public consultation.

## **CONCLUSIONS ON LAND SUPPLY**

- 4.8 The Council considers that the additional housing provision identified above is appropriate to meet the housing shortfall. The Highways Agency's decision on the phasing of the A14 Improvements is necessary to fully reach a firm conclusion on supply, however under both the best and worst case scenarios the Council considers that it is reasonable to assume that the housing shortfall will be fully met by the time the Council makes a final decision on the sites to recommend to the Inspectors.

## **5. DRAFT POLICIES**

- 5.1 The Council has prepared draft policies and supporting text for each of the proposed new housing allocations to be included in the Site Specific Policies DPD and they have been subject to Sustainability Appraisal. Following public consultation they will be submitted to the Inspectors with the preferred sites. The policies are contained in Appendix 7.

## **6. REVISED APPROACH TO CHESTERTON SIDINGS**

- 6.1 Part of the housing shortfall is as a result of a change in approach at Chesterton Sidings (Cambridge Northern Fringe East), such that it can no longer be relied on to provide residential development. The policy in the draft Site Specific Policies DPD therefore needs to be changed. The Council is

taking the opportunity provided by this public consultation to include policy revisions and supporting text for Chesterton Sidings which continue to safeguard the site for a railway station and interchange facility, and highlight the need for a new planning framework for the area to be prepared jointly with Cambridge City Council and Cambridgeshire County Council. This is contained at Appendix 8.

## **7. SUSTAINABILITY APPRAISAL SUPPLEMENT**

- 7.1 Independent consultants have carried out sustainability appraisal of the 16 sites subject to full assessment. They have also appraised the draft policies prepared by the Council for the proposed new sites and the revisions for Chesterton Sidings. In addition they considered the cumulative effects on the sustainability objectives of the Council's preferred sites when taken together with the rest of the Site Specific Policies DPD. This is all provided in a Supplement to the Final Sustainability Report, which accompanies this document..

## **8. PUBLIC CONSULTATION**

- 8.1 The Housing Shortfall document, together with the Technical Annex and Supplement to the Final Sustainability Report are now the subject of a 6 week period of public consultation from xxxx to xxxx 2008. Representations are invited, either in support of or objecting to the proposed additional housing allocations set out in the document. You may also make representations on the process undertaken by the Council and the rejected sites.

## **9. NEXT STEPS**

- 9.1 Following public consultation the Council will undertake a further update of land supply and consider representations received before making a decision on the final preferred sites and policies to propose to the Site Specific Policies DPD Examination Inspectors.
- 9.2 The Inspectors will then decide how to progress their consideration of the housing shortfall and may hold further hearings before publishing their report which is binding on the Council. If they find the plan to be sound with changes, including addressing the identified housing shortfall, the Council can then progress to adoption of the Site Specific Policies DPD.



## APPENDIX 1

### BACKGROUND AND THE HOUSING SHORTFALL

#### BACKGROUND

- 1.1 The Site Specific Policies DPD was submitted to the Secretary of State in January 2006 as one of a set of Local Development Framework Documents prepared by South Cambridgeshire District Council to respond to the Regional Plan 2000 (RPG6) and the Cambridgeshire and Peterborough Structure Plan 2003. The other five DPDs have been subject to examination and have all been found “sound” and have been adopted by the District Council. These were:
- South Cambridgeshire Core Strategy (adopted January 2007)
  - Development Control Policies DPD (adopted July 2007)
  - Northstowe Area Action Plan (adopted July 2007)
  - Cambridge Southern Fringe Area Action Plan (adopted February 2008)
  - Cambridge East Area Action Plan (prepared jointly with Cambridge City Council, adopted February 2008)
- 1.2 The Plans were some of the first plans submitted under the then new Local Development Framework system of plan making. It had been anticipated that the plans would all be examined and reported on together. However, the Inspectors wished to examine and report on the plans in turn. This resulted in a significant period between submission of the Site Specific Policies DPD and the hearings part of the examination, which started on 27 November 2007. When the plan was submitted, the Council was confident of there being adequate housing land supply made through the three Area Action Plans submitted at the same time and a fourth Area Action Plan for North West Cambridge was also being prepared. These responded to the Structure Plan which set out an urban focussed strategy to provide sustainable forms of development that was focused on a limited number of major developments located on the edge of Cambridge and the new town of Northstowe. There was intended to be very limited development in the market towns and larger villages in the rural area. That development strategy is now enshrined in the South Cambridgeshire Core Strategy DPD and the East of England Plan 2008 (which supersedes RPG6).
- 1.3 The role of the Site Specific Policies DPD when it was submitted was very much a “rounding up” plan that rolled forward a limited number of housing allocations from the Local Plan 2004 and provided policies for a small number of allocations for other uses. It was not intended to make any significant new housing allocations, and in view of the adequate land supply situation at that time focusing on the strategic locations identified in Policy P9/2c of the

Structure Plan (a “saved” policy, which means it still applies), the plan making process did not need to carry out an assessment of alternative sites.

- 1.4 With the passing of time, there has been a change in circumstances, and following consideration of objections and the soundness of the DPD through the examination hearings held between November 2007 and March 2008, the Inspectors holding the examination wrote to the Council on 14 March 2008 (see Technical Annex, Chapter 1, letters 1 and 2) to advise that they had identified a shortfall of housing land in the district and that without steps to make up that shortfall, the plan would be found “unsound”. They asked the Council to undertake a comparative assessment of Objection Sites (sites put forward by objectors to the plan) and to undertake sustainability appraisal and carry out public consultation. Under the legal requirements of the plan making process, this would need to be carried out before the Inspectors could include any new allocations in their report, which is binding on the Council.
- 1.5 If the Council had not co-operated with the Inspectors’ request, it would have left the Council in a vulnerable position with a known inadequate supply of housing land and having to start the plan making process afresh. This would be likely to result in a period of several years where speculative planning applications for housing development would be received for unallocated land that may not be the most appropriate sites for development and potentially in unsustainable locations, but there could be pressure to grant planning permission either by the Council or through planning appeals to meet the district’s housing requirement, a situation known colloquially as “planning by appeal”. As such, the Council has responded positively to the Inspectors’ request. A letter of 22 April (see Technical Annex, Chapter 1, letter 3) set out the process the Council intended to undertake, which was agreed by the Inspectors in their letter of 25 April (see Technical Annex, Chapter 1, letter 4). The Council has now undertaken the work and has prepared this consultation document.

## THE HOUSING SHORTFALL

- 1.6 The Core Strategy requires the provision of 20,000 new dwellings in the period 1999-2016, a requirement carried forward from the Structure Plan 2003. In their report on the Core Strategy examination, the Inspectors concluded there was a shortfall in housing land of 1,000 dwellings, mainly as a result of the development of the new town of Northstowe not coming forward quite as quickly as had been predicted at the time the plan was submitted.
- 1.7 At the Site Specific Policies examination, the Inspectors held a housing land supply hearing to update the position on housing land supply. The Inspectors’ letters of 14 March 2008 (there were two) advised that they had concluded there was by then a housing shortfall of 1,600 dwellings. In response to a question from the Council in its letter of 22 April, the Inspectors

clarified that this was as result of taking a slightly more conservative estimate of housing supply at Northstowe than in the Northstowe Area Action Plan and because they concluded that there should no longer be a windfall allowance, having regard to the publication of PPS3 on Housing since the submission of the plan which advises that windfalls should not normally be taken into account in land supply. They provided a draft extract from their report attached to their letter of 25 April 2008 which clarifies that the Inspectors have accepted the other housing allocations in the plan.

- 1.8 The Council subsequently advised the Inspectors by letter on 22 May (see Technical Annex, Chapter 1, letter 5) that there has been a change in circumstances with regard to Cambridge Northern Fringe East where a recent consultants report confirms that the relocation of the Cambridge Sewage Treatment Works to make way for redevelopment of the area for housing-led development is not financially viable. Further, Network Rail has also announced its intension to retain a large part of Chesterton Sidings for train stabling. As such, it is not sound to rely on the proposed housing allocation for 600 dwellings at Chesterton Sidings, the part of the area in South Cambridgeshire. This therefore increased the housing shortfall to 2,200 dwellings. The Inspectors confirmed by letter on 2 June (see Technical Annex, Chapter 1, letter 6) that the Council's work should be with a view to making up this increased housing shortfall.



## APPENDIX 2

### UPDATING HOUSING LAND SUPPLY

- 2.1 The identified 2,200 dwelling shortfall was based on the housing land supply position as at end March 2007. Previously, housing land supply assessments included a windfall allowance, which predicted the number of dwellings that could be relied on to come forward on unidentified sites on an annual basis over the remaining years of the plan period having regard to past trends and an understanding of the way housing is delivered in the district. Whilst this has proven to be a very reliable as a source of housing, due to changes in government policy on the way housing provision is calculated it can no longer be included unless a Council is able to provide robust evidence of genuine local circumstances that prevent specific sites being identified. The Council sought to demonstrate that a windfall allowance should continue to be included in land supply assessments because of the practical difficulties of identifying specific sites in a predominantly rural district. However, this has not been accepted by the Inspectors and the removal of the windfall allowance forms a significant part of the housing shortfall.
- 2.2 Nevertheless, new housing built or granted planning permission since 1 April 2007, the date on which the 2,200 dwellings shortfall is based, will contribute towards making up the shortfall. Previously this would have replaced the windfall allowance as time passed. The Council set out its proposed approach to meeting the housing shortfall in its letter to the Inspectors (Technical Annex, Chapter 1, Letter 3). This included an updating of housing supply to end March 2008. The Inspectors confirmed that they are satisfied with the outline of the process given by the Council (Technical Annex, Chapter 1, Letter 4).
- 2.3 A Housing Land Supply Update has been prepared to inform the additional housing supply that should be taken in to account in meeting the housing shortfall (Technical Annex, Chapter 2). This comprises two sources:

#### **A. HOUSING LAND SUPPLY UPDATE TO 31ST MARCH 2008**

- 2.4 Housing monitoring is undertaken on an annual basis using the 12-month period 1 April to 31 March. Table 1 below summarises the overall position on housing land supply. It includes the various components of housing land supply: completions, planning permissions and housing allocations.
- Column (a) looks at supply at the end March 2007 as set out in the Council's Statement of Housing Land Supply September 2007 (Reference Document RD/H/14) and the LDF Annual Monitoring Report 2007 (Reference Document RD/Mon/12).
  - Column (b) revises supply to take account of the Inspectors' draft report which is consistent with their conclusion that there was a housing shortfall at that date of 2,200 dwellings.

- Column (c) updates the position to take account of completions and planning permissions as at end March 2008 (using the same methodology for these sources as accepted by the Inspectors in their draft Report attached to their letter of 25 April 2008, see Technical Annex, Chapter 1, letter 4).

2.5 The housing land supply update to end March 2008 concludes that the some **560 dwellings** through completions or permissions have already contributed to meeting the housing shortfall, which has the effect of reducing the shortfall to **1,640 dwellings** (rounded).

**Table 1: Housing Land Supply March 2007, Inspectors' Update, and March 2008**

	a	b	c
	SHLS – based on March 2007	Inspectors Update – based on March 2007	Shortfall Update – based on March 2008
Completions 1999 ...	6,016	6,016	7,365 * <sup>1</sup>
Northstowe	4,150	3,750	3,750
Urban extensions (CE, CNF East, CSF)	3,280	2,680* <sup>2</sup>	2,680
Unimplemented planning permissions * <sup>3</sup>	3,786	3,841* <sup>4</sup>	3,149
Forecast windfalls	852	0	0
Additional development at Cambourne	950	950	950
Rural settlement allocations (without planning permission)	100	100	0* <sup>5</sup>
Draft Site Specific Policies DPD allocations (Bayer CropScience & Papworth West-Central)	337	467* <sup>6</sup>	467
North West Cambridge * <sup>7</sup>	400	0	0
<b>TOTAL</b>	<b>19,871</b>	<b>17,804</b>	<b>18,361</b>
<b>Shortfall</b>	<b>-129</b>	<b>-2,196</b>	<b>-1,639</b>

Notes:

- \*1 The number of dwellings completed between 1999 and 2007 has been revised by the Research & Monitoring team at Cambridgeshire County Council as part of their ongoing assessment of data. The revised total for 1999-2007 is 6,074 dwellings; 1,291 dwellings were completed in 2007-2008.
- \*2 Reflects loss of 600 dwellings from Cambridge Northern Fringe East (Chesterton Sidings).
- \*3 Small sites not under construction have been discounted by 10% discount to allow for any that may not come forward for development.
- \*4 Includes additional 55 dwellings at Papworth Everard (Summersfield) resulting from Reserved Matters approved December 2007.
- \*5 Allocation at Bannold Road Waterbeach received outline planning permission in May 2007, and becomes an unimplemented consent.
- \*6 Bayer Cropscience site planning application submitted for 380 dwellings, Planning Committee (3 October 2007) resolved to grant planning permission. An additional 130 dwellings above the 250 referred to the submission Site Specific Policies DPD.
- \*7 North West Cambridge AAP included in Statement of Housing Land Supply September 2007. Excluded by the Inspectors in their assessment of shortfall. Now addressed as a separate site that will contribute to making up the shortfall.

## B. HOUSING LAND SUPPLY UPDATE FROM 1ST APRIL 2008 TO 30TH SEPTEMBER 2008

- 2.6 Since new permissions for housing development now contribute directly to housing supply (as opposed to replacing a windfall allowance), it is relevant to take account of new planning permissions granted up to the time that any new allocations are made to make up the shortfall. Whilst this further updating was not included in the Council's letter to the Inspectors setting out the process, it follows the same principle as an update to March 2008, which has been accepted by the Inspectors.
- 2.7 The housing land supply position should therefore continue to be updated during the course of public consultation and up to the time the Council formally decides the sites it will recommend to the Inspectors to make up the 2,200 dwellings shortfall. The Inspectors may also request an update after that time, and depending on the timeframe for the Inspectors considering the outcome of the Council's process and recommended sites, a full update of supply to the end March 2009 may be available. For the purposes of this document, a 6 month update to end September is provided. This adds a total of 170 dwellings (rounded) towards the housing shortfall and has the effect of reducing the shortfall to **1470 dwellings** (rounded).

Source	Description	Dwgs
Planning Permissions Granted	Sites where planning permission has been granted	82
Planning Applications where decision to grant planning permission for 9 Dwellings or above awaiting s106	Estate level sites where the Council's Planning Committee has considered the site and resolved to grant permission subject to resolving remaining issues, such as a section 106 agreement	86
<b>Total</b>		<b>168</b>

2.8 Two further potential additional sources of supply will be considered through the planning application process, and their inclusion in this report should not be taken as any indication of support from the Council pending the conclusion of that process. They are included for information of the scale of applications in the pipeline that may have been determined by the time the sites to make up the shortfall are decided.

Source	Description	Dwgs
Pending Planning Applications for 9 Dwellings or above	Planning applications submitted to the District Council that have yet to be determined	179
Other large sites at Pre Application Stage	Other known sites where a planning application is anticipated	170
<b>Total</b>		<b>349</b>

## APPENDIX 3

### CONSIDERATION OF THE ROLE OF THE DEVELOPMENT SEQUENCE

- 3.1 The Core Strategy 2007 sets out in Policy ST/2 the preferred sequence for new housing development in South Cambridgeshire that focuses development on Cambridge consistent with the strategy for the Cambridge Sub Region included in the Cambridgeshire Structure Plan 2003 and now incorporated in the East of England Plan 2008 (the Regional Spatial Strategy). The top of the sequence in the Core Strategy is the edge of Cambridge, although the East of England Plan has land within the built up area of Cambridge as the top of the sequence. The second preference is the new town of Northstowe. The rural area in Rural Centres and other villages is the final stage in the sequence. The Core Strategy supporting text emphasises that the Strategy is one of concentrating development on Cambridge through a number of urban extensions to the city and at the new town of Northstowe whilst the strategy allows for only limited development to meet local needs in Rural Centres and other villages.
- 3.2 The Core Strategy makes clear that there is a hierarchy of rural settlements and that the Rural Centres are at the top of that hierarchy and are the most sustainable locations for development. There are a number of Objection Sites at Rural Centres that would go well beyond the housing shortfall and as such, it is appropriate that the consideration of reasonable site options does not proceed beyond the Rural Centres. This has been agreed in correspondence with the Inspectors.
- 3.3 The identification of Objection Sites to be subject to comparative assessment must therefore be consistent with the East of England Plan and the Core Strategy development sequence, and will therefore be sites at:
- a. within the urban area of Cambridge, followed by
  - b. the edge of Cambridge, followed by
  - c. the Rural Centres, as the most sustainable villages in the rural area and top of the rural settlement hierarchy.
- 3.4 Whilst the second stage in the Core Strategy sequence is the new town of Northstowe, there are no objection sites at Northstowe in relation to the Site Specific Policies DPD and in any event, there is no realistic potential for it to provide further dwellings in the plan period. Due to the long lead times for very large development sites, even the reserve land identified by the Inspectors could not be brought forward any quicker than the allocated site.
- 3.5 To assist with the comparative assessment of sites to make up the housing shortfall, it is relevant to consider whether there is any distinction to be made

between the five separate Rural Centres identified in the Core Strategy, in terms of their relative sustainability merits having regard to the location of the settlements and the overall aims of the development strategy.

- 3.6 The Council advised the Inspectors in Examination hearings that there is a distinction to be made both in terms of proximity / access to high order services in Cambridge and local sustainability within the specific settlement. An assessment of the Rural Centres has been made and is contained in the Technical Appendix at Chapter 4.
- 3.7 In terms of location, the five Rural Centres fall into two groups: those necklace villages that are located in very close proximity to Cambridge and within a distance that a significant number of trips could be made by cycle on road or cycle path, and those that are further from Cambridge and where only very keen cyclists would make the journey.
- 3.8 Each group can then be ordered on the basis of a combination of cycling distance and access to High Quality Public Transport services (HQPT, based on a 10 minute bus frequency and other requirements as defined by the DPDs). Whilst none of the Rural Centres fully meet the HQPT test at this time, several do so for the main part of the working week.
- 3.9 Looking at village services and facility information tends to reinforce a similar order to locational considerations, both in terms of the availability of shops and other services and facilities, and having regard to the presence of village colleges.
- 3.10 The assessment concludes that there is a distinction between Rural Centres having regard to location and services and facilities. Taking the East of England Plan and the Core Strategy sequences into account and the findings of the Rural Centre assessment, the ranking of settlements that will be included in the site assessments is:
- 1<sup>st</sup> Within the built up area of Cambridge
  - 2<sup>nd</sup> On the edge of Cambridge
  - 3<sup>rd</sup> Histon & Impington
  - 4<sup>th</sup> Great Shelford & Stapleford
  - 5<sup>th</sup> Fulbourn
  - 6<sup>th</sup> Sawston
  - 7<sup>th</sup> Cambourne

## APPENDIX 4

### IDENTIFICATION OF SITE OPTIONS FOR TESTING

#### OBJECTION SITES

- 4.1 The Inspectors have requested that the Council carry out a comparative assessment of Objection Sites (sites that objectors put forward in representations to the Submission Draft Site Specific Policies DPD).
- 4.2 They have also asked that the site proposed to be allocated in the Submission Draft North West Cambridge Area Action Plan (May 2008, prepared jointly with Cambridge City Council) be included in the comparative assessment. This is because it will contribute towards housing supply in South Cambridgeshire within the plan period to 2016 and the Area Action Plan is already at the Public Examination stage, with hearings proposed to be held starting on 25 November 2008. This means the finalising of both plans can come together such that the contribution to housing supply in South Cambridgeshire to 2016 from the North West Cambridge AAP site can be included in the identification of sites to make up the housing shortfall. The same Inspector team is responsible for both the Area Action Plan and the Site Specific Policies examinations. It should be made clear that the appropriate site boundary and housing capacity at North West Cambridge will be issues for the AAP examination and cannot be altered through the Site Specific Policies examination. The purpose of including it in the comparative assessment is to assist in the overall picture of housing supply and the relationship of that supply with the development sequence set out in the Core Strategy.
- 4.3 Taking account of the development sequence set out in the Core Strategy and discussed in the previous section, the Council advised the Inspectors in its letter of 22 April 2008 (Technical Annex, Chapter 1, Letter 3) that it intended to assess all Objection Sites that were on the edge of Cambridge or at a Rural Centre. The Council also advised that it intends to include in its assessment, any Objection Sites in other locations that would be consistent with policy, such as Major Developed Sites in the Green Belt. A list with maps was attached to the 22 April letter to the Inspectors that included all objection sites in these locations. The Inspectors commented in response (Technical Annex, Chapter 1, Letter 4) "at first glance, the list of sites is long, and includes some quite small sites and some that are within the Green Belt in areas well removed from those where Structure Plan policy P9/2c indicates that land for development should be considered for release from the Green Belt." Notwithstanding, the Council has used the long list in its assessment in order to ensure a holistic and consistent approach to the comparative assessment and a robust evidence base at this unusual additional stage in the plan making process.

## ANY FURTHER REASONABLE ALTERNATIVE SITE OPTIONS?

- 4.4 Whilst the Inspectors have asked the Council to undertake a comparative assessment of Objection Sites, the process being undertaken is effectively the sort of assessment that would normally be carried out at early in the plan making process to identify site options for consultation. It is a requirement of the plan making process that Sustainability Appraisal (SA) and Strategic Environmental Assessment (SEA) is carried out. These are normally combined in one process. A key part of that process is the testing of reasonable alternatives. At the time that the Site Specific Policies DPD was being prepared as part of a suite of six plans, there was adequate housing land supply across the district focusing on the strategic locations identified in the Structure Plan and addressed in Area Action Plans and there was no need to test other reasonable alternatives for housing allocations in the preparation of the Site Specific Policies DPD. As such, there was no evidence base that the Council could point to in order to assist in the comparative assessment of Objection Sites. Furthermore, there was no evidence base that the Objection Sites form the only reasonable alternative site options.
- 4.5 The Council has therefore tested whether there are other reasonable site options that should be included in the comparative site assessment in order to ensure that this process is robust and provides an appropriate evidence base for any recommendations made by the Inspectors in their binding Report.
- 4.6 There are two potential sources of additional reasonable alternative site options:

### A. Within or on the Edge of Cambridge

- 4.7 The development sequence focuses on provision of housing as close to Cambridge as possible and includes the edge of Cambridge as the top of the search sequence in South Cambridgeshire. The development sequence contained in the East of England Plan/Structure Plan includes land within the built up area of Cambridge as the first stage in the sequence. That is not included in the Core Strategy as it was not anticipated that there would be any further capacity in the limited parts of the built up area of Cambridge lying in the administrative area of South Cambridgeshire.
- 4.8 The Arbury Park development in the Cambridge Northern Fringe West already has planning permission and is under construction for 900 dwellings as part of a mixed use development. It includes commercial development on the northern edge of the site adjacent to the A14 in order to provide noise mitigation for the rest of the site and enable the noise barrier by the A14 to be removed in time and create a high quality edge to Cambridge. However, it has proven difficult to secure commercial development on the northern edge and developers are approaching the Council with proposals for residential development that would be in addition to the 900 dwellings with permission.

There is no need for commercial development within this area to secure a sustainable development as it is located on the edge of Cambridge and immediately adjacent to the Science Park, although it must clearly provide the necessary community services, facilities and open space to serve the new community. As such, it is reasonable to include as part of the comparative assessment, 3 known parcels within the development where developers have expressed aspirations for additional residential development. These sites are at the top of the search sequence in a category above the Edge of Cambridge category in the Core Strategy, but consistent with the East of England Plan sequence.

- 4.9 Cambridge is entirely surrounded by Green Belt with no areas of White Land in South Cambridgeshire adjoining the built up area. The East of England Plan does not propose a further strategic review of the Green Belt but confirms the strategic locations for Green Belt boundary revisions listed in the Cambridgeshire Structure Plan 2003. Planning Policy Guidance 2: Green Belts (PPG2) makes clear that the general extent of any Green Belt is to be established at a strategic level (now through the RSS). The Site Specific Policies DPD process at the local level therefore cannot identify new strategic locations for release from the Green Belt beyond those identified in the Structure Plan. It is the detail of boundary changes that are a matter for consideration in DPDs. PPG2 does however allow for other boundary changes of a non-strategic nature where exceptional circumstances necessitate such a revision. Any such new sites must not either individually or cumulatively affect the general extent of the Green Belt and be justified by exceptional circumstances.
- 4.10 PPG2 does not provide any guidance on what might constitute exceptional circumstances but they are likely to include material changes in circumstances on the ground such as new boundary features (e.g. a new road) and could include providing for sustainable development at a time of Green Belt review in non-strategic locations compatible with the purposes of the Green Belt provided that the same tests for the strategic review are met, i.e. small sites defined by strong boundaries on the ground which could be released without significant detriment to the purposes of the Cambridge Green Belt.
- 4.11 The Council can only consider other revisions of the inner boundary of the Green Belt around Cambridge where the existing built up area of Cambridge extends into South Cambridgeshire in a location other than those identified in the East of England Plan/Structure Plan. There are relatively few such locations that require assessment. They are tested in the Technical Annex at Chapter 7, Section A. The assessment concludes that there are no further sites on the edge of Cambridge that should be included in the comparative site assessment. As a matter of principle, Objection Sites on the edge of Cambridge that are not identified in the East of England Plan/Structure Plan have been included in the comparative assessment to provide a more detailed context for reaching a conclusion on their suitability for allocation.

## B. Rural Centres

- 4.12 In view of the development sequence set out in the Core Strategy, the principle is that new allocations to make up the housing shortfall should be made at the top of the sequence if suitable sites can be identified to meet the housing needs to 2016. It would only be appropriate to look to Rural Centres if adequate supply cannot be made at Cambridge.
- 4.13 There are several Objection Sites that comprise White Land on the edge of a Rural Centre. For completeness and to ensure a proper comparison of reasonable alternatives was undertaken, the Council tested whether there were any other areas of White Land on the edge of Rural Centres that were potentially suitable for allocation and that justified comparative assessment. The White Land assessment is included in the Technical Annex at Chapter 7, Section B. The assessments followed a similar format to the first part of the comparative site assessments but also looked at issues of impact on character and amenity to determine whether sites should move on to more detailed technical assessment. The assessment looked at 17 land parcels and concluded that the only site that warranted further assessment was land south of Manor Park, Histon. This site was put forward in representations to the Site Specific Policies DPD seeking its inclusion in the village framework of Histon, but did not specifically seek its allocation for housing and it is therefore not an Objection Site. The site was included in the comparative site assessment.
- 4.14 In terms of Green Belt sites on the edge of Rural Centres, consistent with national policy in PPG2, there would need to be exceptional circumstances demonstrated in order to release any land from the Green Belt. Whilst on the edge of Cambridge, as a matter of principle, it might be possible for there to be such exceptional circumstances because it is at the top of the search sequence, Rural Centres are at the bottom of the search sequence and it is unlikely that there will be exceptional circumstances for releasing land from the Green Belt if there are other suitable sites at Rural Centres on land that is not in the Green Belt. The only possible circumstances where this could arise is if there was a need to look to one of the Rural Centres that is significantly less sustainable than the others, such that it would be appropriate to carry out an assessment of potential Green Belt sites around more sustainable Rural Centres. An assessment of Green Belt sites at Rural Centres would therefore only need to be carried out if suitable new allocations could not be found higher up the settlement hierarchy, which has not proven to be the case and no such assessment has been undertaken.

### LIST OF SITE OPTIONS FOR COMPARATIVE ASSESSMENT

- 4.15 The result of looking at the above sources is that a total of 35 sites were identified and assessed. These are listed below and ordered by the

development sequence. Sites 1 to 16 were those that were subject to a full assessment having passed an initial Tier 1 stage, whilst sites 17 to 35 were those where there were found to be fundamental planning constraints and which therefore failed at the initial Tier 1 stage:

1	Within Cambridge	Parcel L2, Arbury Park
2	Within Cambridge	Parcel Com 4, Arbury Park
3	Within Cambridge	Parcel Q and H.R.C.C, Arbury Park
4	Edge of Cambridge	North West Cambridge AAP
5	Edge of Cambridge	Land between Huntingdon Road, Histon Road and the A14, North West Cambridge (Objection Site)
6	Edge of Cambridge	Land between Huntingdon Road, Histon Road and the A14, North West Cambridge (South Cambs
7	Edge of Cambridge	Land North of Barton Road
8	Edge of Cambridge	Land north of Fen Road, Milton (Greengates Piggeries)
9	Histon	Land south of Manor Park / Somerset Road
10	Great Shelford and Stapleford	Powell's garage, Woollards Lane
11	Fulbourn	The Ida Darwin Hospital
12	Fulbourn	Land between Teversham Road and Cow Lane
13	Cambourne	Land West of Cambourne
14	Cambourne	Land North of A428
15	Cambourne	Bourn Airfield (1)
16	Cambourne	Bourn Airfield (2)
17	Edge of Cambridge	Chesterton Fen, Milton
18	Edge of Cambridge	Land west of Fulbrooke Road, Grantchester
19	Histon and Impington	Land south of Clay Close Lane
20	Histon and Impington	Land north of the Holiday Inn
21	Great Shelford and Stapleford	Land at Cabbage Moor

22	Great Shelford and Stapleford	Land behind 34 - 60 Hinton Way
23	Great Shelford and Stapleford	Land at Mingle Lane / Hinton Way
24	Great Shelford and Stapleford	Land north of Gog Magog Way
25	Great Shelford and Stapleford	Land immediately south of Peacocks
26	Great Shelford and Stapleford	Land north west of 11 Cambridge Road
27	Great Shelford and Stapleford	North of Stonehill Road, South of Westfield Road
28	Fulbourn	Land west of Station Road / north of the Chantry
29	Fulbourn	Land at Home End
30	Fulbourn	Land either side of Hinds Loder (track)
31	Sawston	Land at 41 Mill Lane
32	Sawston	Land behind Whitefield Way
33	Sawston	Land at 64 Cambridge Road
34	Sawston	Land at Deal Grove
35	Cambourne	Land to the North of the A428 and East of the A1198

## APPENDIX 5

### APPROACH TO COMPARATIVE SITE ASSESSMENTS

- 5.1 In order to provide a rigorous comparative assessment of site options, the Council prepared a set of Site Assessment Criteria contained in a standard pro forma used for all the assessments. In addition to the normal examination hearings, the Inspectors have also held a Technical Hearing for the NIAB Objection Site in North West Cambridge and have wanted to explore a number of technical issues in some detail and have indicated a need to have a relatively high degree of certainty that a site can be delivered as a matter of principle and the level of development that can be delivered in the plan period to 2016.
- 5.2 In order to treat all alternative sites equally, the Site Assessment Criteria have sought to provide a level of detail that will enable the Council, and in turn the Inspectors, to make informed decisions on the most appropriate sites to allocated to make up the housing shortfall.
- 5.3 The Site Assessment Criteria take the broad format as set out below. A full pro forma and explanation of each criteria is set out in the Technical Annex at Chapter 3. It also sets out how the assessment criteria link to the Sustainability Objectives.

#### SUMMARY OF SITE ASSESSMENT APPROACH

- Overview – this includes a site description, the nature of the proposal and dwelling capacity.
- Tier 1: Strategic Considerations – this comprises a number of fundamental planning considerations. These include matters such as being located in Flood Zones 2 or 3, or being located in the Green Belt at a Rural Centre. Failure to pass on any one of the criteria would mean that a site cannot be considered as a reasonable alternative site for development and does not undergo further assessment.
- Tier 2: Site Specific Criteria – this is divided into 3 sections:

Section A	Factors such as the relative sustainability of the location and access to services, facilities and public transport and potential to improve that situation
Section B	Includes Development Plan designations and a range of planning and environmental constraints
Section C	Considers planning constraints and delivery issues.

- Conclusion – the assessment of each site ends with the overall merits of the site.

## **SUSTAINABILITY APPRAISAL OF THE SITE OPTIONS**

- 5.4 The site options that might be found to be reasonable options for allocations to make up the housing shortfall must be subjected to Sustainability Appraisal. The Council appointed consultants Scott Wilson Ltd to undertake the appraisals for consistency with the Final Sustainability Report that accompanied the Submission Site Specific Policies DPD. The first stage of their work was to carry out sustainability appraisals of the reasonable site options, which comprise the 16 sites that passed the initial Tier 1 assessment against fundamental planning constraints and were subject to full comparative assessment.
- 5.5 in order to integrate the planning assessments and sustainability appraisals and to minimise overlap, the Council's Site Assessment Criteria had regard to the Sustainability Objectives contained in the SA Scoping Report and used in the original DPD Sustainability Appraisals to ensure that the necessary information would be available to inform the appraisals. An alternative version of the Site Assessment Criteria pro forma is included in the Technical Annex at Chapter 3 which is ordered according to the Sustainability Objectives and demonstrates which assessment criteria are linked to which sustainability objective.
- 5.6 The findings of the sustainability appraisals of the individual sites that are contained in the Supplement to the Final Sustainability Report are shown together in a coloured summary matrix contained in Appendix 9. This provides a helpful overview of the relative sustainability merits of the sites. The summaries of the comparative site assessments in the next section include a summary of the sustainability appraisal findings in order to draw together the two processes.

## APPENDIX 6

### ASSESSMENT OF SITE OPTIONS

6.1 A total of 35 site options have been subject to comparative assessment (see list in Appendix 4). They are drawn from 3 sources as set out earlier in this document, comprising:

- Sites within the built up area of Cambridge
- Objection Sites that are:
  - on the edge of Cambridge
  - at Rural Centres
  - at a Major Developed Site in the Green Belt
- White Land on the edge of a Rural Centre

6.2 Of the 35 sites assessed, 19 sites failed at the Tier 1 Strategic Considerations assessment and 16 were subject to a full comparative site assessment. The list is ordered with those sites that have been subject to full assessment first, followed by those that failed at tier 1. Within each group, they are listed in the order of the development sequence set out in the Core Strategy. However, this has been refined to include a further stage at the top of the sequence for land within the built up area of Cambridge, consistent with the East of England Plan. The sites at Rural Centres have been ordered to take account of the relative sustainability of the settlement as discussed above.

#### REJECTED SITES

6.3 19 sites failed at the Tier 1 Strategic Considerations assessment and are not considered as reasonable site options for further consideration to make up the housing shortfall (sites 17-35). They are therefore rejected. The assessments are included in the Technical Annex at Chapter 6.

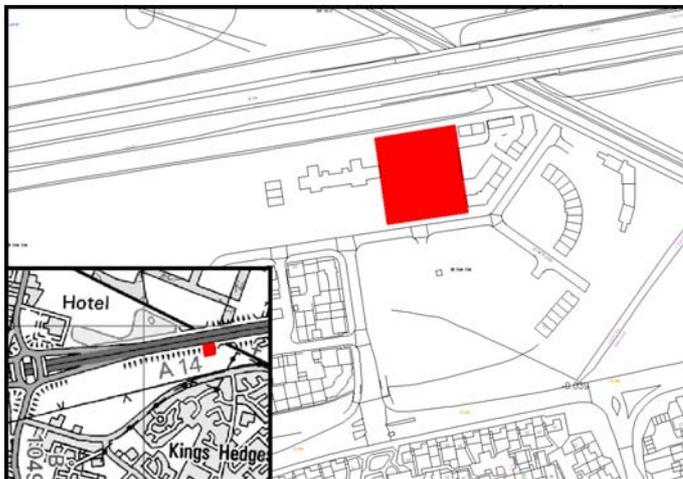
#### SITES SUBJECT TO FULL COMPARATIVE ASSESSMENT AND SUSTAINABILITY APPRAISAL

6.4 The full comparative assessments of the 16 sites that passed Tier 1 are included in the Technical Annex at Chapter 5. The Council carried out consultation with a number of key stakeholders in the preparation of the assessments, in particular with the Highways Agency, the local highway authority, the local education authority, the Environment Agency, and with various services within the Council, including Environmental Health and New Communities. Their advice is incorporated into the assessments.

6.5 A summary of the assessment findings for each of these sites is set out below. They include a summary of the sustainability appraisal to draw together these elements of work. A conclusion is then reached about the

suitability of the site for housing to contribute towards meeting the housing shortfall.

### Site 1: Parcel L2, Arbury Park



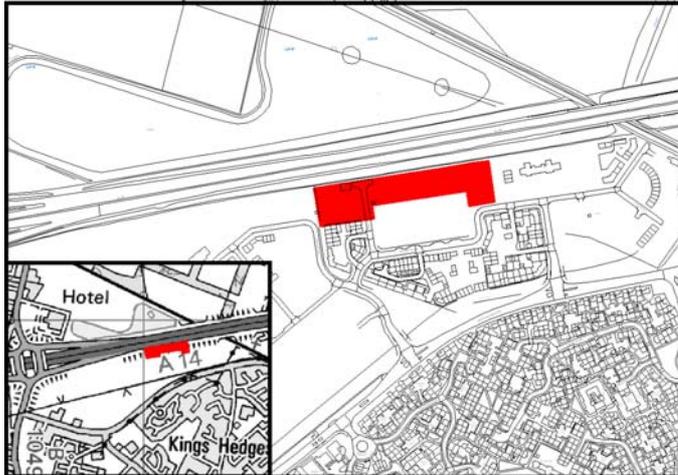
**Location:** Within built up area of Cambridge

**Summary of assessment:** This site forms part of a wider area already allocated for development and under construction. It will form part of the urban area of Cambridge. It is a sustainable location for development at the top of the search sequence in the Structure Plan and East of England Plan. As Arbury Park is within the urban area, it is higher in the sequence than any other site options in South Cambridgeshire. Residential development would comprise a change from the assumed mixed use development in the Masterplan and is supported by the site owner. The site lies adjacent to the A14 and key issues in masterplanning will be noise and air quality. Approximately a quarter of the noise barrier is now required to be retained permanently at this end of the Arbury Park site by virtue of residential development immediately to the west, which would also provide mitigation for this site. Air quality will be investigated further at the planning application stage. Should prevailing conditions mitigate against immediate development of the whole site, development would have to await the completion of the A14 upgrade but in any event would be completed by 2016. Transport issues and highway capacity also need further investigation at the planning application stage albeit that this development would be a replacement for the previously assumed mixed uses. However, even if there are traffic constraints on development before implementation of the A14 improvements it is envisaged that the development could be completed by 2016. The site together with site 2 has been subject of a recent planning appeal and the result will inform the housing shortfall process.

**Summary of Sustainability Appraisal:** The site forms part of a wider allocation appraised in the Final Sustainability Report. It is in a sustainable location in terms of good access to services, facilities, employment and good public transport. It will be important to ensure that there will be no risk to health and well-being as a result of exposure to noise and air pollution.

**Conclusion:** Subject to air quality issues being resolved before or after the upgrade of the A14, this site at the top of the search sequence is suitable for allocation for residential use, through amendments to the existing policy for Arbury Park.

## Site 2: Parcel Com 4, Arbury Park



**Location:** Within built up area of Cambridge

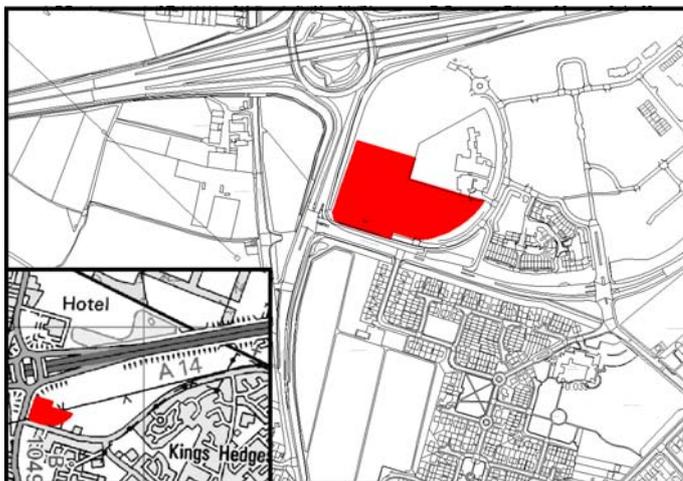
**Summary of assessment:** This site forms part of a wider area already allocated for development and under construction. It will form part of the urban area of Cambridge. It is a sustainable location for development at the top of the search sequence in the Structure Plan and East of England Plan. As Arbury Park is within the urban area, it is higher in the sequence than any other site options in South Cambs. Residential development would comprise a change from the assumed commercial development in the Masterplan and is supported by the site owner. The site lies adjacent to the A14 and key issues are noise and air quality. Approximately a quarter of the noise barrier is now required to be retained permanently at this end of the Arbury Park site by virtue of residential development immediately to the east, but it is anticipated that a greater length of barrier would need to be retained permanently in order to provide mitigation for this site, potentially in the order of half the existing barrier. Air quality will be investigated further at the planning application stage. Should prevailing conditions mitigate against immediate development of the whole site, development would have to await the completion of the A14 upgrade but in any event would be completed by 2016. Transport issues and highway capacity also need further investigation at the planning application stage albeit that this development would be a replacement for the previously assumed mixed uses. However, even if there are constraints on development before implementation of the A14 improvements it is envisaged that the development could be completed by 2016. The site together with site 1 has been subject of a recent planning appeal and the result will inform the housing shortfall process.

**Summary of Sustainability Appraisal:** The site forms part of a wider allocation appraised in the Final Sustainability Report. It is in a sustainable location in terms of good access to services, facilities, employment and good public transport. It will be important to ensure that there will be no risk to health and well-being as a result of exposure to noise and air pollution.

**Conclusion:** Subject to air quality issues being resolved before or after the A14 has been upgraded, and acceptance that a greater length of the noise barrier would most likely need to be retained (but with a requirement on any allocation to investigate scope to improve the design and materials of the barrier at this sensitive edge to Cambridge subject to ensuring that there is no adverse impact on existing

communities, particularly on the north side of the A14 through, for example, reflected noise), this site at the top of the search sequence is suitable for allocation for residential use, through amendments to the existing policy for Arbury Park.

### Site 3: Parcel Q and H.R.C.C, Arbury Park



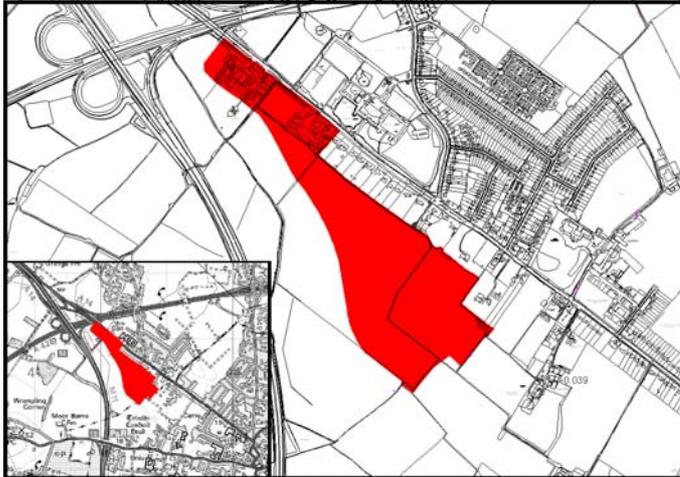
**Location:** Within built up area of Cambridge

**Summary of assessment:** This site forms part of a wider area already allocated for development and under construction. It will form part of the urban area of Cambridge. It is a sustainable location for development at the top of the search sequence in the Structure Plan and East of England Plan. As Arbury Park is within the urban area, it is higher in the sequence than any other site options in South Cambs. Residential development which has the support of the site owner would comprise a change from the assumed mixed use development and Heritage Resource and Cultural Centre (now proposed to be located elsewhere in Cambridge) in the masterplan. The site lies in the south west part of the development and key issues are traffic noise and air quality. Air quality will be investigated further at the planning application stage. Should prevailing conditions mitigate against immediate development of the whole site, development would have to await the completion of the A14 upgrade but in any event would be completed by 2016. Transport issues and highway capacity also need further investigation at the planning application stage albeit this development would be a replacement for the previously assumed mixed uses. However, even if there are constraints on development before implementation of the A14 improvements it is envisaged that the development could be completed by 2016.

**Summary of Sustainability Appraisal:** The site forms part of a wider allocation appraised in the Final Sustainability Report. It is in a sustainable location in terms of good access to services, facilities, employment and good public transport. It will be particularly important to ensure that there will be no risk to health and well-being as a result of exposure to noise and air pollution.

**Conclusion:** Subject to noise and air quality issues being capable of being resolved satisfactorily, this site at the top of the search sequence is suitable for allocation for residential use.

#### Site 4: North West Cambridge AAP



**Location:** Edge of Cambridge

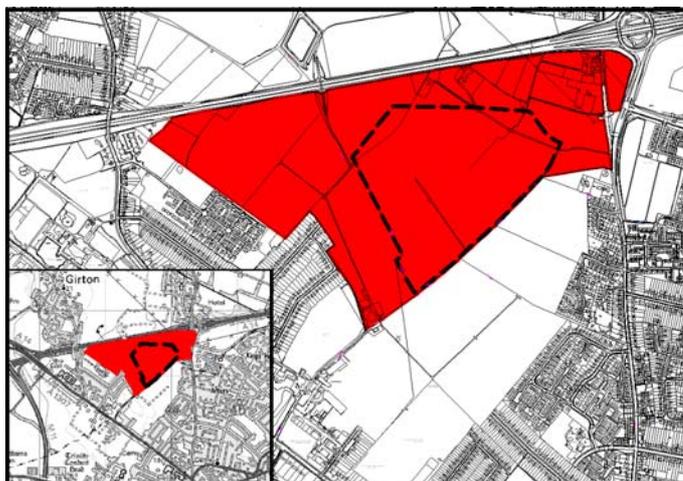
**Summary of assessment:** The site is allocated for development for predominantly Cambridge University related uses in the Submission Draft North West Cambridge Area Action Plan prepared jointly with Cambridge City Council. It is in a location at the top of the search sequence in the South Cambridgeshire Core Strategy that is identified in 'saved' policies in the Structure Plan to be removed from the Green Belt to address the long term development needs of Cambridge University. Whilst development would have an impact on Green Belt purposes, this was recognised at the time of including it in the Structure Plan and the needs of the University were considered to be so important that they should take priority. However, the Structure Plan makes clear that release of land from the Green Belt should maintain the purposes of the Green Belt and the AAP site achieves an appropriate balance between these competing objectives by maximising the development footprint whilst maintaining a workable immediate Green Belt setting to Cambridge. The site is included in the comparative assessment at the Inspectors' request to demonstrate how it compares with other sites being tested to make up the housing shortfall, but it cannot be changed through the Site Specific Policies DPD examination process. The Inspectors have confirmed that they will take account of housing provision within South Cambridgeshire in the period to 2016 in meeting the housing shortfall as the timing of the AAP being finalised has come together with the finalising of the Site Specific Policies DPD.

**Summary of Sustainability Appraisal:** The site has potential to create a sustainable urban extension to Cambridge ensuring good access to services and facilities and promoting sustainable modes of transport. There are important considerations in terms of the ecological and landscape value of the land. The landscape setting of Cambridge will suffer as a result of development. Development must ensure that landscape effects are mitigated as far as possible and that the biodiversity value of the site and the surrounding landscape is not significantly reduced. It must also ensure that flood risk downstream does not increase.

**Conclusion:** The site allocated in the Submission Draft North West Cambridge Area Action Plan is confirmed as being in a sustainable location. The AAP provides an appropriate policy framework for ensuring that the landscape and biodiversity

impacts of development are addressed in any proposal whilst addressing the long term needs of Cambridge University.

### Site 5: Land between Huntingdon Road, Histon Road and the A14, North West Cambridge (Objection Site)



**Location:** Edge of Cambridge

**Summary of assessment:** This site is located at the top of the search sequence in a location identified in 'saved' policies in the Structure Plan for development. Whilst there would be an impact on Green Belt purposes, this could be mitigated to some degree through the scale and footprint of any development and the landscaping and design of the development. However, the site footprint proposed by the objector includes a larger footprint extending closer to the A14 both to the NW part of the footprint and along the Histon Road, reducing the gap with Histon & Impington. The impact needs to be balanced with the sustainability merits of the site both in terms of its proximity to Cambridge and the opportunity to use sustainable forms of transport; walking, cycling and public transport, as well as the scale of the site which enables the local provision of new services and facilities either within the site or in the adjacent new developments in Cambridge City or south of Huntingdon Road. The site lies adjacent to the A14 and the Air Quality Management Area and provides no buffer that would take account of any adverse impact on the extent and quality of the AQMA and ensuring a suitable residential environment without the need for excessive design measures. Noise issues from the A14 are capable of being addressed but it is important that any noise attenuation measures required should not involve acoustic fences and any earth shaping and should be away from the A14 and at the edge of the built development in the area where longer distant views are possible across the site from the A14 in order to protect the open Green Belt setting of Cambridge. Development would need to ensure no adverse impact on known protected species. It would also need to provide a surface water drainage scheme to ensure no worsening of flooding problems downstream but there is no reason why a satisfactory drainage scheme could not be put forward which provides a reduction in flows from the site. Appropriate services and facilities would be needed to serve the site, which may be on site or located in the adjacent development within Cambridge City and improvements to public transport to serve the adjacent development should

be extended to serve the site. A key issue in relation to deliverability is the timing of the A14 Improvements in the vicinity of the site, and in particular the stretch between Girton and Milton junctions. The Highways Agency has advised that there is no capacity for the development to be built before the relevant part of the A14

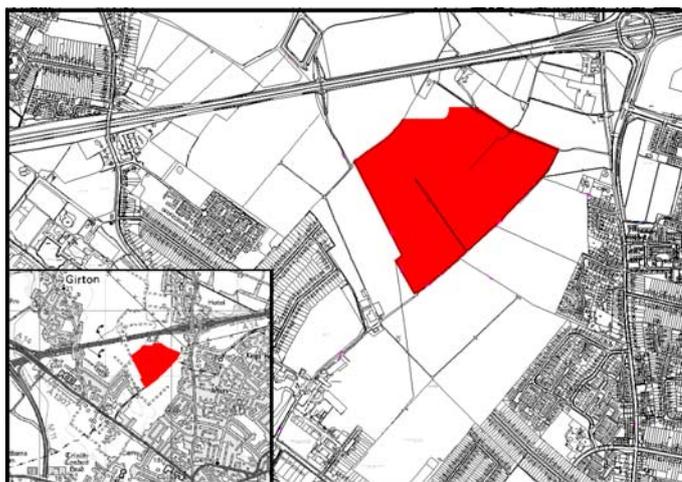
Improvements are opened, which will be as early as the end 2012 or as late as mid 2015 depending on phasing of the works which will be resolved by the end of 2008.

**Summary of Sustainability Appraisal:** A greenfield site with a range of important considerations in terms of the ecological and landscape value. The loss of Green Belt is an important consideration but not a fundamental constraint to development. There are no other absolute constraints, although there is a degree of flood risk that must be mitigated (including flood risk downstream) and the potential to worsen existing poor air quality.

The site would have good access to a wide variety of employment opportunities, consistent with the strategy to provide more homes focused on Cambridge to improve the jobs workers balance. The site has potential to create a sustainable urban extension to Cambridge together with land already allocated in Cambridge City. The adjacent development site would bring forward significant improvements to both services and facilities and public transport close to the site and could be further enhanced either by additional services and facilities located within this site or by financial contributions brought forward as a result of development at this site.

**Conclusion:** This particular site is not suitable for allocation as development would result in coalescence between Cambridge and Girton village. There would be no opportunity to mitigate the landscape impact of the development on the Green Belt. Development adjoining the A14 would be subject to poor air quality and unacceptable levels of road traffic noise.

#### **Site 6: Land between Huntingdon Road, Histon Road and the A14, North West Cambridge (Council's revised site boundary)**



**Location:** Edge of Cambridge

**Summary of assessment:** This site is located at the top of the search sequence in a location identified in 'saved' policies in the Structure Plan for development. Whilst there would be an impact on Green Belt purposes, this could be mitigated to a greater degree through the Council's version of the development footprint and the

landscaping and design of the development. The impact needs to be balanced with the sustainability merits of the site both in terms of its proximity to Cambridge and the opportunity to use sustainable forms of transport; walking, cycling and public transport, as well as the scale of the site which enables the local provision of new services and facilities either within the site or in the adjacent new developments in Cambridge City or south of Huntingdon Road. The site lies close to the A14 and the Air Quality Management Area but with the Council's boundary provides a buffer to take account of any adverse impact on the extent and quality of the AQMA and ensuring a suitable residential environment without the need for excessive design measures. Noise issues from the A14 are capable of being addressed but it is important that any noise attenuation measures required should not involve acoustic fences and any earth shaping and should be away from the A14 and at the edge of the built development in the area where longer distant views are possible across the site from the A14 in order to protect the open Green Belt setting of Cambridge. Development would need to ensure no adverse impact on known protected species. It would also need to provide a surface water drainage scheme to ensure no worsening of flooding problems downstream but there is no reason why a satisfactory drainage scheme could not be put forward which provides a reduction in flows from the site. Appropriate services and facilities would be needed to serve the site, which may be on site or located in the adjacent development within Cambridge City and improvements to public transport to serve the adjacent development should be extended to serve the site. A key issue in relation to deliverability is the timing of the A14 Improvements in the vicinity of the site, and in particular the stretch between Girton and Milton junctions. The Highways Agency has advised that there is no capacity for the development to be built before the relevant part of the A14 Improvements are opened, which will be as early as the end 2012 or as late as mid 2015 depending on phasing of the works which will be resolved by the end of 2008.

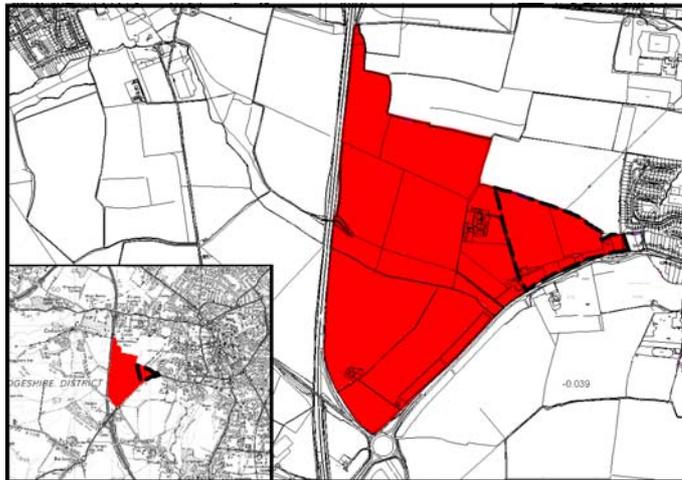
**Summary of Sustainability Appraisal:** A greenfield site with a range of important considerations in terms of the ecological and landscape value. The loss of Green Belt is an important consideration but not a fundamental constraint to development. There are no other absolute constraints, although there is a degree of flood risk that must be mitigated (including flood risk downstream) and the potential to worsen existing poor air quality.

The site would have good access to a wide variety of employment opportunities, consistent with the strategy to provide more homes focused on Cambridge to improve the jobs workers balance. The site has potential to create a sustainable urban extension to Cambridge together with land already allocated in Cambridge City. The adjacent development site would bring forward significant improvements to both services and facilities and public transport close to the site and could be further enhanced either by additional services and facilities located within this site or by financial contributions brought forward as a result of development at this site.

**Conclusion:** This smaller site is suitable for allocation as an extension to an existing sustainable urban extension of Cambridge. Development impacts on the purposes of the Green belt can be minimised. The site is small enough to avoid poor air quality and unacceptable levels of road traffic noise from the A14. Development would need to ensure no adverse impact on known protected species and provide a surface water drainage scheme to ensure no worsening of flooding problems downstream.

The timing of the upgrade to the A14 will however have a bearing on the quantity of development which could be completed by 2016.

### Site 7: Land North of Barton Road



**Location:** Edge of Cambridge

**Summary of assessment:** The site is not in a location identified in the Structure Plan for development and according to PPG2 any release of land from the Green Belt would therefore need to be of a non-strategic nature and comprise exceptional circumstances. Any such change would comprise small sites defined by strong boundaries on the ground which could be released without significant detriment to the purposes of the Cambridge Green Belt and must not either individually or cumulatively affect the general extent of the Green Belt. It is questionable whether this site is located at the top of the search sequence, as it is only joined to Cambridge by a narrow spur of land on the frontage of Barton Road. It also lies in a part of the Green Belt which provides an important setting to historic Cambridge and there would be an impact on Green Belt purposes. The sequential approach to flood risk required by PPS25 limits potential for any development on the frontage of Barton Road, as there are other reasonable alternative sites in flood zone 1, and this limits the potential to create appropriate form of development. There are also transport issues in relation to this site and it does not have access to good public transport and the scale of development would not be sufficient to improve the quality of the bus service to achieve High Quality Public Transport.

**Summary of Sustainability Appraisal:** Flood risk is a major constraint at this greenfield site with some ecological and landscape constraints. Whilst the site is small in size, development would nevertheless have an impact on this important part of the Green Belt setting of the City. Air quality could be a significant issue as a result of the proximity of two AQMAs and the likelihood of increasing levels of traffic on already congested roads.

The site has little potential to create a sustainable urban extension to Cambridge. The site is too small to make public transport an attractive option as a mode of transport. Given the location of the site close to the M11, travel to sites such as the Park & Ride sites, Addenbrookes and the Science Park would be likely to be more

attractive to be made by car. However, adjacent to the site is an off-road cycleway which leads into the city centre and the city cycle network.

**Conclusion:** The site is not suitable for allocation. It lies in a part of the Cambridge Green Belt which plays an important role in protecting the setting of Cambridge. Much of the land lies within floodplain. It is too small to create a sustainable urban extension to Cambridge. It is poorly related both to the built-up area of Cambridge and to the availability of services and facilities in the city.

### Site 8: Land north of Fen Road, Milton (Greengates Piggeries)



**Location:** Edge of Cambridge

**Summary of assessment:** The site is not in a location identified in the Structure Plan for development and according to PPG2 any release of land from the Green Belt would therefore need to be of a non-strategic nature and comprise exceptional circumstances. Any such change would comprise small sites defined by strong boundaries on the ground which could be released without significant detriment to the purposes of the Cambridge Green Belt and must not either individually or cumulatively affect the general extent of the Green Belt. Residential development of this site would change the character of this area, which retains a rural character, partly due to the separation of the railway line, although it is proposed to be included within the urban framework of Cambridge. A development within the area within flood zone 1 would have considerable separation from the road frontage, and would adjoin the railway line. There are concerns about intensifying development in this area due to the presence of the railway crossing. It has not been demonstrated that concerns over flood risk and noise can be appropriately overcome.

**Summary of Sustainability Appraisal:** A site with some areas of previously developed land, but which is mainly open land of low agricultural value. The site is close to the River Cam ecological corridor and may have some biodiversity value. The site has particularly good access to biodiversity rich greenspace, including a long-distance footpath along the River Cam. There is a degree of flood-risk. Development could avoid the land at greatest risk but much of the site would be sterilised. Residential development would change the landscape character of this area, which retains something of a rural character. There are also constraints as a result of noise pollution from the nearby mainline railway.

Local services and facilities are located a considerable distance away in Chesterton, and would not be easily accessible by walking. The nearest bus-stop is located 1km away. Cycling should be fairly attractive options for accessing employment and the city centre, although there would be a need to cross the level-crossing.

**Conclusion:** This site is not suitable for allocation. Much of the site lies within the floodplain and it is not well related to services and facilities or much of the rest of Cambridge from which it is separated by the London/Kings Lynn railway line.

### Site 9: Land south of Manor Park / Somerset Road, Histon



**Location:** Rural Centre

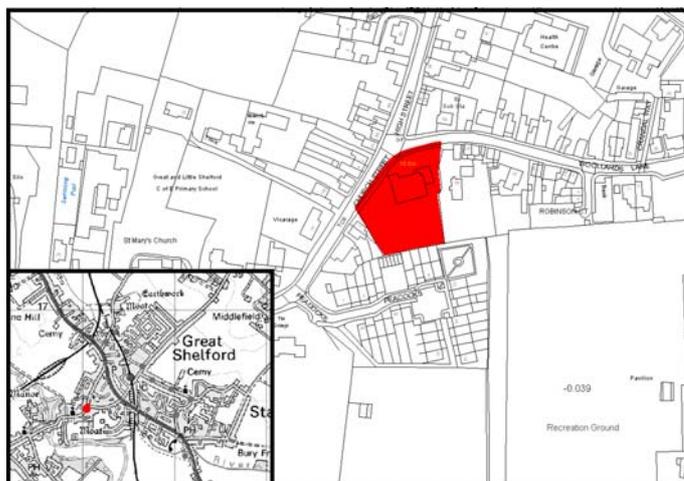
**Summary of assessment:** Rural Centres are at the bottom of the search sequence, although Histon & Impington is the most sustainable of the five Rural Centres. Development of this site would have an adverse impact on the character of this part of the village. Site access would be difficult to achieve, and it has not yet been demonstrated that the site is deliverable. It would need to be demonstrated that compatibility issues with surrounding land uses could be overcome, particularly in terms of noise and air quality. The site is currently used informally as an open space, and is proposed to be allocated to address an existing shortfall of open space in the village. Primary education provision to serve the development is not available, and would be difficult to provide. The site is not particularly well served by public transport despite its location next to the route of the guided busway. It does not represent a good option for development, and cannot be demonstrated to be deliverable by 2016.

**Summary of Sustainability Appraisal:** A greenfield site that is currently underused, rather than being used for agriculture. However, there is an area of mature woodland onsite and the site is currently used informally for recreational purposes. The open nature (relating well to the countryside) and perceived recreational use means that development of this site would have an adverse impact on the character of this part of the village. Furthermore, the site is currently allocated to be 'developed' as formal open space in the future, and this lost opportunity is a significant consideration. There is a good bus service and access to a high quality cycle network, although the bus stops and other services and facilities in Histon are located a considerable walk away.

The compatibility of residential development with the adjoining land uses, particularly with regard to noise and odour, would need to be investigated, and issues may be difficult to overcome.

**Conclusion:** The allocation of this site is not supported. Development would have an adverse impact on the character of this part of the village. Site access would be difficult to achieve and the site is poorly served by public transport. The site is proposed to be allocated to address an existing shortfall of open space in the village.

### Site 10: Powell's garage, Woollards Lane, Great Shelford



**Location:** Rural Centre

**Summary of assessment:** Rural Centres are at the bottom of the search sequence and Great Shelford is the second most sustainable of the five Rural Centres. This brownfield site lies within village framework at the heart of a Rural Centre, therefore residential development would be consistent with policy. However, it is an existing employment site, and even though employee numbers are likely to be relatively low, its loss would only be permitted if the requirements of Development Control Policy ET/6 were met through a planning application, unless the site was allocated for residential uses. Loss of employment must be considered, particularly as Great Shelford has one of the poorest jobs to workers ratios of all the Rural Centres. Any development proposal would need to demonstrate that it would protect and enhance the character and appearance of the Conservation Area. Contribution from allocation of this site to the shortfall would be small.

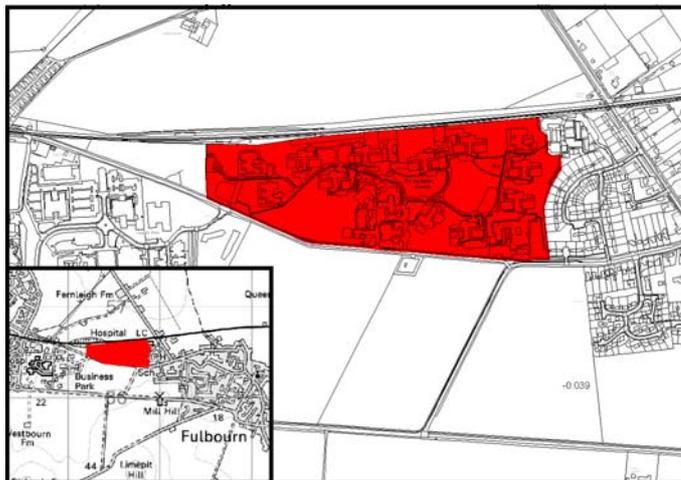
**Summary of Sustainability Appraisal:** A brownfield site with no obvious biodiversity constraints but where there are heritage and townscape considerations as a result of the site being located within a conservation area. Development would result in the loss of a small existing commercial site.

Located in the village centre people would benefit by access to existing services and facilities which are located only a short distance from the site. In addition Cambridge City Centre is relatively easily accessible by a regular bus service. Major employment locations at Cambridge City Centre and Addenbroke are in relatively close proximity.

If this location is to go forward for further consideration it will be important to demonstrate that the impact on the Conservation Area and the historic character of this part of the village could be addressed through an appropriate design.

**Conclusion:** The site is suitable for allocation being a brownfield site located at the heart of the village. The design of the development will have regard to the character of the village Conservation Area.

### Site 11: Ida Darwin Hospital, Fulbourn



**Location:** Major Developed Site in the Green Belt, adjacent to a Rural Centre

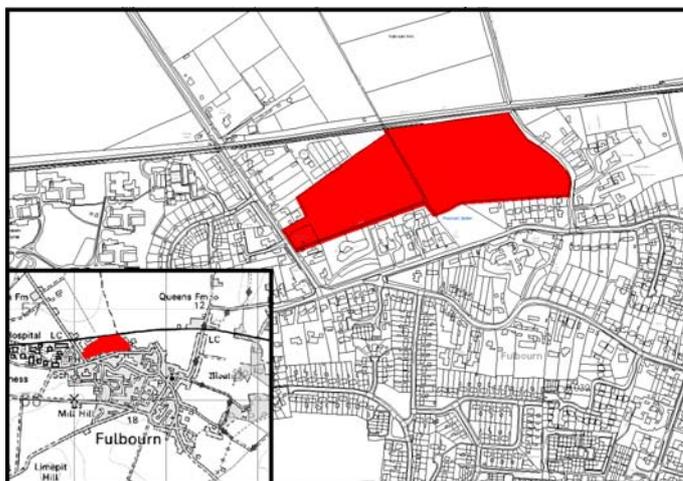
**Summary of assessment:** The designation as a Major Developed Site in the Green Belt offers some potential for redevelopment within the requirements of the policy. Development would need to be carefully designed to protect the setting of Cambridge but also has potential to enhance the separation of Cambridge with the necklace village of Fulbourn by consolidation of the built footprint to the eastern part of the site and relocation of some of the footprint to the Fulbourn Hospital part of the Major Developed Site.

**Summary of Sustainability Appraisal:** A brownfield development at a location with no major biodiversity constraints. The Fulbourn Hospital site is designated as a Conservation Area and is a well wooded and attractive landscape. The site is in the Green Belt, but it is likely that the Green Belt function can be retained. The main environmental constraint is the sensitivity of the underlying aquifer, which could potentially be put at risk by inappropriate development. There is potential to make use of the existing landscaped areas and create publicly accessible open space. The site is located relatively close to Cambridge and employment sites and offers the potential for sustainable travel by both bus and cycle, but is likely to still have a relatively high modal share for the private car unless journey times into the city by public transport can be reduced. The site has reasonable accessibility on foot to local services and facilities being around 15 minutes away.

**Conclusion:** The Ida Darwin Hospital site is close to the edge of Cambridge and is suitable for development as a Major Development Site in the green belt which will assist with the provision of mental healthcare facilities at Fulbourn Hospital. The impact on the Green Belt can be mitigated by the application of the 'major developed sites' principles which will ensure that the amount of development does not change

significantly but that the redistribution of development provides an opportunity to create a greater area of open land to add to the openness of the green belt.

### Site 12: Land between Teversham Road and Cow Lane, Fulbourn



**Location:** Rural Centre

**Summary of assessment:** Fulbourn is the fourth most sustainable settlement of the 6 settlements being considered, due to its proximity to Cambridge. This site is not designated as Green Belt, is relatively enclosed, and relates well to the built area of Fulbourn, although it forms a green lung on the edge of the village. The site has good access to the services and facilities of Fulbourn, and the good quality public transport to Cambridge. The impact of development on the wider landscaper would be greater from the eastern half of the site, where the frontage to the north is more open. The historic character of this part of the village would be affected. Development of the eastern part of the site would also particularly affect the Protected Village Amenity Area at Poorwell Water. There are a number of site-specific issues which particularly impact on the developability of the western half of the site, in particular noise and odour issues may be difficult to overcome. In addition drainage issues caused by the high water table and the groundwater protection zone, and the TPO would need to be addressed by any development scheme.

**Summary of Sustainability Appraisal:** There are important landscape and townscape considerations. Development would extend the built up area of the village north, towards the railway line. Development of western part of the site, on the field currently fronting Teversham Road, would have minimal impact as the field is relatively well contained and has little impact on the character of the Conservation Area. However, development of the larger field to the rear of the Poor Well *would* have an impact on the character of the Conservation Area.

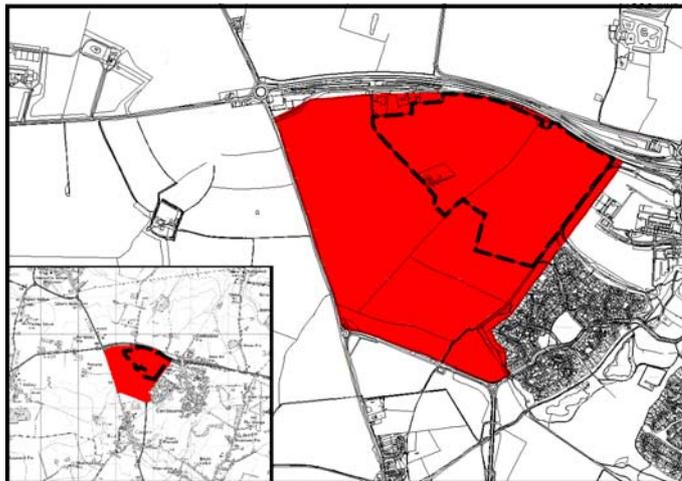
There are however serious concerns regarding noise pollution from adjacent land-uses affecting the Teversham Road land. The site is located in the Source Protection Zone above a sensitive aquifer, which could potentially be put at risk by inappropriate development.

The site is located relatively close to Cambridge and other employment sites and offers the potential for sustainable travel by both bus and cycle, but is likely to still have a relatively high modal share for the private car unless journey times into the

city by public transport can be reduced. The site has reasonable accessibility on foot to local services and facilities being around 15 minutes away.

**Conclusion:** The site is not suitable for allocation. Development of the eastern part of the site would have an adverse impact on the rural character of the village conservation area. Development of the western part of the site would be adversely affected by industrial uses at Breckenwood Road.

### Site 13: Land West of Cambourne



**Location:** Rural Centre

**Summary of assessment:** Development at Cambourne would be at the bottom of the Core Strategy search sequence. Cambourne is the least sustainable of the Rural Centres in terms of location relative to Cambridge and quality of public transport. A strategic scale of development would fundamentally change the character and vision of Cambourne, and there are concerns about the potential to bring improved range of services and facilities commensurate with the level of development and of a sufficiently higher order than those currently provided or planned to upgrade significantly the sustainability of Cambourne, particularly in view of the lack of space in the existing centre. Development would have landscape impact and affect the setting of Cambourne. However, if there were no other more suitable alternative sites in more sustainable locations, the site does relate relatively well to the existing form of Cambourne and could provide an extension to the village that would be perceived as such visually and functionally, subject to the infrastructure challenges being satisfactorily addressed, including the objection from the County Council on archaeological grounds.

**Summary of Sustainability Appraisal:** A greenfield site on good quality agricultural land, albeit land without any major environmental constraints to development. The land is, however, important in terms of the landscape setting of Cambourne. Furthermore, the archaeological potential of the site is a constraint to be addressed. Cambourne is the least sustainable of the Rural Centres in terms of location relative to Cambridge and quality of public transport. Reliance on the private car to access higher order services and facilities as well as major employment locations would most likely be relatively high, and there are concerns about the potential to bring forward lower order services and facilities commensurate with the level of

development within walking / cycling distance. The location of this site does, however, mean that there is good access to open and biodiversity rich countryside as well as other open space and play areas.

**Conclusion:** The site is not appropriate for allocation. Cambourne is the least sustainable of the Rural Centres in terms of location relative to Cambridge and quality of public transport. A strategic scale of development such as this is not provided for by the original Masterplan and the development of Cambourne is now too far advanced to change direction and create a small new town. Development would adversely impact the setting of Cambourne. However, whilst development would be less than satisfactory, if there were no other more suitable alternative sites in more sustainable locations, the site does relate better to the existing form of Cambourne than other objection sites subject to the infrastructure challenges being satisfactorily addressed, including the objection from the County Council on archaeological grounds.

#### Site 14: Land North of A428, Cambourne



**Location:** Rural Centre

**Summary of assessment:** Development at Cambourne would be at the bottom of the Core Strategy search sequence. Cambourne is the least sustainable of the Rural Centres in terms of location relative to Cambridge and quality of public transport. A strategic scale of development would fundamentally change the character and vision of Cambourne, and there are concerns about the potential to bring improved services and facilities commensurate with the level of development and overall impact on the settlement. Development north of the A428 would have a significant landscape and biodiversity impacts and the site has little relationship with Cambourne. The site does not relate well to the existing form of Cambourne and would not provide a logical or sustainable extension to the village. It would be perceived visually and functionally as a separate settlement.

**Summary of Sustainability Appraisal:** A greenfield site on good quality agricultural land, with significant landscape and ecological constraints.

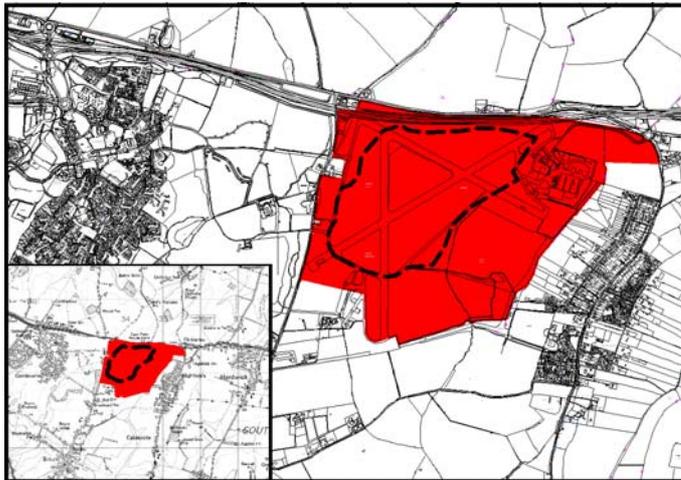
Cambourne is the least sustainable of the Rural Centres in terms of location relative to Cambridge and quality of public transport. Reliance on the private car to access higher order services and facilities as well as major employment locations would most likely be relatively high, and there are concerns about the potential to bring

forward lower order services and facilities commensurate with the level of development within walking / cycling distance. The location of this site does, however, mean that there is good access to open and biodiversity rich countryside as well as other open space and play areas.

Development north of the A428 would not relate well to the existing form of Cambourne and would not provide a sustainable extension to the village in the sense that it is unlikely that walking or cycling will be an attractive form of movement between the two centres. There are a number of questions regarding whether provision of a new centre will compliment the services and facilities available at Cambourne. The location of this development does, however, mean that there is good access to open and biodiversity rich countryside.

**Conclusion:** Development is not supported. Cambourne is the least sustainable of the Rural Centres and this site does not relate well to the existing village. There would be significant adverse impact on the landscape and biodiversity. The original Masterplan does not lend itself to expansion to create a more sustainable development. Development north of the A428 would in effect be further new settlement which would simply be located adjacent to Cambourne.

#### Site 15: Bourn Airfield (1), Cambourne



**Location:** Rural Centre

**Summary of assessment:** Development at Cambourne would be at the bottom of the Core Strategy search sequence. Cambourne is the least sustainable of the Rural Centres in terms of location relative to Cambridge and quality of public transport. A strategic scale of development would fundamentally change the character and vision of Cambourne, and there are concerns about the impact on the existing village centre of new services and facilities commensurate with the level of development and the overall impact on the settlement. Development on Bourn Airfield would not read visually as part of Cambourne in the landscape and would not form a natural extension to Cambourne. The site does not relate well to the existing form of Cambourne and would not provide a logical or sustainable extension to the village. It would be perceived visually and functionally as a separate settlement.

**Summary of Sustainability Appraisal:** A mixed greenfield and brownfield development on a site that includes some ecological interest on-site as well as being

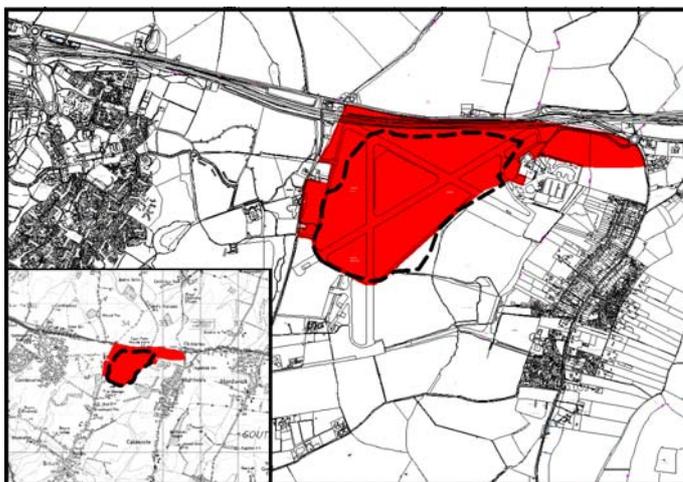
in close proximity to important sites for biodiversity and is also important in terms of visual landscape value. The archaeological potential of the site is a constraint to be addressed, but is unlikely to be an absolute constraint.

Cambourne is the least sustainable of the Rural Centres in terms of location relative to Cambridge and quality of public transport. Reliance on the private car to access services and facilities as well as employment would most likely be relatively high, despite the fact that the proposals to develop a new local centre.

Development on Bourn Airfield would not relate well to the existing form of Cambourne and would not provide a sustainable extension to the village in the sense that it is questionable whether walking or cycling will be an attractive form of movement between the two centres. There are a number of questions regarding whether provision of a new centre will compliment the services and facilities available at Cambourne. The location of this development does, however, mean that there is good access to open and biodiversity rich countryside as well as other open space.

**Conclusion:** Development at Bourn Airfield is not supported. Cambourne is the least sustainable of the Rural Centres in terms of location relative to Cambridge and quality of public transport. A strategic scale of development would fundamentally change the character and vision of Cambourne, and there are concerns about the impact on the existing village centre of new services and facilities commensurate with the level of development and the overall impact on the settlement. The original Masterplan does not lend itself to expansion to create a more sustainable development. Bourn Airfield does not relate well to the existing form of Cambourne and would not provide a logical or sustainable extension to the village. It would be perceived visually and functionally as a separate new settlement.

#### Site 16: Bourn Airfield (2), Cambourne



**Location:** Rural Centre

**Summary of assessment:** Development at Cambourne would be at the bottom of the Core Strategy search sequence. Cambourne is the least sustainable of the Rural Centres in terms of location relative to Cambridge and quality of public transport. A strategic scale of development would fundamentally change the character and vision of Cambourne, and there are concerns about the impact on the existing village centre of new services and facilities commensurate with the level of development and the

overall impact on the settlement. Development on Bourn Airfield would not read visually as part of Cambourne in the landscape and would not form a natural extension to Cambourne. The site does not relate well to the existing form of Cambourne and would not provide a logical or sustainable extension to the village. It would be perceived visually and functionally as a separate settlement.

**Summary of Sustainability Appraisal:** A mixed greenfield and brownfield development on a site that includes some ecological interest on-site as well as being in close proximity to important sites for biodiversity and is also important in terms of visual landscape value. The archaeological potential of the site is a constraint to be addressed, but is unlikely to be an absolute constraint.

Cambourne is the least sustainable of the Rural Centres in terms of location relative to Cambridge and quality of public transport. Reliance on the private car to access services and facilities as well as employment would most likely be relatively high, despite the fact that the proposals to develop a new local centre.

Development on Bourn Airfield would not relate well to the existing form of Cambourne and would not provide a sustainable extension to the village in the sense that it is questionable whether walking or cycling will be an attractive form of movement between the two centres. There are a number of questions regarding whether provision of a new centre will compliment the services and facilities available at Cambourne. The location of this development does, however, mean that there is good access to open and biodiversity rich countryside as well as other open space.

**Conclusion:** Development at Bourn Airfield is not supported. Cambourne is the least sustainable of the Rural Centres in terms of location relative to Cambridge and quality of public transport. A strategic scale of development would fundamentally change the character and vision of Cambourne, and there are concerns about the impact on the existing village centre of new services and facilities commensurate with the level of development and the overall impact on the settlement. The original Masterplan does not lend itself to expansion to create a more sustainable development. Bourn Airfield does not relate well to the existing form of Cambourne and would not provide a logical or sustainable extension to the village. It would be perceived visually and functionally as a separate new settlement.



## APPENDIX 7

### DRAFT POLICIES FOR THE NEW HOUSING ALLOCATIONS

7.1 The Council has prepared draft policies to recommend to the Inspectors for inclusion in the Site Specific Policies DPD to bring forward the sites that are relied on to meet the housing shortfall. Supporting text is also proposed. The policies and supporting text are expressed as changes to the Submission Draft Site Specific Policies DPD. These comprise:

Preferred Sites 1 to 3:	Arbury Park	Amendment to existing Policy SP/2 of the Site Specific Policies DPD for Arbury Park
Preferred Site 4:	North West Cambridge Area Action Plan	No policy is necessary as the separate Submission North West Cambridge Area Action Plan already provides for that development.
Preferred Site 5	Land between Huntingdon Road, Histon Road and the A14, North West Cambridge (Council's revised site boundary)	New housing allocation policy
Preferred Site 6	Powells Garage, Woollards Lane, Great Shelford	New housing allocation policy
Preferred Site 7	Ida Darwin Hospital, Fulbourn	New site specific policy for whole Major Developed Site in the Green Belt providing for residential development on Ida Darwin Hospital

#### PREFERRED SITES 1-3 - ARBURY PARK

7.2 This is a proposed amendment to an existing policy in the submission Site Specific Policies DPD. Where type is underlined it represents new text that would be added to the Site Specific Policies DPD. Where type is ~~struck through~~, it would be deleted from the DPD. Paragraph numbers in the supporting text reflect those in the submitted DPD.

#### POLICY SP/1 Cambridge Northern Fringe West (Arbury Park)

- Land bounded by the A14, Histon Road, Kings Hedges Road and the former Cambridge-St Ives railway line is allocated for a sustainable housing-led mixed-use development providing a minimum of 900 dwellings, a public transport interchange on the**

proposed ~~Rapid Transit system~~ Cambridge Guided Busway along the former railway line, up to 18,000m<sup>2</sup> B1 development, ~~car showrooms~~, a primary school, a local centre, public open space, and the preservation or enhancement of the Arbury Camp site of archaeological interest if ~~preservation in situ is found to be essential~~).

2. Development will take place in accordance with the approved Masterplan for the whole of the site including the land within the City Council boundary. The Masterplan shall provide for:
  - a. Maximum penetration and service of the site by public transport, including the extension of existing bus routes and full utilisation of the potential of direct connection to any future public transport route along the former railway line;
  - b. The creation of strong internal cycle and footpath links between component parts of the development and the retention and strengthening of such links to neighbouring parts of the urban area and to the rural area to the north of the A14;
  - c. Adequate attenuation measures in relation to noise and emissions generated by traffic on the A14, including the adoption of an appropriate layout and disposition of uses.
  - d. The retention of an attractive urban edge to Cambridge through the use of high standards of design and landscaping and the creation of gateway features;
  - e. The retention of appropriate existing features of ecological interest and the creation of new features which will enhance the interest of the site.
  
3. Residential development may be granted planning permission as an addition to, or a change from, the approved development and Masterplan, but only where it can be demonstrated that this would be compatible with the overall Arbury Park development and the following specific assessments are submitted as part of any planning application:
  - a. A Noise Assessment to demonstrate that the proposed development takes account of, and mitigates as necessary and appropriate, any impacts of noise on achieving a satisfactory external and internal residential noise environment. Where any part of the noise barrier to the A14 would need to be retained as a result of residential

development, the impact on the long term setting of Cambridge will be taken into account in determining the planning application. The potential to replace the barrier with higher quality design and materials will be explored and secured through any planning permission if appropriate, subject to ensuring no adverse noise impact on existing communities.

- b. An Air Quality Assessment to demonstrate that the proposed development takes account of, and mitigates as necessary and appropriate, any impacts of air quality on achieving a suitable residential environment and also any impacts of development upon the objectives of the designated Air Quality Management Area. Account should also be taken of the anticipated effects of the A14 Ellington to Fen Ditton Improvements on the nature and extent of the A14 AQMA;
- c. A Transport Assessment to demonstrate that there is adequate highway capacity to serve all stages of development on the Arbury Park site as a whole, particularly in the A14 corridor between Girton and Milton, having regard to the traffic forecast to be generated by each phase of development.

Note:

~~Planning permission was granted in June 2005. The policy is included in the LDF due to gaining permission after March 2005, to ensure the housing land supply it creates is acknowledged.~~

~~2.1 This site offers a major opportunity for a sustainable housing-led mixed-use urban extension to Cambridge. Housing provision on this site will contribute towards the edge of Cambridge element of housing land supply. The site was originally allocated in the Local Plan 2004. There is a reasonable prospect that development of the site will be well advanced by 2006, but may go beyond, thus requiring a policy context in the Local Development Framework.~~

~~2.2 Development of SP/1 Cambridge Northern Fringe West will have to be in accordance with a Masterplan for the whole of the site including the small area within the City boundary. The policy above provides the framework within which the development brief must be prepared.~~

**2.1 The Arbury Park site was allocated for mixed-use development in the South Cambridgeshire Local Plan 2004. The site is in a sustainable location on the edge of Cambridge with good access to local**

services and facilities in the wider Arbury Park development and employment in the nearby Science Park, as well as by good public transport provision to the rest of Cambridge by a number of routes, including the Cambridge Guided Busway. Outline planning permission was granted in 2005, and included approval of the Arbury Park Development Framework Plan. A number of phases of the site are complete or under construction. However, it is appropriate to provide a policy context for any planning applications for changes to the approved development during the period of construction.

2.3 2.2 The presence of the A14 has a heavy influence on the site. The A14 Ellington to Fen Ditton Improvements will CHUMMS preferred strategy proposes future widening of the route to provide dual 3-lane carriageways but this which can be accommodated without compromising the strategy in Policy SP/1. This road widening is likely to include noise reduction measures such as a quiet road surface but other mitigation measures will still be necessary to ensure that traffic noise and vehicle emissions are reduced to acceptable levels. It will be particularly important to keep a balance between the provision of effective mitigation measures (such as noise barriers and / or buildings designed or orientated to screen noise) and the creation of an attractive urban edge alongside the widened road. The original strategy envisaged that commercial uses B1 buildings, among others, may be used for this purpose.

2.3 The outline planning consent allowed a mixed development including 900 homes. There is potential for additional residential development beyond this figure, by using parcels shown in the Development Framework Plan for other uses, including two areas for commercial development adjacent to the A14 and also the south west part of the site where the masterplan approved as part of the 2005 planning permission envisaged there would be mixed use development and a Heritage Resource & Conservation Centre, which is now intended to be located elsewhere in Cambridge. These known parcels could provide in the order of 220 additional dwellings, although the final number will be determined through detailed planning applications, having regard to the constraints on the parcels. This will result in a corresponding reduction in the level of commercial development on the Arbury Park site.

2.4 In the development of the original planning policy for residential-led development at the Arbury Park site, the primary purpose of allocating a mixed use development was in order for the proposed employment development on the northern edge of the Arbury Park site to act as noise attenuation for the A14 in order to bring forward residential development and local services and facilities on the remainder of the site. The noise barrier along the A14 was originally envisaged as a temporary measure pending development.

- 2.5** However, the nature of some of the development now with reserved matters consent on the north eastern part of the site adjacent to the A14 (which includes residential uses) already requires the retention of the eastern part of the noise barrier permanently. Any development proposal for additional residential development as an alternative to commercial uses adjacent to the A14 would need to demonstrate that a satisfactory internal and external residential noise environment can be created, including careful acoustic design and layout of any residential buildings (such as single aspect, limited height, sealed non-opening windows on façade facing A14, passive and or forced mechanical acoustically treated ventilation, no external private amenity spaces such as balconies / gardens on any facade with direct line of sight to road noise source). Any proposals must also demonstrate that there would not be an unacceptable adverse impact on the setting of Cambridge if a greater length of the noise barrier needs to be retained permanently as a result of the development. The local planning authority will seek to secure through development the replacement of any parts of the noise barrier that need to be retained permanently with more aesthetically appropriate design and materials for this sensitive location on the edge of Cambridge at the time when the barrier is moved to accommodate the A14 Ellington to Fen Ditton Improvements, subject to ensuring that there is no adverse impact on existing communities, particularly on the north side of the A14 through for example reflected noise.
- 2.6** Where the noise barrier is not required to be retained to protect the additional development, it is important that the development proposals demonstrate that the form of development would provide adequate protection from noise for residential development elsewhere on the Arbury Park site.
- 2.7** An Air Quality Assessment will be required to be submitted as part of any planning application for additional or alternative forms of development depending on nature and size of the proposal. An Air Quality Management Area was originally designated to address problems with Nitrogen Dioxide levels in the A14 corridor in 2007, after the granting of outline planning permission for the development. The Air Quality Management Area was re-designated in 2008 to also include particulate matter (PM<sub>10</sub>). The Air Quality Management Area must be taken into account in any development proposals to ensure that a satisfactory residential environment can be provided in order to protect the health of future residents by minimising exposure to poor air quality and appropriate mitigation measures must be included if necessary. Any proposals for additional or alternative forms of development must also have regard to any impacts of development on the national air quality

**objectives, the designated Air Quality Management Area along the A14 and the Council's Low Emission Strategy. Account must also be taken of the anticipated effects of the A14 Ellington to Fen Ditton Improvements on the nature and extent of the AQMA. Development will not be permitted on any part of the site where this issue cannot be adequately addressed.**

**2.8 A Transport Assessment will be required to consider the implications of additional or alternative forms of development on highway capacity. This will include a detailed assessment of the net impact of replacing parcels assumed for commercial development in the Transport Assessment accompanying the original planning permission with residential development. The assessment must also consider the cumulative impact alongside other allocations in this part of Cambridge, on both the A14 Histon Interchange and surrounding local highways junctions and have regard to the effect of the A14 Ellington to Fen Ditton Improvements.**

**2.4 2.9** Arbury Camp (an Iron Age enclosure which was re-occupied during the Roman period, when the main Roman settlement was located to the north of Arbury Camp) lies within the site but below ground level. ~~If~~ **As** in-situ preservation of the enclosure ~~proves~~ **has proven** to be essential, its site may be used to satisfy part of the open space requirements of the new development insofar as such use is compatible with preservation of the enclosure. **Any additional residential development will need to make provision for its recreational needs in accordance with the Council's open space and recreation standards.** Consideration may be given to off-site provision of the active recreational needs of new residents in consultation with Impington Parish Council **or the proposed Orchard Park Community Council** as the managing agency.

#### **PREFERRED SITE 4 - NORTH WEST CAMBRIDGE HUNTINGDON ROAD TO HISTON ROAD**

7.3 A new policy and supporting text would be inserted in the DPD to follow paragraph 2.4 of the submitted DPD.

#### **Policy SP/x North West Cambridge Huntingdon Road to Histon Road**

- 1. Approximately 24.8 hectares of land at North West Cambridge between Huntingdon Road and Histon Road, as shown on the Proposals Map, will be developed as part of a compact, sustainable, housing led urban extension of Cambridge. The Cambridge Green Belt is revised as shown on the Proposals Map to provide for development, but it will ensure separation from Girton and Histon & Impington villages.**

- 2. A Spatial Masterplan will be submitted to and approved by the local planning authority prior to the granting of any planning permission to demonstrate that the development will integrate effectively with development in Cambridge City:**

  - a. The Masterplan will include Design Guidance, supplemented by a Design and Access Statement, setting out the general principles for good design for North West Cambridge;**
  - b. Design Guides / Design Codes for each phase of development will be prepared as part of applications for the grant of approval for reserved matters.**
- 3. The development will create a balanced and socially inclusive community, with a strong sense of local identity, where people can live in a healthy and safe environment. It will be well designed to a high quality, have a permeable, legible and flexible design that is well integrated with development proposed in Cambridge City, and have appropriate edge treatments that respect the Green Belt setting of Cambridge.**
- 4. North West Cambridge will be built to be an exemplar of sustainable living able to accommodate the impacts of climate change, through a flexible design and with energy efficiency and water conservation measures. A proportion of the development will use 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. The exemplar requirement could be met, in part, by providing an increased level of sustainability across the development as a whole materially above current requirements.**
- 5. All development at North West Cambridge will incorporate water conservation measures including water saving devices, rainwater harvesting and greywater recycling measures . Water conservation measures will be incorporated to reduce per capita water consumption by at least 30% compared to 2006 levels to meet Code for Sustainable Homes Level 4 for all dwellings approved on or before 31 March 2013 to a maximum of xx dwellings across the site, rising to a 47% reduction compared to 2006 to meet Code Level 5 for dwellings approved on or after 1 April 2013 or above xx dwellings across the site, subject to economic viability.**

NOTE: THE "XX DWELLINGS ACROSS THE SITE" REFERENCES RELATE TO THE HOUSING TRAJECTORY NUMBER OF DWELLINGS COMPLETED AT THAT DATE IN ORDER TO ENSURE THAT APPLICATIONS ARE NOT BROUGHT FORWARD AHEAD OF 2013 SPECIFICALLY IN ORDER TO OBIVATE THE NEED TO COMPLY WITH THE HIGHER TARGET.

- 6. Approximately 920 dwellings will be provided in South Cambridgeshire, xxx by 2016, with a good mix of house types, sizes and tenures (including affordable housing) attractive to, and meeting the needs of, all ages and sectors of society including those with disabilities. Subject to the design-led approach and the need to provide a full range of house types and quality, the average net site density will be approximately 45 dwellings per hectare. It will include provision for Gypsy and Traveller pitches as part of the affordable housing provision.**

NOTE: THE NUMBER OF DWELLINGS BY 2016 WILL DEPEND ON THE INSPECTORS' CONCLUSIONS ON A HOUSING TRAJECTORY IN THE LIGHT OF EVIDENCE ON THE IMPLICATIONS ON TIMING OF THE A14 IMPROVEMENTS.

- 7. The starting point for negotiations concerning the provision of affordable housing at North West Cambridge will be Policy HG/3 of the Development Control Policies DPD. However, this is a major development, and a balance may need to be struck between competing requirements, in the light of economic viability.**
- 8. The development will provide appropriate level and type of services, facilities and infrastructure to meet day to day needs of the development either on site or elsewhere in North West Cambridge (within or outside the District), including a secondary school, primary school, local shopping and community facilities. Provision will be through innovative means, including opportunities for joint provision and co-location to provide services which best meet people's needs, are accessible to all and which are cost efficient to service and facility providers. Provision for outdoor sports facilities, provision for teenagers and children, and informal open space and allotments will be made in accordance with the Cambridge City Council Open Space and Recreation Standards set out in Appendix 1. If the most appropriate locations for provision in accordance with the Masterplan for the site are found to lie within the adjoining development in Cambridge City, eg. in the proposed local centre, the planning obligation will include a requirement for contributions to the provision of off-site services and facilities.**

9. Adequate highway capacity will be required to serve all stages of development. Planning permission for North West Cambridge will be subject to conditions requiring that sufficient highway capacity is available in the A14 corridor between Girton and Milton throughout the development for the traffic forecast to be generated by each phase of development.
10. Car parking will be provided in accordance with Cambridge City Council's maximum standards as set out in Appendix 2. Car clubs will be encouraged in order to minimise the amount of land given over to car parking. This must be explored through the Transport Assessment and Travel Plan.
11. North West Cambridge will be highly accessible and permeable to all its residents on foot, by cycle and High Quality Public Transport, to support sustainable transport, recreation and health. High Quality Public Transport will be provided to serve the development, including segregated bus priority through the development linking effectively with the route through the adjoining development in Cambridge City and into the wider bus network. Travel plans will include measures to encourage public transport use and all development will be within 400m easy walking distance of a High Quality Public Transport bus stop. There will be a network of dedicated, highly accessible, segregated, high quality, safe, direct, connected and convenient rights of way, including cycle and pedestrian routes, both within the development and connecting with the rest of Cambridge, surrounding villages, the open countryside and the wider rights of way network. Secure cycle parking will also be provided in accordance with Cambridge City Council's cycle standards as set out in Appendix 3. Adequate provision for alternative transport modes will be required to serve all stages of development.
12. A Landscape Strategy for North West Cambridge must be submitted and approved prior to the granting of any planning permission, of a level of detail appropriate to the type of application. It will establish the principles for structural landscaping within and on the countryside edges of the urban extension and ensure the creation of a quality environment which makes best use of and enhances existing tree and hedge resources as a setting for the development and ensures that any alterations to topography within the urban extension are appropriate to local landscape character. Key views of Cambridge will be respected.
13. Developers will be required to undertake a full noise assessment in accordance with PPG 24 Planning & Noise, to establish noise levels and the impact of A14 road traffic noise (including any A14

improvements) on future residents. Conditions and or Section 106 obligations may be required to ensure noise mitigation measures are implemented to provide acceptable external and internal noise levels, that deliver a sustainable, high quality living environment to safeguard amenity and the health and well being of future residents.

14. Any noise attenuation measures on the northern side of the development required to mitigate impacts of the A14 will be in the form of earth shaping to provide noise bunds to protect the Green Belt setting of Cambridge. These new landscape features will be designed and located to be compatible with local landscape character and retain open views towards Cambridge where they currently exist and provide protection to amenity areas to the north of the site.
15. Developers will be required to undertake a full programme of ecological surveys and monitoring prior to the commencement of construction, and propose a Biodiversity Strategy for the protection and enhancement of biodiversity that establishes which areas will be protected and enhanced, and appropriate mitigation measures. A Biodiversity Management Strategy will also be required to ensure high quality, robust and effective implementation, adoption and maintenance of the biodiversity areas.
16. A Countryside Enhancement Strategy will be prepared and implemented to provide landscape, biodiversity and public access enhancements in the surrounding countryside, including hedgerow management and enhancement, measures to protect and enhance wildlife habitats, and new footpaths, cycleways and bridleways creating routes through the adjoining countryside and linking to areas beyond.
17. Surface water drainage will be controlled by means of a sustainable drainage system to drain North West Cambridge. The surface water drainage system will only release surface water run-off into the water courses surrounding North West Cambridge at an equal or slower rate than is the case prior to development. Drainage water features will form an integral part of the design of the urban extension and its open spaces, so they also provide for amenity, landscape, biodiversity and recreation. A Strategic Surface Water Drainage Strategy will be required which must consider the impact of the development on the wider catchment, including having regard to other proposed development. All flood mitigation measures should make allowance for the forecast effects of climate change. If

practicable, such measures will take the opportunity to mitigate existing flood risk to Histon and Impington villages.

18. The development of North West Cambridge will not result in harm in the form of untreated sewage discharge or increased flood risk from treated waste water. Planning conditions (which may include 'Grampian' style conditions) will link the start and phased development of the site to the availability of waste water treatment capacity and the capacity of receiving watercourses.
19. An Air Quality Assessment will be required to be submitted as part of any planning application, to ensure that any development proposal takes account of any impacts of air quality on achieving a suitable residential environment to protect the health of future residents by minimising exposure to poor air quality and also any impacts of development on the national air quality objectives, the designated Air Quality Management Area and the Council's Low Emission Strategy. Account must also be taken of the anticipated effects of the A14 Ellington to Fen Ditton Improvements on the nature and extent of the AQMA. Development will not be permitted on any part of the site where this cannot be adequately demonstrated.
20. Management strategies for services, facilities, landscape and infrastructure will be submitted to the local planning authority for approval prior to the granting of outline planning permission to ensure high quality, robust and effective implementation, adoption and maintenance. 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. The inclusion of water and drainage features within open spaces would have significant advantages and should therefore be investigated. Management Strategies should cover:
  - a. The method of funding of implementation, management and maintenance;
  - b. The body or trust that will be responsible;
  - c. Monitoring and review requirements.
21. A comprehensive construction strategy will be required for all phases of development and planning conditions will be imposed to minimise the adverse effects of construction activity on residential amenity and the environment. Construction vehicles will avoid travelling through existing residential areas of Cambridge and villages in the locality and there will be no

**unacceptable adverse impacts on traffic flows on the A14 and the surrounding road network. Conditions on timing of construction traffic movements on the network will be imposed if necessary, but only if there will be no unacceptable adverse impact on residential amenity. Traffic flows will be monitored to ensure that the public have a mechanism to feedback any concerns that arise during development. Any haul roads and storage compounds will be located, designed and landscaped in such a way as to minimise any noise, smell, dust, visual or other adverse impacts on the amenity of existing residents and businesses, and on the new residents at North West Cambridge in both South Cambridgeshire and Cambridge City.**

- 22. Development at North West Cambridge will be required to recycle construction waste within the site during construction and in the long term, except for materials where off-site treatment would be more appropriate. A 'Resource Re-use and Recycling Scheme' will be needed to address treatment of all waste arising during the development.**

Supporting Text:

- x.x Land is released from the Green Belt at North West Cambridge for a sustainable housing led urban extension of Cambridge. The urban extension crosses the South Cambridgeshire / Cambridge City boundary. Built development within Cambridge City is addressed in the Cambridge Local Plan, which should be read alongside this DPD to give a full understanding of all inter-related proposals in the area. The policy should also be read in conjunction with the South Cambridgeshire Development Control Policies DPD and the requirements it places on the development must be complied with.
- x.x The policy establishes the requirements for the part of this new urban extension that lies within South Cambridgeshire and addresses its relationship with Cambridge and its surrounding countryside setting. It identifies the site within South Cambridgeshire for approximately 920 dwellings and associated development, which lies in the Parish of Impington (with the adjoining countryside to the west lying in the Parish of Girton), as well as the off-site infrastructure needed to deliver and serve the urban extension as a whole.
- x.x The Structure Plan sets a context for the review of the Green Belt (saved Policy P9/2b). It sets out a number of criteria to guide this process, including the need to retain within it any areas required to maintain the purposes of the Green Belt and to provide separation between existing settlements and any urban expansion.

- x.x There has been a Green Belt around Cambridge since the 1960's. The purpose of the Cambridge Green Belt as a whole is to:
- Preserve the unique character of Cambridge as a compact, dynamic city with a thriving historic centre;
  - Maintain and enhance the quality of its setting;
  - Prevent communities in the environs of Cambridge from merging into one another and with the city.
- x.x The revised Green Belt boundary will maintain an open green foreground setting to Cambridge and ensure that the expanded City remains physically separate from surrounding villages especially the closest villages of Girton and Histon & Impington. In this way the character of Cambridge as a city surrounded by a necklace of villages will be protected.
- x.x This rural area provides an opportunity for Green Belt enhancement and a Countryside Enhancement Strategy will be required to demonstrate how landscape and biodiversity enhancements will be achieved in the area as far north as the A14 trunk road to help enhance the quality of the setting of Cambridge and mitigate the impact of development. It will also set out improved countryside access to provide for informal recreation to serve both the development proposed in the City and existing development in this sector of Cambridge. This should include a replacement facility for the current public footpath through open countryside that will be incorporated into the development as well as links into the wider network of countryside footpaths beyond the A14, for example through use of the existing A14 overbridge. The District Council will ask Cambridge City Council in its determination of applications for development on the adjoining allocation, to secure contributions to the preparation of the Countryside Enhancement Strategy referred to in the policy and its implementation.
- x.x There are long distance views of Cambridge across much of this area from the A14. These views should be maintained in any noise mitigation measures by providing earth mounding close to the outer edge of the development, rather than close to the A14, which is designed as a new landscape feature and for local amenity. This will help soften the new urban edge of Cambridge and help mitigate the impact of development on the Green Belt setting of Cambridge. There may be scope for some earth mounding close to the A14 to the north eastern part of the site where the current landscape character is more enclosed by paddocks and trees. This would help provide a more protected area around surface water attenuation ponds with benefits for informal amenity. Acoustic fencing should not be used as part of any noise attenuation measures in order to protect the Green Belt setting of Cambridge.
- x.x It is important that any urban related open uses, such as playing fields, that are proposed in the Green Belt are carefully located and designed to ensure

they do not reduce the effectiveness of the Green Belt separation between Cambridge and Girton in visual terms, particularly having regard to matters such as fencing and floodlighting.

- x.x The development will help meet the high level of housing need in the District. As such it must balance the need to make best use of land whilst providing a high quality urban extension to Cambridge. An average net density of 45 dwellings per hectare is proposed for compatibility with the adjoining housing allocation in Cambridge City; a total of 920 dwellings in South Cambridgeshire, although the final number will be determined through a design-led approach and the required masterplan and design guides/codes. A range of house types, sizes and mix will also be important in ensuring a balanced community.
  
- x.x Providing substantially more affordable housing in and close to Cambridge is fundamental to the growth area strategy for the Cambridge Sub-Region. This is necessary to sustain the growth of the local economy and to ensure that local people are not priced out of the housing market by economic success. Affordable housing is addressed in the Housing section of the Development Control Policies DPD, which sets out affordable housing policy district wide. Policy HG/3 requires that 40% or more of the dwellings given planning permission should be affordable. The strategic developments are the key to addressing the affordable housing requirements of the area, and therefore Policy HG/3 will be the starting point for negotiations as the percentage of affordable housing in North West Cambridge. Contributions to off site provision will not be appropriate.
  
- x.x Gypsies and Travellers make up approximately 1% of the population of the District. There is a high level of need for Gypsy and Traveller accommodation, as demonstrated by the Cambridge Sub Region Travellers Accommodation Needs Assessment, and the emerging East of England Plan policy H4. This draft policy (Submitted to the Secretary of State in February 2008) refers to the opportunities provided by Major Developments to achieve provision, and the need to address provision through the preparation of Local Development Documents. PPS3 requires Local Planning Authorities to 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. This allocation provides an opportunity to provide a site, of around 8 pitches, as part of the affordable housing provision. Government guidance 'Designing Gypsy and Traveller Sites - Good Practice Guide' (DCLG May 2008) provides examples of how small scale sites can be successfully located in urban areas.
  
- x.x All necessary community services and facilities will be provided by the development, either on site or through contributions to off site provision secured through a planning obligation, for example in the local centre proposed in the adjoining development in Cambridge City if masterplanning determines this is most appropriate and deliverable.

- x.x A fundamental requirement for North West Cambridge is that it will be highly accessible and permeable to all its residents on foot, by cycle and High Quality Public Transport, to support sustainable transport, recreation and health. Therefore all development will be within 400m easy walking distance of a High Quality Public Transport bus stop via direct, safe and convenient routes. The route must be fully and effectively integrated with the route through the adjoining City development.
- x.x Vehicular access to the development will be achieved through the City development and it is important that there is adequate capacity in the wider highway network at all times during the development. Capacity in the A14 is a crucial issue ahead of the proposed A14 Ellington to Fen Ditton Improvements being implemented and advice from the Highways Agency is that development should not be occupied until the section of the A14 between Girton and Milton has been upgraded and the opened. Timing of development in relation to A14 improvements is therefore directly relevant to the housing trajectory for the development. Depending on the phasing of the improvement works, the part of the scheme most relevant to this site may be opened as early as the end of 2012, but may not be opened until mid 2015.

NOTE: IF THE POSITION CHANGES BY THE TIME THE INSPECTORS' REPORT IS PUBLISHED THIS INFORMATION AND THE TRAJECTORY SHOULD BE UPDATED AS NECESSARY.

- x.x The development must be designed as an exemplar in sustainable development and be flexible to accommodate the implications of climate change. An innovative and challenging approach to energy and water conservation should therefore be achieved. In view of the fact that the East of England has the lowest rainfall in the country, careful management of water resources will be crucial if the economic potential of the Cambridge Sub-Region is to continue to be realised and this puts a particular emphasis on the need for water conservation measures to be maximised in major new development. The policy takes account of the PPS1 Climate Change Supplement and requires that this development achieves high levels of water conservation compared with 2006 levels.
- x.x The impact of development on a number of natural resources will also be important. This includes surface water drainage and sewage discharge and the need to take account of the impact of the development on the wider catchment, particularly in view of known problems downstream, especially at Histon, Impington and Oakington, and other large scale development proposed that drains into that area. The impact on the wider catchment must therefore be addressed and the potential for a catchment wide assessment should be considered. Air quality is also an important consideration in view of the Air Quality Management Area on the A14. It is important that the impact of air quality on the development in the shorter and longer term is considered,

including the effect of the A14 Improvements. Also important is any impact of the development itself on the extent of the Air Quality Management Area through the effects on air quality of additional vehicle movements and cold engines which have higher levels of emissions.

- x.x Any planning application will need to include a Construction Strategy setting out how the development will be implemented to ensure no unacceptable impact on the amenity of existing residents and to minimise waste.
- x.x It is important that the services, facilities, landscape and infrastructure needed by the development in North West Cambridge are not only provided to a high quality, but that they are properly and effectively implemented, managed and maintained if they are to meet the needs of the community in the long term. There would be advantages in a single organisation taking responsibility for maintenance to avoid fragmentation and ensure continuity in approach. The policy is not specific about the number of management strategies. However, there should be a single agreed management strategy covering recreation, landscape and biodiversity. The inclusion of water and drainage features within open spaces would have significant advantages to ensuring a holistic approach to the management of open spaces where the respective needs of the various land uses and functions within those spaces can be addressed and should therefore be investigated.

#### **PREFERRED SITE 5 - POWELL'S GARAGE, GREAT SHELFORD**

- 7.4 A new policy and supporting text would be inserted in the DPD to follow paragraph 2.13 of the submitted DPD.

#### **Policy SP/x Housing Allocation - Powell's Garage, Woollards Lane, Great Shelford**

- 1. An area of 0.3 hectares on Woollards Lane Great Shelford, as shown on the Proposals Map, is allocated for residential development.**
- 2. Development must preserve the character and appearance of the Conservation Area and provide a high quality landmark design in this sensitive location.**
- 3. Due to the historical use as a commercial garage, an investigation into land contamination will be required prior to the granting of any planning permission. Should this indicate that remediation should be undertaken, this must be done to a standard agreed with the Council and conditions will be imposed on any planning permission to ensure that development does not commence on site until satisfactory remediation has been undertaken and a validation report is provided.**

4. **A design brief is required to be submitted to and approved by the Local Planning Authority prior to granting of planning permission.**

#### Supporting Text

- x.x This brownfield site lies within the village framework of a Rural Centre. It is an existing employment site, comprising a vehicle repairs workshop and car sales area. The site has previously had outline planning consent for warden-controlled retirement flats. Development of the site offers the opportunity to enhance this part of the Conservation Area. The Great Shelford Conservation Area Appraisal identifies the Old British School to be a positive building and a focal point, which forms part of an important view. Any development proposal would need to demonstrate that it would preserve the character and appearance of the Conservation Area and provide a high quality design in this sensitive location, which is in a prominent position on the junction of Church Street and Woollards Lane and on the edge of the village centre.
- x.x Access to the site is likely to be from Church Street. The site is located close to a good range of existing services and facilities and where there is good local public transport services. A net density of at least 40 dwellings per hectare should therefore be applied to the site reflecting the requirements of Development Control Policies DPD policy HG/1. The actual capacity would depend on design taking account of character and constraints of the site and as an apartment development is anticipated is likely to be higher, in the order of 20 units.

#### **PREFERRED SITE 6 - FULBOURN HOSPITAL AND IDA DARWIN HOSPITALS**

- 7.5 A new policy and supporting text would be inserted in the DPD to follow paragraph 2.15 of the submitted DPD.

#### **POLICY SP/x Ida Darwin Hospital**

1. **Fulbourn and Ida Darwin Hospitals have been designated as a Major Developed Site in the Green Belt, and development must reflect the principles established by Development Control Policies DPD Policy GB/4.**
2. **Redevelopment of the existing built footprint of Ida Darwin Hospital into a different configuration, comprising:**
  - a. **residential redevelopment on the eastern part of the Ida Darwin site; and**



- x.x The designation of Fulbourn Hospital and Ida Darwin Hospital as a Major Developed Site (MDS) in the Green Belt means there is potential for redevelopment of the Ida Darwin site and infill development at the Fulbourn Hospital site consistent with Policy GB/4 of the Development Control Policies DPD. This effectively allows the existing footprint of built development on the site to be re-configured.
- x.x In view of its location adjoining the village framework of Fulbourn and the potential for a development compatible with settlement character and Green Belt purposes, the policy provides a suitable context for redevelopment of the Ida Darwin site for residential development and new development at Fulbourn Hospital to respond to the long term mental healthcare needs of the area.
- x.x The Ida Darwin Hospital site adjoins the western end of Fulbourn village. As a previously developed site which is developed at a relatively low density in landscaped grounds it has a physical relationship with the village but a significantly different character which justifies its location in the Green Belt. Redevelopment of the built footprint in a different configuration as a residential area would change the character of the site and its relationship with Fulbourn, but there is potential for this to have positive implications for the relationship of the site with Fulbourn village and for the Green Belt by the removal of all buildings from the western part of the site, and the creation of an area of open countryside character which could help increase the openness of the Green Belt.
- x.x Reflecting Policy GB/4, the residential development potential would depend on how the existing Ida Darwin site built footprint were redistributed across the whole Major Developed Site. It is anticipated that the Ida Darwin site could deliver 250 to 275 dwellings, although the total would depend on any buildings that would remain on the Ida Darwin site, and the amount of additional healthcare development required on the Fulbourn Hospital site.
- x.x Fulbourn Hospital Conservation Area was designated in December 1992 to preserve and enhance the setting of the group of 19th Century former asylum buildings. The boundary of the conservation area includes the important parkland setting which was fundamental to the building's purpose as one of the first "open asylums" in the country. Any additional development will need to consider the historic pattern of development and parkland settlement.
- x.x A biodiversity strategy will be required to accompany development proposals, which should consider features worthy of retention. The redevelopment of the Ida Darwin site will provide significant opportunities for biodiversity enhancement, particularly on the western part of the site which is proposed to revert to open countryside.
- x.x A single railway line runs adjacent to the North of the site. Although it is not a main line, railway noise will need assessment in accordance with PPG 24 and associated guidance. Noise and vibration mitigation and/or attenuation on site

and noise insulation measures to buildings may be required to provide external and internal noise levels that are acceptable for future residents.

- x.x There appears to have been a landfill area to the north west of the Ida Darwin site, and the site itself has historical use as a hospital. These are potential sources of land contamination. This is a material consideration that will require investigation and remediation as necessary so that land is suitable for use in accordance with PPS23 Planning & Pollution Control and associated British Standards / guidance.
- x.x The site is located immediately to the south of a Roman settlement considered to be of national importance and subject to statutory designation (Scheduled Monument 95). Further evidence of Iron Age and Roman settlement is known to the east of the Scheduled Monument and the settlement area is likely to extend into the Ida Darwin Hospital site. This will require appropriate investigation.
- x.x The site is within a groundwater protection zone and appropriate measures would therefore need to be provided so as to ensure the water environment is protected from contamination. The area is known to have a high water table, and this will need to be considered in a site-specific flood risk assessment.
- x.x Residential development will be designed and landscaped to minimise impact on the character of the Green Belt. Strengthening the existing boundary tree planting, particularly the southern boundary, will help mitigate the impact of a more dense development on the character of the Green Belt. This will also allow two storey houses to replace those parts of the Ida Darwin Hospital which are large single storey without adversely affecting visual amenity.
- x.x A comprehensive construction strategy will be required for all phases of development and planning conditions will be imposed to minimise the adverse effects of construction activity on residential amenity and the environment, in accordance with Policy DP/6 of the Development Control Policies DPD.

## APPENDIX 8

### REVISED APPROACH TO CHESTERTON SIDINGS

- 8.1 Part of the housing shortfall is as a result of a change in approach at Chesterton Sidings (Cambridge Northern Fringe East), such that it can no longer be relied on to provide residential development. The policy in the draft Site Specific Policies DPD therefore needs to be changed. The following changes to the DPD are proposed: Delete Policy SP/2 and paragraphs 2.5 to 2.7. Revise Policies SP/18 and SP/19 and supporting text in Chapter 6 as follows:

#### RAIL

##### POLICY SP/18 Rail Infrastructure

1. Land at Chesterton Sidings is safeguarded for the development of a railway station and interchange facility.
  2. The Council will use its powers under Section 106 of the Town and Country Planning Act 1990 to secure financial contributions at an appropriate level towards the development of the railway station and interchange facility.
- 6.5 Structure Plan 'saved' policy P8/10 and the Local Transport Plan propose the development of a rail station and interchange facility at Chesterton Sidings to provide a high quality interchange between all modes, including with the Cambridgeshire Guided Busway Rapid Transit. ~~This forms part of a wider redevelopment area with land in Cambridge City.~~ **Planning obligation contributions towards the cost of the railway station and interchange will be sought at a level proportional to the benefit of the mitigation of road traffic for developments which would be served by a new railway station at Chesterton Sidings.**
- 6.6 **Not all the land at Chesterton Sidings will be required for the railway station and public transport interchange. Some of the remaining land will be used by Network Rail for train stabling and at least until the completion of the planned upgrade to the A14 trunk road for the delivery of aggregates and the manufacture of coated roadstone. Even with these uses present at the Sidings there will be land to the rear of the Cambridge Business Park available for redevelopment in the short term.**
- 6.7 **Chesterton Sidings forms part of a larger area of land with development potential which includes land north of Cowley Road within Cambridge City. The redevelopment potential of this and other land has been**

investigated on a number of occasions but found to be unviable or undeliverable. Now that the future of much of Chesterton Sidings has been determined by Network Rails decision to retain land for train stabling a new planning framework for the development of this area will be required. This will be produced jointly with Cambridge City Council and Cambridgeshire County Council, and agreed through the Cambridge Fringes Joint Planning Policy Committee. Central to the policy will remain a multimodal transport interchange.

- 6.8 Chesterton Sidings includes an area of Jersey Cudweed. This is a protected species under Schedule 8 of the Wildlife and Countryside Act. Development will need to incorporate measures for protecting this species.

#### **POLICY SP/19 Rail Freight**

**Existing rail freight facilities and sidings at Chesterton Junction, Foxton, Duxford, Fulbourn and Whittlesford will be safeguarded.**

- 6.9 Rail has an important role in the movement of freight. There is a general acceptance that the transfer of freight from road to rail will provide significant environmental improvement and will help to develop sustainable distribution. ~~Whilst only two of the rail freight sites in the district are in operation, the remaining three are maintained.~~ New and upgraded facilities can help make the railway more attractive to potential users and encourage the transfer of freight from road to rail. It is therefore important to retain and safeguard existing rail freight facilities within the district.

## APPENDIX 9

### SUSTAINABILITY APPRAISAL SUMMARY MATRIX

Objective	Sub-objective	Parcel L2, Arbury Park	Parcel Com 4, Arbury Park	Parcel Q and H.R.C, Arbury Park	North West Cambridge AAP	Huntingdon /, Histon Road / A14, North West Cambridge	Huntingdon /, Histon Road / A14, North West Cambridge (South Camba Revision)	land north of Barton Rd.	Land north of Fen Road, Milton (Greengates Piggeries)	Powell's garage	Ida Darwin Hospital	Teversham Road / Cow Lane	Land south of Manor Park / Somerset Road	Land West of Cambourne	Land North of A428	Bourne Airfield (1)	Bourne Airfield (2)
Land and water resources	Undeveloped land	+?	+?	+?	-	-	-	-	?	+	+	-	-	-	-	?	?
	Non-renewable resources	0	0	0	+?	0	0	0	0	0	0	0	0	0	0	0	0
	Water	0	0	0	0	0	0	0	0?	0	-?	-?	0	0?	0?	0?	0?
Biodiversity	Designated sites and species	+	+	+	?	?	?	-?	+	+	+	+	+	0?	-?	-?	-?
	Characteristic habitats and species	+	+	+	?	?	?	?-	?	+?	+	?-	?	0-	?	-?	-?
	Access to wildlife and wild places	?	?	?	+	+?	+?	+	++	0	+	+	0	+?	+	+?	+?
Landscape, townscape and archaeology	Historic interest	+	+	?	?-	?	?	+	?	?	+	?-	?	-?	-?	-?	-?
	Landscape and townscape	+	-?	+?	-	-	-	-	-?	?	?	-?	-?	-	-	-	-
	Places, spaces and buildings	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Climate change and pollution	Greenhouse gasses and other pollutants	++	++	++	+	+	+	-?	?	+	+?	?	?+	-	-	-	-
	Waste	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
	Vulnerability to climate change	+	+	+	?	?-	?+	-	-	+	?	?	+?	?	?	?	?
Healthy communities	Health	-	-	-	?	-	?	-	-	0	0+	-	-?	0	0	?-	?-
	Crime, and fear of crime	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
	Publicly accessible open space	+	+	+	+	?+	?	?	?	0	+	0+	-	+	+	+?	+?
Inclusive communities	Services and facilities	+	+	+	++	+?	+?	?	-	+	?	+	+	-	-	?-	-?
	Inequalities	0	0	0	0	0	0	0	?-	0	0	0	0	0	0	0	0
	Housing	+	+	+	++	+	+	+	+	+	+	+	+	+	+	+	+
	Community	+	+	+	+	0	0	0	0?	0	0	0	0	?-	?-	?	?
Economic activity	Access to satisfying work	+	+	+	+	+	+	0?	+	?	+	+	+	?	-	?	?
	Investment in people, places and infrastructure	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
	Local economy	0	0	0	0	0	0	0	0	0	0+	0	0	+	0	0	0

**Appraisal scoring definitions<sup>1</sup>**

++	Option will result in a positive impact on the SA Objective
+	The impact on the SA Objective is dependant on implementation, but if there were to be an impact it would most likely be positive.
0	Neutral or negligible effect
-	The impact on the SA Objective is dependant on implementation, but if there were to be an impact it would most likely be negative.
--	Option will result in a negative impact on the SA Objective

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<sup>1</sup> N.B. In some cases, differing symbols have been used to score the appraisal. Where this occurs the **first** symbol takes priority. For example an -? score will technically be a negative score, with some uncertainty, a ?- score will technically be a uncertain score but with the potential to be negative.





Planning Services  
South Cambridgeshire District Council  
Cambourne Business Park  
Cambourne  
Cambridgeshire CB23 6EA

t: 08450 450 500

[www.scambs.gov.uk](http://www.scambs.gov.uk)

