



Report to South Cambridgeshire District Council and Cambridge City Council

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REPORT ON THE EXAMINATION INTO THE CAMBRIDGE EAST AREA ACTION PLAN DEVELOPMENT PLAN DOCUMENT

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Introduction and Overall Conclusion

1.1 Under the terms of Section 20(5) of the 2004 Act, the purpose of the independent examination of a development plan document (DPD) is to determine:

- a. whether it satisfies the requirements of s19 and s24(1) of the 2004 Act, the regulations under s17(7), and any regulations under s36 relating to the preparation of the document;
- b. whether the DPD is sound.

1.2 This report contains my assessment of the Cambridge East Area Action Plan in terms of the above matters, along with my recommendations and the reasons for them, as required by section 20(7) of the 2004 Act.

1.3 My role is to consider the soundness of the submitted Cambridge East Area Action Plan. In line with national policy this DPD is presumed to be sound unless it is shown to be otherwise by evidence considered during the examination. The changes I have specified in this binding report are made only where there is a clear need to amend the document in the light of the tests of soundness in PPS 12. None of these changes should materially alter the substance of the overall plan and its policies, or undermine the sustainability appraisal and participatory processes already undertaken. The Councils consulted on the change I have made in the form of the deletion of Policy CE/6 and related material.

1.4 This introduction is followed by consideration of soundness in accordance with the procedural tests. The report then deals with the relevant matters and issues considered during the examination in terms of the tests of conformity, coherence, consistency and effectiveness. My overall conclusion is that the Cambridge East Area Action Plan is sound provided it is changed in the ways I specify. The principal changes which are required are, in summary:

- a) Reduction of repetition, including the deletion of some policies and the rationalisation of material, to achieve a more concise plan.
- b) The introduction of greater flexibility into over-prescriptive policies, including the green corridor Policy.
- c) Deletion of the green separation Policy.
- d) Relaxation of the affordable housing requirement.

1.5 In making my binding recommendations, I have sought to achieve an efficient and pragmatic way of delivering the aims of the new LDF system, whilst ensuring that the final document is basically sound and avoiding any unnecessary delay. The latter point is of particular importance in the case of South Cambridgeshire in view of the considerable development pressures on the district and the need to achieve a step change in housing delivery.

1.6 This Area Action Plan is one of the first DPDs to have reached this stage under the provisions of the 2004 Act. The Council has had to interpret the legislation and initial Government and other advice during the preparation of this DPD; much has emerged during the preparation and during my examination. With more recent and emerging guidance, it would be likely to look somewhat different to the submitted version. It would not normally be expected that the

consequence of an examination would be so many detailed changes. In large part, in the case of this document, these changes have arisen through the document being over-prescriptive, and lacking conciseness largely through repetition. Since this is one of the first of such documents it may be looked upon as a 'template' or example to copy: it should not be. Whilst the document resulting from my recommendations is sound, I have no doubt that if the Council were starting the process afresh, the document may well have looked rather different.

PROCEDURAL TESTS OF SOUNDNESS

2.1 The DPD is contained within the South Cambridgeshire District Council's Local Development Scheme, the updated version being approved in March 2007. There, it is shown as having an approval date of January 2008. The revised Cambridge City LDS gives an approval date of January-March 2008. Test i of paragraph 4.24 of PPS12 is met.

2.2 South Cambridgeshire District Council has yet to produce any Statement of Community Involvement, but the Statement produced by Cambridge City Council has been found sound by the Secretary of State and was formally adopted on 13 September 2007. It is evident from the documents submitted by the Councils, including the Regulation 28 Statement, Regulation 31 submissions, and the Self Assessment Paper, that the Councils have met the requirements as set out in the Regulations.

2.3 Alongside the preparation of the DPD it is clear that the Councils have carried out a parallel process of sustainability appraisal.

2.4 In accordance with the Habitats Directive, I am satisfied that an Appropriate Assessment has been undertaken and that there would be no significant harm to the conservation of the Eversden and Wimpole Woods Special Protection Area SAC as a result of the policies and proposals within this DPD.

2.5 Accordingly, I am satisfied that the procedural tests i, ii and iii have all been satisfied. In addition, the East of England Regional Assembly has indicated that the DPD is in general conformity with the approved Regional Spatial Strategy (RPG6).

TESTS OF CONFORMITY, COHERENCE, CONSISTENCY, AND EFFECTIVENESS

THE INTRODUCTION

Is the Introduction clear, concise and accurate?

3.1 This first section of the DPD includes some material from the Preface to the South Cambridgeshire Local Development Framework as a whole. This material is repeated in each of the DPDs submitted to the Secretary of State in January 2006. In addition, greater clarity concerning the geographical area of the AAP is

needed, and the section should include the Councils' revised simpler approach to masterplanning.

3.2 As in other South Cambridgeshire DPDs, the element of the Introduction which deals with the Proposals Map is inaccurate as far as an adopted DPD is concerned. The adopted Proposals Map is separate, and not part of the AAP. The submitted AAP must include a submission Proposals Map showing the changes which will result to the adopted Proposals Map if the DPD is adopted (Regulation 13[4]), and to that extent paragraph A.6 of the AAP was correct at submission: but it will not be at adoption.

3.3 The Introduction is thus unnecessarily repetitious, contains dated material, and is not effective. The Introduction as written would therefore fail test iv of the tests of soundness as it would conflict with national planning policy. It also needs to be consistent with the corresponding parts of other DPDs produced by South Cambridgeshire, in order to meet test vi.

3.4 The Councils, following the acceptance by South Cambridgeshire District Council in the examination of the Northstowe AAP that there is duplication between documents, have suggested replacement text. I have added an amendment regarding the Proposals Map, for reasons given above.

Action Needed to Achieve Soundness

3.5 The following changes are required to make the document sound:

- i) Add to the end of paragraph A.1 the following sentence: "The area covered by the Cambridge East Area Action Plan is shown on the Proposals Map, Inset A, as the area not covered by grey tone."**
- ii) Replace the second and third sentences of paragraph A.4 with "The documents which make up the development plan are listed in each Council's Local Development Scheme. These documents set out how each Council will move from the previous to the current development plans system, and lists which Local Development Documents are to be produced and when."**
- iii) Delete paragraph A.6.**
- iv) In the first line of paragraph A.7, replace "these plans" with "plans for the area".**
- v) In the first bullet point of paragraph A.8, replace "Strategic" with "Spatial".**
- vi) Replace the second bullet point of paragraph A.8 with "Strategic Design Guidance (incorporated in the Spatial Masterplan and supplemented by Design and Access Statements for each major phase of development)."**
- vii) In the third bullet point of paragraph A.8, delete "Local Masterplans," from the first sentence, delete the third sentence, and in the final sentence render "Design Guide" and "Design Code" into the plural form.**

- viii) In paragraph A.9, add “sustainable” between “high quality” and “development” in the first sentence.

DEVELOPMENT PRINCIPLES (POLICY CE/2)

The Principle of Developing the Area, and its Phasing

4.1 Development at Cambridge East is an important part of the sub-regional strategy. Policy P9/2c of the Cambridgeshire and Peterborough Structure Plan 2003 (the Structure Plan) identifies land at Cambridge Airport, land north of Newmarket Road, and land north of Cherry Hinton as locations that together will provide a major urban extension to Cambridge. The South Cambridgeshire Core Strategy DPD places locations on the edge of Cambridge at the top of its order of preference for locations where housing should be provided. The Cambridge Local Plan 2006 identifies East Cambridge as an area of major change to provide, *inter alia*, 65ha of housing.

4.2 I conclude that the principle of large scale development of an urban extension here is soundly based, in conformity with other elements of the development plan. I consider below the question of revision to the Green Belt.

4.3 To achieve the development of the area, the airport and Marshall's North Works have to be relocated. The relocation of the North Works is necessary for the development north of Newmarket Road. The relocation of the airport, also owned by Marshall, is necessary in particular for the development of the airport locality itself. Progress is being made towards these relocations, especially that of the North Works, such that the land north of Newmarket Road can form phase 1 of the Cambridge East urban extension, for development well before 2016. The airport relocation will take longer but that site is not relied upon to produce dwellings before 2016.

4.4 The relocation of the airport and businesses from Cambridge East will not remove all existing employment. Marshall will maintain a presence in the area. New employment uses will be provided for, such that the amount of employment in the area is likely to be greater than at present. The plan's provisions are appropriate in this respect.

4.5 Several parties are working jointly to ensure delivery of the range of services and facilities necessary for each of the 3 sites identified in paragraph 4.1 above to function independently as well as being capable of integrating with the wider development of the urban extension in the longer term. Clause 34 of Policy CE/2 is designed to ensure this in relation to Phase 1. The AAP provides the basis for the grant of planning permission for the first phases of development ahead of the airport relocation, with a more general policy framework to provide an overall context for the planning and eventual development of the remainder of the urban extension.

4.6 I conclude that the AAP is realistic in its overall approach to development and its general timing. It contains a policy basis for avoiding the isolation of early development and securing integration of development.

4.7 It is possible that the land north of Cherry Hinton will be capable of development at the same time as the land north of Newmarket Road. There is no objection in principle to this, subject to meeting the criteria set out in Policy CE/40. Because of the inclusion of this Policy in the AAP, there is no need for the development of this land to await a review of the AAP, as paragraph E3.6 seems to require. This paragraph is inaccurate and leads to inflexibility, contrary to tests iv, vii and ix.

4.8 The AAP is sound in respect of its safeguarding provisions. Criterion 6 of Policy CE/3 safeguards any part of the site which does not come forward for development before 2016. The boundaries of any such land are not yet known. To make the Policy more specific would introduce inflexibility and constrain the earlier development of land which, in fact, might come forward before 2016. Such a move would be unsound in terms of tests vii and ix.

The Form and Content of Policy CE/2

4.9 Policy CE/2 provides an overarching set of policy principles to guide the remainder of the AAP. Nevertheless it is a very lengthy policy and some of its elements are repeated elsewhere in the plan, especially in Policy CE/7. Rationalisation of these Policies with other parts of the plan is necessary in order to meet the requirements of test iv, consistency with national policy. I have resolved the problem by deleting Policy CE/7, because of the unnecessary duplication with Policy CE/2, and shortening the latter Policy, parts of which are deleted and parts of which are more suitably located elsewhere in the AAP. That has provided the opportunity to bring the descriptive material supporting Policy CE/7 into the reasoned justification of Policy CE/2. At the same time a clearer explanation of the principles of development has been incorporated in the reasoned justification.

4.10 The many changes needed have been put forward on behalf of the Councils in answer to a written question from me. One aim, in making these changes and dealing with material to be deleted, has been to ensure that the policies as a whole are comprehensive, and that important aspects of the policies are not lost. Other policies and paragraphs in the plan are changed in order to consolidate material, and these changes are noted at the appropriate points in this report, or in paragraph 4.12 below where this is more convenient.

4.11 Amongst other things, the changes relocate the Green Belt and green corridor elements of Policy CE/2 to the Policies which deal with these topics. I report on these matters below.

4.12 There are further effects arising from the changes, including the addition of a new first section to Policy CE/11 to accommodate policy relocated from Policy CE/2. The reference to addressing the lack of housing close to Cambridge is better fitted to the "Vision and Development Principles" chapter.

4.13 I have made organisational changes to the amended Policy CE/2 put forward by the Councils, in order to create a more concise policy.

Action Needed to Achieve Soundness

4.14 The following changes are required to make the document sound:

- i) Replace the first sentence of paragraph E3.6 as follows: "The AAP will be reviewed soon after it is adopted, once there is more certainty over the timing of the relocation of the airport. It is possible that a second phase of development north of Cherry Hinton could come forward ahead of the airport relocating and potentially soon after, or in parallel with, Phase 1 north of Newmarket Road, subject to meeting all policy requirements of the AAP."**
- ii) Replace Policy CE/2 as submitted with the revised Policy set out in Annex A.**
- iii) Add to paragraph B.3 "A Masterplan will be required to be prepared as part of the supporting information to the application for the initial grant of planning permission to ensure this is the case and to create the framework within which a quality environment can be achieved. Different levels and types of design guidance will be required at appropriate stages during the development to ensure the delivery of a high quality development."**
- iv) Replace paragraph B.4 as submitted with "The size of the urban quarter of Cambridge East is indicated through the AAP having regard to the policy framework and the strategic objective for this to be a high density development and recognising the need for a design-led approach to determining the actual numbers of dwellings for the new urban quarter. In order for it to become established as a successful new community as part of wider Cambridge, the urban quarter will need to provide all the necessary employment, services, facilities and infra-structure required to support a new community of 10,000-12,000 dwellings."**
- v) Replace paragraph B.5 as submitted with "There are a number of overarching development principles that will guide the development of Cambridge East to ensure that it is a sustainable and vibrant new community that respects its context as an urban extension to Cambridge, including how it sits within the landscape setting of Cambridge, the form and character of the urban quarter, the drive towards sustainable living, and the importance of creating a balanced and inclusive new community which addresses the current lack of housing close to Cambridge. These principles are consistent with the policy context for the urban extensions to Cambridge provided by the Cambridge Local Plan, the South Cambridgeshire Core Strategy DPD, the Structure Plan and national planning policy."**
- vi) Delete Policy CE/7 and move its supporting paragraphs D1.1-D1.6 to the reasoned justification for Policy CE/2, to become paragraphs B.6-B.11.**

- vii) **Add to Policy CE/11 a new first section to read “Local employment will be provided to create a balanced community rather than a dormitory, and to meet the needs of the residents of Cambridge East.”**

THE SITE, THE GREEN BELT, AND THE GREEN CORRIDOR (POLICIES CE/3 – CE/4)

Should the Green Belt be revised, and, if so, how?

5.1 The Structure Plan has considered the need to release land from the Green Belt in order to provide the urban extension, and requires such a release. The Green Belt must be altered to make way for the development. The development in turn is needed to meet the sub-region's challenging housing requirement. The site is suitable for housing allocation because, as an urban extension to Cambridge, it is near the top of the sequence of types of site to be chosen for development. Opportunities for development in the urban area have been fully considered. There are exceptional circumstances justifying an alteration to the Green Belt boundary.

5.2 The review of the Green Belt sought by the Structure Plan, to identify the boundaries of land to be released from it to serve the long-term development needs of Cambridge, is represented by the AAP and the work which has been undertaken to determine the boundaries of the site and the Green Belt. This review has been guided by the studies conducted by relevant parties and by the evidence placed before me. The Inner Green Belt Boundary Study 2002, for example, identifies this area as having low importance to the Green Belt, a conclusion with which I agree.

5.3 From what I have seen and heard, the determination of the boundaries of the area to be released from the Green Belt has generally followed the principles set down in Structure Plan policies. I note that the operative Structure Plan policies give prominence to serving the long-term development needs of Cambridge, to sustainable development, and to planned settlement form, as well as to the maintenance of the purposes of the Green Belt. Nevertheless, the Green Belt will continue to fulfil its purposes after the release of land needed for the urban extension.

5.4 I conclude that the AAP is sound in respect of the boundaries of the Green Belt and of the site of the urban extension, but see paragraphs 5.19 and 5.22 (i) below.

The location of the north-eastern boundary of the urban extension with the green belt

5.5 North of Newmarket Road the AAP proposes that the boundary of the urban extension be drawn along the north-south hedge east of the Park and Ride site. To move the boundary to the next hedge further east would place the boundary east of the line of Airport Way, which forms a strong containing feature south of Newmarket Road. It would also include in the urban quarter a large field which is prominent and attractive in the view from the pedestrian and cycle route into Cambridge from Quy. The scatter of houses in trees on the north side of

Newmarket Road does not remove the rural character of the field. In my opinion this field has value locally in contributing to the open and rural setting of the City.

5.6 This eastern hedge line would not be likely to survive as a long-term Green Belt boundary, because the next field to the east would be rendered vulnerable to exclusion from the Green Belt and to eventual development. This is because that field is long and narrow, lying between 2 roads which meet near the eastern end of the field. Thus, moving the Green Belt boundary proposed in the AAP would be likely to lead to the creation of a promontory of development projecting into the countryside. This would not accord with one of the purposes of the Cambridge Green Belt, "to preserve the unique character of Cambridge as a compact ----- city -----." This purpose remains part of the development plan, although the Secretary of State's proposed modifications (to which there are objections) to the draft East of England Plan seek to remove this Green Belt purpose.

5.7 Extending the new urban quarter eastwards by removing land from the Green Belt would not accord with 2 of the purposes of the Cambridge Green Belt. Furthermore, the AAP allows for open space uses to be located in the Green Belt, and my decisions on other aspects of the AAP will increase the flexibility of the AAP to accommodate the urban quarter's uses.

5.8 The proposed AAP Green Belt boundary does accord with Green Belt purposes, meets tests vi, vii and ix, and is not unsound.

The Width of the Cambridge East Green Corridor

5.9 The AAP locates a green corridor across the present airport land as required by the Structure Plan and as provided for in the Cambridge Local Plan. Green corridors are a feature of Cambridge, connecting the countryside with the urban areas of the City, and are in many cases part of the Green Belt. The Cambridge East green corridor will also connect the countryside east of the City with Coldham's Common in the City, and the AAP gives it a Green Belt designation, fitting the character of the City.

5.10 However the plan is too prescriptive in determining the width of the green corridor as a minimum of 300m. There is no technical analysis or guidance to support the AAP prescription. The existing green corridors in Cambridge vary widely in width, some being considerably less than 300m wide in places. This is a matter for the Master Plan for Cambridge East, where the width of the various sections of the green corridor can be established, led by design, to reflect the uses within and near each section of corridor. The green corridor will accommodate a variety of uses (see below) but from my visits to other open areas in Cambridge I consider that this does not dictate a minimum width of 300m.

5.11 The AAP would be unsound in relation to tests vii and ix unless altered. Wording discussed at the hearing can be used to replace the over-prescriptive existing wording. The use of "about" gives greater flexibility than "average", and avoids the appearance of requiring precise measurements to achieve an average. Appropriately, there is already provision in the Policy's wording for a greater width at the countryside end of the green corridor, where separation of the new development from Teversham is necessary. Finally, reference can be made to the need for particular justification to narrow the green corridor significantly. This is

to allow for the possibility of a prestige building with an important function such as a concert hall.

5.12 There is a need for some amendment of the reasoned justification to reflect the Policy change in the circumstances of east Cambridge, where there are as yet no physical features to define the Green Belt along the green corridor and west of Airport Way. In these circumstances, the final boundary of the Green Belt here cannot be determined yet. The ultimate form of the green corridor, and of the Green Belt boundary, will be determined by masterplanning, and formally set in their final configuration by review of the AAP. The reasoned justification of Policy CE/4 makes this clear, and it is obvious from the form of the concept diagram and the wording used in the key that the diagram is indicative only. There is no lack of flexibility for masterplanning. The plan meets tests vii and ix.

Should land uses in the Green Corridor be more constrained than Green Belt policies allow?

5.13 Structure Plan Policy P9/2c refers to the need to maintain the penetration of the countryside into the heart of the City by the Teversham green finger which links with Coldham's Common. Such a need does not require that the land uses to be permitted in the green corridor should exclude those normally permitted in the Green Belt. This is especially the case bearing in mind the nature of the airport land upon which the green corridor would be developed. The airport does contain much open land but this is managed and mown grassland in the main, not agricultural fields, and is managed to discourage wildlife rather than to encourage biodiversity.

5.14 Linking the countryside around Teversham with Coldham's Common can be accomplished without limiting the land uses in the green corridor substantially more than envisaged in national and local Green Belt policy. Outdoor sport and recreation, cemeteries and allotments can all be uses appropriate in the countryside, and should not be prevented, as they are in Policy CE/4 as submitted, nor should they be referred to as urban related uses as they are in the Councils' suggested rewording of the Policy.

5.15 Also, in my view the description of the green corridor in the Policy as having an informal countryside character is too restrictive. The green corridor will be located between 2 major new urban developments with large populations and built to high densities. These areas will give rise to very substantial open space needs, not all of which will easily be met within them. To my mind the combination of circumstances offers the opportunity of creating a multi-functional open space which could link, in functional terms, the development areas to the north and south, and increase the biodiversity of the land. An open area with active uses is more likely to use land efficiently, in line with national policy set out in PPS3.

5.16 Potential dominance of the green corridor by formal features such as playing fields can be avoided by careful masterplanning, and this can be noted in the supporting text. Masterplanning can draw on the examples provided by existing green corridors and large open spaces in Cambridge, with different sections of the green corridor designed with varied character and for different land uses.

5.17 I conclude that elements of Policy CE/4 are too restrictive and prescriptive, leading to conflict with tests iv, vii and ix. The situation can be remedied by using wording discussed at the hearing.

Other Matters

5.18 Part 4 of Policy CE/3 would not be used to control development directly, but is a suitable element of the Policy because it can form the basis of the masterplanning of the area north of Newmarket Road.

5.19 The description of the eastern boundary of the development area is inaccurate and should be corrected.

5.20 The villages of Fen Ditton and Teversham are close to the existing and planned urban edge of Cambridge. In this case there is justification for including as a Green Belt purpose protection of the settings of settlements.

5.21 The deletion of material from Policy CE/2 leads to the inclusion of additional material in Policy CE/4 in order to avoid losing policy guidance.

Action Needed to Achieve Soundness

5.22 The following changes are required to make the document sound:

- i) At the end of part 1.b. of Policy CE/3 add "excluding land in the green corridor and Green Belt."**
- ii) Insert a new part 1 into Policy CE/4, to read "Cambridge East will be bounded by the Cambridge Green Belt, the boundaries of which will be defined to retain as Green Belt that land which is essential to maintain the purposes of the Cambridge Green Belt and which will constrain further growth", and renumber succeeding parts of the Policy.**
- iii) Replace part 3 of Policy CE/4 with: "A green corridor will be retained through the new urban quarter connecting the green spaces of Cambridge to the surrounding countryside, linking from Coldham's Common to a new country park located to the east of Airport Way and south of Newmarket Road, and also to the National Trust's Wicken Fen Vision. The green corridor will have a width of about 300m, and be significantly narrower only where particular justification is provided and the green corridor function is not inhibited. It will open up to a greater width at the Teversham end of the corridor, where an informal countryside character will be provided to help to maintain the individual identity of the village."**
- iv) Replace the first 2 sentences of paragraph C2.5 with "The Green Belt boundary in the green corridor and west of Airport Way is not drawn by reference to clear physical features."**
- v) Replace the first sentence of paragraph C2.7 with "It will be a significant area of land, the shape of which will be defined by masterplanning. It will be about 300m wide, increasing significantly as it opens up into a bell shape around**

- Teversham, where the Green Belt will be designed to have an informal countryside character."**
- vi) Replace part 5 of Policy CE/4 with "The green corridor will have a high degree of public access compatible with its function in serving the needs of the development and the uses of Green Belt land."**
 - vii) Replace the final sentence of paragraph C2.8 with "Any outdoor sport and recreational uses such as playing fields will need to be sensitively designed and located through the masterplanning process to ensure they do not dominate the green corridor."**

LANDSCAPING (POLICIES CE/5, AND CE/16-CE/18)

Do these policies add to the repetitive nature of the AAP?

6.1 The logic of the plan's layout is that Policy CE/5 deals with landscaping the setting of Cambridge East, with Policy CE/16 dealing with the principles of landscaping of the new urban quarter itself. Unfortunately this leads to much repetition between the Policies. As there is considerable repetition in the plan, and as a concise plan is required, this duplication of landscaping policy should be omitted as failing test iv. The new urban area itself should be the principal concern of the plan and the landscaping of the urban extension and its setting need to be treated comprehensively. They can both be controlled by Policies CE/16 – CE/18, with amendments from Policy CE/5 where necessary. Policy CE/5 and its associated heading should therefore be deleted. The supporting text to Policy CE/5 should as a result be moved to Part D of the plan.

6.2 Policy CE/16 becomes the principal landscape Policy of the plan with the deletion of Policy CE/5. Parts of the latter Policy should be incorporated into Policy CE/16 so that the Policy controls development outside as well as within the urban extension. There are also amendments to Policies CE/16 and CE/17 as a result of changes to Policy CE/2 and the deletion of Policy CE/6.

Action Needed to Achieve Soundness

6.3 The following changes are required to make the document sound:

- i) Delete Policy CE/5 and the preceding heading "C3 Landscaping the Setting of Cambridge East".**
- ii) Insert clause a of Policy CE/5 into Policy CE/16, to form clause 1(a) of that Policy, and amend the first part of the clause to read "Create an appropriate setting for the new urban quarter, which respects and reinforces local landscape character and minimises any adverse visual or landscape impacts-----".**
- iii) Insert clauses b (but replacing "Green Separation" with "areas of the Green Belt providing green separation" – see below), f and i of Policy CE/5 into Policy CE/16, to become clauses 1(b-d) of that Policy, and renumber the remaining clauses accordingly.**

- iv) **In clause 3 of Policy CE/16, after the words "urban drainage system", add ", without compromising landscape and design quality,".**
- v) **In clause 5 of Policy CE/16, add to the end of the first sentence "and to reflect the function of the tree belt separating the new development from Fen Ditton".**
- vi) **In clause 1 of Policy CE/17, after the words "urban area", add "which connect with other open spaces within and around Cambridge East and the wider countryside beyond and".**
- vii) **Delete the final sentence of paragraph C3.1 and transfer paragraphs C3.1-C3.6 to section D, between Policy CE/16 and the sub-heading "Landscape Strategy".**
- viii) **Relocate paragraph C3.7 to follow paragraph D8.8.**

GREEN SEPARATION (POLICY CE/6)

Is a specific green separation policy appropriate?

7.1 Structure Plan Policy P9/2b requires the review of Green Belt boundaries, to identify the boundaries of land to be released from the Green Belt, to provide green separation between existing settlements and any urban expansion of Cambridge to maintain the identity of the individual settlements. This applies to Teversham and Fen Ditton in the case of the Cambridge East urban expansion.

7.2 However, the reference in the Structure Plan does not necessarily mean that a specific policy is needed in the AAP in order to bring about the green separation. The Green Belt is an adequate means of achieving the objective. Nationally, Green Belts have the following purposes, amongst others:
To check the unrestricted sprawl of large built-up areas
To prevent neighbouring towns from merging into one another
To preserve the setting and special character of historic towns.
To these can be added a specific purpose of the Cambridge Green Belt, included in the Structure Plan and in the South Cambridgeshire Core Strategy DPD, "to prevent communities in the environs of Cambridge from merging ----- with the City".

7.3 With this strong and clear set of purposes for the Green Belt, I conclude that Policy CE/6 is superfluous. Its effect would be to duplicate Green Belt policy, but it would also be substantially more restrictive than the latter Policy. Green Belt policy itself is a strict policy to keep land open and prevent inappropriate development. It is capable of protecting sensitive areas. The land use restrictions Policy CE/6 contains are very onerous, mainly for reasons given in paragraph 5.14 above.

7.4 The separation indicated on the Proposals Map is in my judgement sufficient to maintain the identity of Teversham. Robust evidence, that minimum separation of 200m is justified by the circumstances applying to Teversham, is lacking. The Councils say that the impression of a material distance is needed: that will be achieved by the green corridor and Green Belt shown on the Proposals Map. The precise location of the Green Belt boundary and the form of

the urban edge can be refined in masterplanning. As it is, the slight elevation of Teversham above parts of the area, and the village's character, with its trees and church tower, will assist in maintaining its identity. Policy CE/4 deals with the maintenance of an informal countryside character at the Teversham end of the green corridor, and with the character of villages. The AAP contains landscape policy. Masterplanning will deal with matters of detail and have the task of providing and maintaining character and landscaping. The protection of the tree belt near Fen Ditton is covered in part 5 of Policy CE/16, but reference in this part of the Policy should make it plain that a function of the tree belt is the separation of the new development from Fen Ditton.

7.5 Policy CE/6, with its reasoned justification, is unsound and should be deleted to enable the plan to meet tests iv, vii and ix. The corresponding Proposals Map designation should also be deleted. There is a consequential deletion from Policy CE/4 of the reference to green separation and deletions of references from other parts of the plan.

Action Needed to Achieve Soundness

7.6 The following changes are required to make the document sound:

- i) Delete Section C4, and the corresponding Policy CE/6 Proposals Map designation.**
- ii) Incorporate deletions and editorial changes resulting from (i) above, as shown in Annex D to this report.**

THE DISTRICT AND LOCAL CENTRES (POLICIES CE/8 AND CE/9)

Are the requirements for the timing of the development of centres sufficiently flexible?

8.1 Parts of these policies and their reasoned justification are unsound, as submitted, in their requirements for the timing of development of the centres. There is no evidence that third parties will be in a position to commence the development of the district centre within a specific period, or to deliver key facilities at particular stages in the house building programme. There are many factors which could delay retail and other development. If the construction of dwellings is tied to the provision of centres, this could hold up the provision of dwellings, an important feature of the whole scheme, without losing the sense of urgency which should underlie the preparation and implementation of the development.

8.2 These elements of the Policies are premature, inflexible, and too prescriptive. For these reasons this aspect of the plan fails tests vii and ix. Deletion of the unsound elements is needed.

8.3 With regard to the effects of the district centre on the City Centre, the City Centre has some space for further development but in the context of the longer term there are substantial constraints. Some significant facilities might have to be located in the district centre if there is no realistic opportunity in the City Centre, bearing in mind that the urban extension at Cambridge East could itself house a

population of approaching 30,000. The necessary safeguards for the vitality and viability of the City Centre are included in the plan.

8.4 Other changes arise as a result of the deletion of material from Policy CE/2.

Action Needed to Achieve Soundness

8.5 The following changes are required to make the document sound:

- i) Insert a new part 1 in Policy CE/8, to read "A large district centre will provide a vibrant focus to Cambridge East.", and renumber as necessary.**
- ii) Add to the end of part 2 of Policy CE/8 "with other uses consistent with the sub-regional role of Cambridge but which cannot be located within the City Centre, which may include civic uses, a conference centre, concert hall, arts centre, and leisure facilities."**
- iii) Delete the final sentence of part 6 of Policy CE/8, and the whole of part 7.**
- iv) Replace the second sentence of paragraph D2.6 with "This study will lead to the production of a district centre strategy which will help determine planning applications to ensure the staged development of the centre as a whole, and in particular the early start to this development once the airport site comes forward for development, in order to provide a heart to Cambridge East at the earliest opportunity."**
- v) Delete the third sentence of paragraph D2.6.**
- vi) Replace the first sentence of part 1 of Policy CE/9 with "The development of Cambridge East will make provision for local centres to provide a community focus for neighbourhoods, the number of local centres being determined through a local centres strategy."**
- vii) Delete the second sentence of part 2 of Policy CE/9.**
- viii) Replace the final sentence of paragraph D3.3 with "The development of each local centre will begin as soon as practicable after the first houses are available for occupation in the respective neighbourhoods in order to ensure from the early stages of development that local services and facilities are available within walking distance of all homes."**

HOUSING (POLICY CE/10)

Affordable Housing

9.1 In contrast to other AAPs in South Cambridgeshire, a specific affordable housing policy is justified in Cambridge East, because this is a joint DPD which forms part of 2 development plans. The Cambridge Local Plan 2006 does not apply to land within South Cambridgeshire, and the South Cambridgeshire Core Strategy DPD, and Development Control Policies DPD do not apply to land in the City. As a result this AAP should be as self-contained as possible and should not rely on policies in other plans. Nevertheless, for the sake of consistency, some of

the changes made to the other submitted South Cambridgeshire DPDs should also be made to this AAP.

9.2 The proportion of affordable housing would need to be 40% or more, rather than approximately 50%, to be consistent with the Cambridge Local Plan and the South Cambridgeshire Development Control Policies DPD. These plans reflect the expectation in the emerging East of England Plan that 35% of housing in the region should be affordable, and the level of need locally.

9.3 The proportion of affordable housing should not be set lower than 40%. The Government is committed to providing high quality housing for people who are unable to access or afford market housing. The need for affordable housing is strong in the Cambridge area. This urban extension is a major development proposal and will supply a substantial proportion of the City's long term housing provision. The costs of relocation involved in securing the development will be considerable, and Cambridge East differs from Northstowe in this respect, but no overall viability assessment has been submitted to give a robust indication that the development will not be able to support relocation and other costs if the affordable housing percentage is 40%. However the plan should include a reference to relocation costs, to inform negotiations at planning application stage.

9.4 Existing housing areas near the urban extension are relatively disadvantaged areas in the Cambridge context. Even so, they are not particularly disadvantaged on a national scale. None of the adjoining housing areas have been identified for remedial action. The affordable housing at Cambridge East would in significant part be taken by households from South Cambridgeshire, where deprivation is even less than in the City. There are masterplanning solutions to the possible problem of over-concentrating poorer households, especially given the size of the urban extension. The effects of the actions of 'buy to let' investors will depend on several factors which are difficult to forecast.

9.5 A level of affordable housing set at 40% or more would be unlikely to lead to an unbalanced community. The proportion of affordable housing sought in the submitted AAP would lead to a conclusion of unsoundness if unaltered, on the basis of a conflict with tests vi and vii in particular. However, a change to a required proportion of, say, 30% would also be unsound for reasons of inconsistency and conflict with national policy. The plan would be sound with a level of 40% or more, and this level would accord with tests vi and vii.

Requiring Housing Provision from Employment Development

9.6 Parts 8 and 9 of Policy CE/10 require employment developments under particular circumstances to take action which would lead to the provision of affordable housing. This follows policies in the Structure Plan and the Cambridge Local Plan. However, there is no basis for the requirement in more recent national policy or emerging regional policy, and in fact the equivalent policies have been deleted from the latest draft regional policy and from the adopted South Cambridgeshire Development Control Policies DPD.

9.7 There is a large need for affordable housing in the sub-region, and there are complaints from the development industry that residential development cannot bear the full cost of affordable housing provision. These circumstances are

not unique to the area. One would expect the most recent draft regional policy to deal with the matter if it was considered that employment development should make contributions, particularly as this is a relatively new and rather onerous policy. Nor is there specific evidence of the effect new employment will have on the demand for affordable housing in the circumstances of Cambridge East.

9.8 In the absence of support from recent higher level policy there is a need for convincing evidence that specific local circumstances justify the imposition of the requirement, but the evidence base is insufficient to justify the policy. Test vii is not met, and parts 8 and 9 of Policy CE/10 should be deleted.

Dwelling Capacity and Density

9.9 It is inevitable that the dwelling capacity and density of the urban extension will both be high, given Structure Plan policy (see 4.1 above). A large amount of land is involved: for example, the airport alone is a substantial area. In addition, the housing requirement for the sub-region up to 2016 is challenging, there must be scope for continuing development after 2016, and the draft East of England Plan also imposes a large housing requirement on the sub-region.

9.10 The Structure Plan says specifically that the airport should be treated as a priority for high density development, and this is within the context of Policy P5/3, which indicates densities significantly higher than 40 dwellings per hectare in urban locations close to good facilities and public transport services. The effective use of land is a national objective.

9.11 It is important that the plan is transparent in stating the approximate capacity of the urban extension, and in containing a density policy. These attributes show that the scheme can make a major contribution to meeting requirements. The capacity figure has been arrived at appropriately by using an iterative process based on identifying a suitable site for release from the Green Belt, appropriate densities, and a design led approach within the identified site. The local planning authorities will be able to prevent densities so high that harm would be caused. The wording of the Policy is clear enough to guide those who will operate the Policy, without being over-prescriptive. It will be for the Masterplan to achieve good designs, including a well designed urban edge, within the density guidelines. Higher densities and good design can go hand in hand.

9.12 The capacity and density elements of the plan are sound.

Other Matters

9.13 Paragraphs D4.7/8 are appropriately included in the housing chapter of the AAP. Housing for students and young single people is relevant in Cambridge, and it is too early to conclude that there should not be provision in Cambridge East for travellers.

9.14 Paragraph D4.23 is sound because there will be a Supplementary Planning Document for affordable housing.

9.15 On the other hand some descriptive matter should be excised in order to avoid repetition of material from other documents, improve clarity, and meet test iv.

Action Needed to Achieve Soundness

9.16 The following changes are required to make the document sound:

- i) Replace the first sentence of part 4 of Policy CE/10 with "There will be a good mix of house types, sizes and tenures, attractive to, and meeting the needs of, all ages and sectors of society, including those with disabilities."**
- ii) Replace the affordable housing section of Policy CE/10 (parts 5-10 of the Policy) as submitted with the revised Policy section set out in Annex B.**
- iii) Replace the reasoned justification concerning affordable housing (paragraphs D4.12-D4.25) with the reasoned justification set out in Annex B.**
- iv) Delete paragraph D4.10.**

COMMUNITY FACILITIES (POLICY CE/12)

10.1 Policy CE/12 is unduly prescriptive, repetitive and lengthy. In Part 2, it will not be appropriate for the development to provide, in every instance, serviced land for voluntary and community groups. In Part 4, only the needs of Cambridge East itself should be provided for, particularly as many facilities are likely to be provided on a commercial basis. In Parts 5 and 13, the prescriptive word "requiring" should be replaced with "enabling", since this is referring to a planning obligation which must be the subject of negotiation. In Part 6 it is inappropriate to include the examples of commercial facilities, the provision of which cannot be guaranteed. Parts 7, 8 and 9 are again prescriptive and over detailed, bearing in mind that they deal with commercially provided services and facilities. They should be combined into a single part providing for detailed assessments and strategies. Part 11 also suffers from a degree of prescription: the second and third sentences should be changed to remove this, allowing for flexibility in masterplanning and for negotiation in relation to planning obligations.

10.2 These changes to the policy to make it sound in respect of tests vi, vii and ix will require consequential changes to the reasoned justification as I set out below. In addition, paragraph D6.14 is unsound as there is much duplication between the paragraph and others both in this chapter of the plan and in other chapters. I conclude that the duplication is unsound. The repetition and lack of conciseness do not comply with national planning policy. Paragraph D6.14 and its heading should be deleted.

Action Needed to Achieve Soundness

10.3 The following changes are required to make the document sound:

- i) Modify Policy CE/12 as follows:
in Part 2, add "where appropriate" before the words "through the provision of serviced land";
in Part 4, delete the words "and its catchment, comprising the immediately adjoining parts of Cambridge and nearby villages,";**

- in Parts 5 and 13, replace the word “requiring” with “enabling” in the second line;**
 - in Part 6, delete the words “e.g. health and fitness clubs,”;**
 - delete parts 7, 8 and 9, and replace with “Detailed assessments and strategies to provide for the needs of Cambridge East will be prepared in partnership with the land owners and in consultation with potential service providers and stakeholders to determine how these needs can best be met and their delivery phased. Where appropriate, in accordance with the terms of Circular 05/2005, requirements will be included within the planning obligation.”;**
 - in Part 11 change the second sentence to read “A strategy for public art should be prepared as part of the masterplanning process” and replace “will” in the third sentence with “may”.**
- ii) Modify the reasoned justification as follows:**
- in paragraph D6.2, change the final sentence to read “In appropriate instances the development may be required to provide land for their provision.”;**
 - in paragraph D6.10, change “provision will be needed” in the first line to “provision may be needed”;**
 - in the first line of paragraph D6.11 change “will” to “could”;**
 - delete all of paragraph D6.13 after the words “service providers” and replace with the words “as part of the assessment and strategy.”;**
 - delete paragraph D6.14 and its heading;**
 - in paragraph D6.34, insert “possible” before “appointment” in the second sentence, and replace “will” in the third sentence with “may”.**

TRANSPORT (POLICY CE/13)

Is there a robust and credible evidence base to justify the Cambridge East development on transportation grounds?

11.1 This urban extension has been the subject of several transport studies, including a Land Use and Transport Model to identify sites for the Structure Plan, which showed that the developments proposed in that plan could be developed satisfactorily. The 2004 Atkins Study informed the preparation of the AAP. More recent work has enabled the AAP to include detailed proposals for Phase 1. The studies have used nationally recognised modelling methodologies.

11.2 Cambridge East is a long term proposal and so one would not expect finalised transport schemes for every phase to be available at this stage. The studies give clear advice on what is required, and set out options for achieving the requirements. The AAP Policies identify the key requirements including, for example, the High Quality Public Transport (HQPT) links referred to in part 2 of Policy CE/14. Part 8 of Policy CE/13 covers the possibility that increases in the capacity of City orbital routes might be required, a matter to be kept under review by the County Council (see also below). Policies require that adequate measures be in place to serve all stages of development.

11.3 Demand management, to obtain a 60:40 modal split in favour of sustainable transport modes, is important. The Structure Plan contains a clear policy (P8/4) to manage demand, which policy specifies the use of fiscal measures, restrictions on access by the private car, and the reallocation of roadspace in favour of sustainable modes. Cambridgeshire County Council, the Highway Authority, supports demand management.

11.4 The AAP Policies flow well from the Structure Plan mix of measures. The scale and density of development will support HQPT (see below) and the proposed modal split. The existing modal split in Cambridge is already approaching 60:40, with decreases in car usage despite population increases. The provision of HQPT along Newmarket Road for the first phase of development has been assessed, as have options for longer term provision, and this work includes financial and engineering assessments. HQPT will attract drivers using Newmarket Road and other roads onto public transport.

11.5 Strategic measures which the Highway Authority will be able to put into place will address car use by those travelling into the City from outside. The Highway Authority has an excellent record of obtaining funding for transportation proposals, and there is good evidence that this will continue. Developer contributions can also be relied upon, including contributions to any new road infra-structure that might be necessary.

11.6 Overall, the decision to allocate this area for building has already been taken at a strategic level (see 4.1 above). The site has been chosen for its contribution to a more sustainable development pattern. Other sites were not preferred at the Structure Plan stage. Subsequent work has enabled some detailed transportation proposals to be included in the AAP, especially for the first phase of development. Additional detail is for masterplanning to provide. For the longer term, transport studies have identified options for serving the urban extension and these options are feasible.

11.7 Further work, including the review of this AAP, will be carried out on the transportation decisions yet to be taken, such as the choice of one or more options for links to the City Centre. These choices will be subject to public consultation. There will also be further consideration of the effects of the proposal on roads and junctions.

11.8 Travel demands can be met sustainably. Necessary provision of highway and other transportation schemes to reduce, and cater for, traffic impacts will be made. I conclude that the AAP meets soundness test vii.

Are various parts of the transportation chapter too prescriptive?

11.9 Policy CE/13 is over-prescriptive in setting out junction locations. In fact more junctions could with benefit be provided, on the basis of the most recent traffic evidence, and greater flexibility should be introduced into the Policy to meet test ix. This increased flexibility should be accompanied by caveats to avoid impacts on the environment and existing communities: this is only partly covered by clause 5 of the Policy at the moment. There is a consequential change to the reasoned justification.

11.10 The plan does not require an additional A14 junction. Work on investigating possible connections between Cambridge East and the A14, and HQPT links to various places, is ongoing. More remains to be done, and I bear in mind that the main part of the development is many years away. In the meantime, alternative proposals to those in the AAP have not been the subject of sustainability assessment or public consultation as part of the AAP. However, the wording of Policy CE/13 part 3 does not prevent possible increased public transport use of the Fen Ditton junction of the A14, because provision to favour public transport use need not increase general traffic capacity. This aspect of the plan accords with soundness tests vi and vii. Similarly, paragraph D7.7 includes options for access to the A14 which have not been ruled out.

11.11 Paragraph D7.17, whilst not limiting the northern public transport link to High Ditch Road alone, gives prominence to that option. There are particular difficulties with this option. In order to avoid the appearance of inflexibility, and to reflect the evidence, the paragraph should be changed to offer less detail. However, as the option to use High Ditch Road remains a possibility, paragraph D7.37 should not be changed.

11.12 Again, part 8 of Policy CE/13 is over-prescriptive. It requires contributions to improving the capacity of orbital routes, when there is not the evidence, at least not yet, that such capacity improvements will be required. It is also possible that any contributions which may eventually prove to be necessary would be better spent on mitigating impacts, in which case capacity improvements *per se* might not be required. A more flexible approach is needed here too.

11.13 Furthermore, much prescriptive detail is included in paragraph D7.16. The types of bus priority improvement measures in this paragraph are more appropriate to a Masterplan. The particular measures specified may or may not prove to be those required when more detailed planning and consultation is carried out: some might not survive further work and others might be added. The detail should be removed to accord with tests vii and ix, to give flexibility, and because these might not be the most appropriate measures.

11.14 There is one change to Policy CE/14 as a consequence of changes to Policy CE/2. It is also necessary to provide accurate references to roads and junctions.

Action Needed to Achieve Soundness

11.15 The following changes are required to make the document sound:

- i) Replace part 4 of Policy CE/13 with "Cambridge East will be accessed by all purpose junctions onto Newmarket Road, Airport Way/Cherry Hinton Road, Coldham's Lane, and Barnwell Road (avoiding the Local Nature Reserve)."**
- ii) Add the words "and communities" to the end of part 5 of Policy CE/13.**
- iii) Replace paragraphs D7.9/10 with "Cambridge East is set within and adjacent to Newmarket Road, Airport Way/Cherry Hinton Road, Coldham's Lane and Barnwell Road. Access will be taken from these roads. The positions, phasing and details**

of those junctions will be informed by the Transport Assessment and Spatial Masterplan."

- iv) In part 8 of Policy CE/13, add "if necessary" after "will be required" in the first line, and in the second line add "or mitigating the impact on" after "improving the capacity of".**
- v) Replace paragraph D7.16 with "Bus priority improvement measures will be implemented following investigation of a variety of possible measures."**
- vi) Replace the second and third sentences of paragraph D7.17 with "There are a number of options for this link, subject to further consideration, including consideration of the impact on Fen Ditton."**
- vii) Add a new sentence after the first sentence of part 5 of Policy CE/14, to read "Within Cambridge East routes will be designed to benefit from high levels of natural surveillance."**
- viii) Change references to "Ditton Lane junction" to "Fen Ditton junction" in paragraphs D7.7, D7.34, and E1.2, and in Policy CE/15 2.**
- ix) In paragraphs D7.6 and D7.37 add "/Horningsea Road" after "Ditton Lane".**

BIODIVERSITY (POLICIES CE/19, 20 AND 21)

Are the biodiversity Policies clear and concise?

12.1 Policy CE/19 is the general biodiversity policy and covers matters similar to Policy NE/6 in South Cambridgeshire's adopted Development Control Policies DPD, which policy was found to be sound. However, as the AAP is a joint document produced by 2 local planning authorities (see 9.1 above), the AAP should have its own biodiversity policies independently of the other elements of the development plans for the 2 authorities. Policy CE/19 is consistent with Policy NE/6 referred to above.

12.2 Policies CE/20 and 21 deal with more specific matters and also draw on policies in recently approved parts of the existing development plan. Part 1 of Policy CE/20, however, does not express clearly the intentions behind the Policy. South Cambridgeshire District Council agreed that the corresponding Policy element in the Northstowe AAP should be made more specific. The factual error in paragraph D9.11 should be put right.

12.3 There is considerable repetition within Policy CE/21 of material found elsewhere in the plan, a document which is characterised generally by too much repetition. Some of this can be avoided by taking out from Policy CE/21 the repetitive wording, taking care not to lose elements which are not in other policies, and attaching the resulting matter to Policy CE/20.

12.4 The changes itemised below are necessary to meet national policy for clear and succinct documents (test iv).

Action Needed to Achieve Soundness

12.5 The following changes are required to make the document sound:

- i) Replace part 1 of Policy CE/20 with “Developers will be required to undertake a full programme of ecological survey and monitoring prior to the commencement of construction. This work should conclude by proposing a strategy for the protection and enhancement of biodiversity, and biodiversity management plans, to establish (a) which areas of biodiversity will be protected and enhanced (b) appropriate mitigation measures (c) which specific impacts of development will need to be monitored during and after construction. Further ecological surveys will be required during and after construction, and the biodiversity strategy and management plans will be reviewed in the light of surveys and monitoring.”**
- ii) Add to the end of Policy CE/20 a new heading “new biodiversity features”, a new part 5 “As part of the development of the new urban quarter, new biodiversity features will be provided in the green corridor and green fingers, together with, in the country park, a substantial resource of trees, grassland and other areas of semi-natural vegetation which is sympathetic to local landscape character.”**
- iii) Transfer part 4 of Policy CE/21 to Policy CE/20, to form a new part 6.**
- iv) Delete the remainder of Policy CE/21.**
- v) Replace the first 2 lines of paragraph D9.11 with “The only areas currently identified as of notable biodiversity value are the local nature reserve adjacent to Barnwell Road, the Airport Way RSV County Wildlife Site, and the Park and Ride site,”.**

RECREATION (POLICIES CE/24 AND CE/25)

Does the AAP require too much of landowners and developers? Are the recreation provisions well founded?

13.1 Paragraph D11.1 refers to the possibility that higher order recreational facilities which cannot be accommodated in the City Centre might be found space in Cambridge East. This is supporting text. The only funding requirement is found in Policy CE/24. This does no more than require that the development funds facilities directly related to the needs of the future residents of Cambridge East. This requirement is in conformity with national policy.

13.2 Part 4 of the Policy is a lengthy list of items the provision of which is to be explored. The list is merely indicative: it is not intended that each and every item will necessarily be provided. The list will not be used directly to, for example, refuse planning permission. For all the above reasons the list should be included as supporting text rather than as part of the Policy. As it is indicative and only to

be explored further, it does not place onerous requirements on developers. The facilities listed will be required only if further work shows that they meet tests of need and any other relevant tests.

13.3 Sport England East does not support the inclusion of school grass pitches in the assessment of community pitch provision. These pitches are liable to be adversely affected by wear and tear if dual use is permitted, and they are not suited to such use for other reasons too. They should not be counted towards meeting open space standards but the wording of the plan allows for flexibility in other ways, such as the dual use of synthetic pitches.

13.4 NPFA standards for the location of play areas are expressed in terms of walk times as well as distance. Part 7 of Policy CE/24 is based on the NPFA standards and should be expressed in similar terms, allowing greater freedom and flexibility in design. A change is needed to paragraph D11.10 for the sake of accuracy. No change with regard to distance from dwellings to sports facilities is necessary, as Cambridge East will be a large new development with ample opportunities to design virtually from scratch. Allowable distances to Local Areas for Play are greater than that recommended by the NPFA, allowing better play areas and more flexibility, but there is no evidence to support a distance standard of 240m.

13.5 My conclusion above regarding land uses in the green corridor (paragraph 5.13 *et seq*) leads to an alteration to paragraph D11.16.

13.6 The standard for the provision of allotments as part of the development, contained in the AAP, is twice as high as the South Cambridgeshire standard but conforms with the Cambridge Local Plan. As Cambridge East will be an extension to the City, and not, for example, a series of additions to villages in South Cambridgeshire, the City standard is appropriate. The City standard is locally-derived.

13.7 Policy CE/25 is concerned with countryside recreation, as opposed to the preceding Policy's concern with urban recreation. The country park provision the subject of part 1 of Policy CE/25 is realistic, but the strategic open space requirement and standard are not. The standard is a crude figure and the evidence basis for it is not robust. It is based on current levels of provision rather than an assessment of need. The requirement and standard fail test vii and should be deleted from the Policy, reasoned justification, and Appendix 3.

13.8 Footpath and similar links from Cambridge East into the wider countryside, the subject of part 2 of Policy CE/25, could realistically be provided. This is not merely a question of land ownership. The Councils are able to assist in negotiations to secure access where Marshall do not own the land needed to make links. The Councils can also use powers and funding available to them to improve access. There are in fact some rights of way, for example leading north from the site, which could form the framework upon which to develop further links.

13.9 My overall conclusion is that the majority of the recreation policy material and its supporting text is sound, with exceptions noted above. This very

substantial development will give rise to considerable levels of need for new recreational provision and it is appropriate that the AAP should be worded so as to ensure its provision. With the exceptions noted above, this section of the plan meets tests iv and vii. Where there is unsoundness because these tests are not met, I put forward changes below.

Action Needed to Achieve Soundness

13.10 The following changes are required to make the document sound:

- i) Relegate part 4 of Policy CE/24 to supporting text and place after paragraph D11.4 to form a new paragraph D11.5, and renumber as necessary.**
- ii) Replace "100m" in Part 7m of Policy CE/24 with "a 1 minute walk (i.e. 100m actual walk distance)".**
- iii) Replace "240m" in Part 7n of Policy CE/24 with "5 minutes walk (i.e. 400m actual walk distance)".**
- iv) Replace "600m" in Part 7o of Policy CE/24 with "15 minutes (i.e. 1000m actual walk distance)".**
- v) Make the same changes as those in sub-paragraphs ii-iv above in the Targets column of Table E4.**
- vi) In paragraph D11.10 replace "100m" with "1 minute" and delete "The National Playing Fields Association recommends that" from the second sentence.**
- vii) In paragraph D11.11 replace "240m" with "5 minutes".**
- viii) In paragraph D11.12 replace "600m" with "15 minutes".**
- ix) Replace the second sentence of paragraph D11.16 with "It will be for amenity, with a landscape and biodiversity value, but will also perform a recreational function, for both formal and informal recreation, and for equipped and informal children's play."**
- x) Delete the second sentence of part 1 of Policy CE/25, all of paragraphs D11.22-D11.23, and the final sentence of paragraph D11.24.**
- xi) Delete from the beginning of paragraph D11.24 "At Cambridge East, this is likely to be translated into a need for areas of open access" and replace with "As a major new community, it will be important to ensure that the substantial population of Cambridge East has good access to the countryside. A new country park is proposed east of Airport Way and north of Teversham,".**
- xii) In the first sentence of paragraph D11.25, replace "would have potential to contribute towards strategic open space needs" with "will provide public access to a large open area".**
- xiii) Delete the first row of the Appendix 3 Table.**

WATER STRATEGY (POLICY CE/26)

Are there clear mechanisms for implementing and monitoring the water strategy?

14.1 Part 4 of Policy CE/26 is carefully worded to ensure the future maintenance and management of surface water drainage systems. Development cannot take place until the requirements of the Policy, including the written agreement of the local planning authorities, are fulfilled. The Environment Agency is involved in helping to ensure that there is sufficient commitment from, and resources available to, an organisation which is capable of maintaining and managing the systems in perpetuity. Given that the need for the drainage systems, and their management, arise from the development, the arrangements for the management organisation also accord with national policy. I conclude that this policy element is sound.

14.2 Some drainage works might be required before other development, but not the entire drainage system. Policy CE/39 requires a schedule of infrastructure and a timetable for its provision, and this should be sufficient to ensure that drainage infrastructure is in place at the appropriate time. There are clear mechanisms for implementation. Furthermore the requirement for a sustainable urban drainage system to drain the urban quarter is sufficiently strong. These aspects of the plan as submitted are sound in respect of test viii.

14.3 On the other hand, substantial elements of Part 2 of Policy CE/26 are unsound, because they are unenforceable and appear to duplicate other statutory duties (tests iv, vii and viii). The first element of the changed Part 2 below is worded to avoid the appearance of requiring provision of waste water treatment capacity and of capacity, in receiving water courses, for treated water. This provision will be off-site, and it might not be possible for developers to provide this infrastructure directly. A policy expressed in a more general form would avoid the above problems and allow sufficient flexibility to overcome foul drainage problems.

14.4 Policy clause 3d should reflect the design parameters of the drainage regime, and avoid the appearance of demanding higher standards than will in fact be required.

14.5 Cambridge is located in the driest region of England and is intended to be an exemplar in sustainability. I do not see why an overall target of between $\frac{1}{3}$ and $\frac{1}{2}$ reductions on mains water use could not be set out in plan policy for the urban extension. English Partnerships, as an example, already have standards which equate to a saving of about $\frac{1}{3}$ compared with conventional housing.

Action Needed to Achieve Soundness

14.6 The following changes are required to make the document sound:

- i) Replace clause 2 of Policy CE/26 with “Neither the development of Cambridge East as a whole, nor any phase of the development, will 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 urban extension to the availability of waste water**

- treatment capacity and the capacity of receiving watercourses."**
- ii) Replace clause 3d of Policy CE/26 with "Flooding does not occur outside that envisaged in the design parameters of the surface water drainage system."**
 - iii) Add at the end of clause 5 of Policy CE/26 "Water conservation measures will aim to achieve between 33% and 50% reductions on mains water use compared with conventional housing".**

NATURAL ENVIRONMENT AND SUSTAINABILITY (POLICIES CE/28-33)

Do these policies place unreasonable demands on landowners and developers?

15.1 The AAP aims to secure in Cambridge East projects which are exemplars of the use of the earth's resources. As a large new development Cambridge East provides the opportunity of a comprehensive approach to energy provision and use, and to CO₂ emissions. This development offers the opportunity of achieving higher standards than the minimum. I also take into account that the scheme will take many years to complete, and expectations are likely to rise.

15.2 The national policy requirement to have regard to environmental, economic and social objectives underlies the plan as a whole. The Policy is concerned with environmental objectives but other elements of the AAP address economic and social issues. There is no need to include in Policies CE/28 and CE/33 caveats regarding practicability or economic viability, for example, any more than there is in other of the various AAP policies which would impose costs on developers.

15.3 There is an increased emphasis in government policy on reducing carbon emissions. Matters have moved on since the AAP was submitted. Amongst other things, this is expressed in PPS1 and in paragraph 9.4 of the Secretary of State's Proposed Changes to the East of England Plan. New residential development as well as other new development needs to contribute to minimising increases in carbon emissions, and planning has a role to play in this. Sustainability can be enhanced by, for example, the location, massing and design of development at Cambridge East. In addition, PPS22 and the consultation PPS1 supplement on climate change both support the use of renewable energy.

15.4 Policy CE/33 does not specify which exemplar projects in sustainable development will be included in the development. The requirements of the Policy can be met in a variety of ways. This is a flexible approach.

15.5 This part of the plan is sound in terms of tests iv, vii and ix (with exceptions identified below). Seeking even higher standards and setting more testing objectives would be a matter of interest to parties who have not been consulted on those possibilities. No changes to the document for these reasons are necessary.

15.6 Policy CE/32 does not add anything to existing national policy on contaminated land and should be deleted.

15.7 On a matter of detail relating to the Policy on noise (Policy CE/30), the evidence does not support the assertion at the end of paragraph D14.12 that grass runways at the airport would have to be closed before development north of Cherry Hinton. The Policy itself would effectively require an assessment of the noise impact of grass runway use on any housing proposed, and this might find that solutions are possible to any noise problems. In order to meet test vii, the bald statement that closure would be necessary should be removed.

Action Needed to Achieve Soundness

15.8 The following changes are required to make the document sound:

- i) Delete Policy CE/32, its supporting text, and its title.**
- ii) Delete the final sentence of paragraph D14.12.**

WASTE (CHAPTER D16)

Does the AAP prevent the implementation of the waste proposals of other parts of the development plan?

16.1 As paragraph D16.2 acknowledges, it is not the role of the AAP to include policies for waste. Nor should the AAP repeat policies which are in other parts of the development plan, or attempt to interpret them. Waste policies are contained in the Structure Plan and the Waste Local Plan 2003. The County Council is preparing a Minerals and Waste LDF, which is progressing.

16.2 The Waste Local Plan says that proposals for major waste management facilities will be considered favourably at all new major developments. It does not identify within Cambridge East a specific piece of land for waste management. If, as Cambridgeshire County Council maintains, the Waste Local Plan is to be interpreted as containing an allocation for a waste management facility at Cambridge East, the Masterplan can make a site specific allocation. The same is true should the Minerals and Waste Plan find that there is a need for facilities to be located at Cambridge East. The AAP, as with other AAPs around Cambridge, allocates large areas as major development sites, but does not make site specific allocations for specific uses. The allocation of sites for specific uses is left for the Masterplan and, if necessary, review of the AAP. This is appropriate given the long term nature of development: circumstances may change over time. The masterplanning process allows all parties interested in waste management to plan provision as necessary.

16.3 The strategic policy of selective employment restraint means that there is no policy framework for the provision of general employment at Cambridge East. Additional general employment provision at Cambridge would further increase housing demand in the sub-region. As a result there is no such provision at Cambridge East. However, although such employment areas have traditionally been the location for waste management facilities, modern facilities could be freestanding, housed in buildings specifically designed for the purpose and with landscaped buffers which could be positive features in themselves. Thus there is no need for an employment allocation, or reference to such use, in the plan.

16.4 Given the differences between Cambridge East and Northstowe, I consider that it is appropriate to include the section on waste in the AAP. However the plan should not go further and appear to include waste policy, or interpretations or developments of that policy. In these respects the submitted plan meets tests iv and vi. As far as detail is concerned, the use of the word "potentially" in relation to waste management facilities is also appropriate because the final form of the draft Minerals and Waste Plan is not known. However the paragraph regarding the latter plan needs to be updated, with one consequent change.

Action Needed to Achieve Soundness

16.5 The following changes are required to make the document sound:

- i) Replace paragraph D16.5 with "At the time the AAP was adopted, the County Council was preparing a Minerals and Waste Local Development Framework, which in due course will supersede the adopted Waste Local Plan."**
- ii) Move the final sentence of paragraph D16.4 to form a new paragraph D16.6 and renumber subsequent paragraphs accordingly.**

DELIVERY (SECTION E)

17.1 Section E of the plan is intended to ensure the timely and satisfactory implementation of development at Cambridge East. It raises numerous issues. As a general comment, a number of the changes suggested below are justified in part for the sake of consistency with the approved Northstowe AAP (test vi).

17.2 I have directed questions to the Council concerning several specific elements of Policy CE/34 "Construction Strategy". The aim of Policy CE/34 2 is to prevent construction traffic from causing disruption in the surrounding area. Policy wording which allows for a scheme to be submitted in order to achieve the objectives would be less prescriptive, more concise, and in conformity with tests viii and ix.

17.3 In similar vein, Part 9 of the Policy should refer to the imposition of planning conditions and to the aims of such conditions. This would be a more suitable planning policy than one which refers to the "Considerate Contractors Scheme".

17.4 Clauses 4 and 5 of the Policy are very similar and should be combined for the sake of a concise plan and test iv.

17.5 By virtue of Policy CE/36, management strategies, to manage various aspects of the development, such as facilities and landscape, will be submitted to the local planning authority for adoption prior to the granting of planning permission. The requirement in Part 2 of the Policy for these strategies to demonstrate that they receive (sic) the full support of the local communities is too onerous. It gives those communities a power of veto over the development and conflicts, in particular, with test iv. Consultation requirements which are

more moderate, but which include the involvement of both the existing and emerging communities in the development of services, should replace those set out in Part 2.

17.6 Only clauses 1 and 4 need to be part of Policy CE/38 on infrastructure provision. The part 1 list can remain as the type of requirement is known in the case of Cambridge East. Part 2 amounts to advice on what contributions may be required; that should be transferred to the supporting text. Part 3 relies on matters to be set out in SPD and should again be in the supporting text. The text of part 2 is general and open to wide interpretation. It would be preferable to revise it to better reflect national policy, without repeating that policy. The words 'pump priming' should be replaced with 'initial support' and 'in accordance with government guidance' should be added at the end.

17.7 The very lengthy paragraph E2.7 is no more than an indicative list of what might need to be provided at Cambridge East, repeating many matters the subject of policies in the AAP. In particular, guidance is given in part 1 of Policy CE/38. In view of the duplication and prescriptive detail which is contained in paragraph E2.7, I consider it unsound, on the basis of tests iv, vi and vii, and it should be deleted. The benefit ascribed to it by the Council is not sufficient to overcome my objection to it.

17.8 The Councils accept that section E3 requires updating. Updating is needed to accord with tests iv, vii and ix. Paragraph E3.11 should be deleted as it is out of date. The latest projected housing completions data and housing trajectory should be used.

17.9 For consistency with a change to paragraph D14.12, a similar change to the second sentence of paragraph E3.6 should be made.

Action Needed to Achieve Soundness

17.10 The following changes are required to make the document sound:

- i) Replace the first 2 lines of part 2 of Policy CE/34 with "A scheme will be introduced to avoid construction traffic travelling through residential areas in the city and villages in the locality".**
- ii) Replace the first sentence of part 4 of Policy CE/34 with "Development at Cambridge East will be required to recycle construction waste and materials from redundant existing buildings and infra-structure within the site during construction and in the long term.", and delete part 5 of the policy.**
- iii) Replace part 9 of policy CE/34 with "Planning conditions will be imposed to minimise the adverse effects of construction activity on residential amenity and the environment."**
- iv) Replace part 2 of Policy CE/36 with "Management strategies must build in provision for ongoing consultation with the existing and emerging communities, which must be involved in the development of services, facilities, landscape and infra-structure."**

- v) **Replace part 2 of Policy CE/38 with "Contributions may also be required towards the future maintenance and upkeep of facilities either in the form of initial support or in perpetuity in accordance with government guidance."**
- vi) **Transfer parts 2 (as amended above) and 3 of Policy CE/38 to the reasoned justification as paragraphs E2.3/4 and renumber the following paragraphs accordingly.**
- vii) **Delete paragraph E2.7.**
- viii) **In paragraph E3.6, delete from the second sentence "although all existing grass runways would have to close".**
- ix) **Delete paragraph E3.11.**
- x) **Replace the projected housing completions table and housing trajectory with those contained in Annex C.**

Other Matters

18.1 A number of changes are necessary as a result of queries I have directed to the Council and other parties.

18.2 The South Cambridgeshire Core Strategy and the Cambridge Local Plan 2006 have been adopted and their position in the development plan for the area should be acknowledged. New national policy gives rise to a need to delete out of date references. The reference to the Long Term Transport Strategy in paragraph D7.5 also needs to be updated.

18.3 The Council should renumber sections, policies and paragraphs as necessary following the above recommendations. Incorrect references to regional policy throughout the AAP should be amended and references to RSS6 should be replaced with RPG6. On the other hand, changes to the way in which the Structure Plan is referred to are generally matters of editing.

18.4 Bearing in mind the Glossaries contained in the approved South Cambridgeshire DPDs, I queried whether it would be desirable to expand the Glossary to this document. The Councils have responded, and I recommend that the Glossary be amended as shown below, and that a reference to the Glossary be placed within the Preface to guide readers at the outset to the place where technical and other terms are explained. I have already added this addition in my recommendation for the Preface.

Action Needed to Achieve Soundness

18.5 The following changes are required to make the document sound:

- i) **Add at the end of Objective C1/a "and the South Cambridgeshire Core Strategy for that part of the development in that District."**
- ii) **Add at the end of Objective D4/a ", the South Cambridgeshire Core Strategy DPD, and the Cambridge Local Plan 2006."**
- iii) **In paragraph C1.1 replace "RSS6" with "RPG6".**

- iv) **In paragraph C1.16 replace "RSS14" with "RSS".**
- v) **In paragraph D4.7, replace "PPG3" with "PPS3".**
- vi) **In paragraph 7 of Appendix 1 delete "in accordance with PPG3".**
- vii) **Make any necessary consequential amendments to achieve consecutive numbering throughout the document, remove any deleted policy from the Index of Policies, and correct references to regional policy where necessary.**
- viii) **Modify the Glossary at the end of the document to read as set out in Annex E to this report.**

Overall conclusions

19.1 This AAP meets the procedural tests of soundness as set out in paragraph 2.1 *et seq* above. It includes detailed policies to further the development of a sustainable new urban quarter in accordance with national, regional and Structure Plan policies. With amendments discussed in this report, it meets soundness test iv. The plan will help to secure those aspects of the Councils' Community Strategies which involve the development or use of land and buildings (test v). Tests vi, vii and ix are effectively the subject of much of the discussion in this report, and are met by the DPD as it will be changed by the actions explained in the preceding sections of this report. The DPD accords with test viii because it includes clear mechanisms for implementation and monitoring, explained in Chapter E of the document. Partnership working arrangements are in place to see that the development takes place expeditiously and that impacts on the environment and the wider community are monitored and mitigated where necessary.

19.2 I conclude that, with the amendments which I recommend, the Cambridge East Area Action Plan DPD satisfies the requirements of s20(5) of the 2004 Act and the associated Regulations, is sound in terms of s20(5)b of the 2004 Act, and meets the tests of soundness in PPS12.

Cliff Hughes

Inspector

ANNEX A

REPLACEMENT POLICY CE/2 Development Principles

Plans to be Approved:

- 1. A Spatial Masterplan for Cambridge East, setting out the general principles for good design of the urban quarter as a whole, will be submitted for approval by the local planning authorities as part of the first application for planning permission.
The Masterplan will be supplemented by a Design and Access Statement submitted with the outline application for each major phase of development which shows how it will integrate into the development as a whole.
Design Guides/Design Codes for each sub-phase of development will be prepared as part of applications for the grant of approval of reserved matters.**

The Urban Quarter of Cambridge East will develop:

- 2. As a new urban quarter of Cambridge of approximately 10,000 to 12,000 dwellings with appropriate employment, services, facilities and infra-structure;**
- 3. As an attractive feature in the landscape with which it is well integrated through a variety of edge treatments;**
- 4. In a way which integrates and links the new development with the existing urban fabric of Cambridge to preserve existing residential amenity;**
- 5. As a compact and sustainable urban extension, well designed to a high quality, with a strong sense of local identity.**
- 6. With a distinctive urban character which reflects innovative urban design and which engenders an inclusive, vibrant and diverse community with a strong sense of local identity and a well developed sense of community spirit, with landmarks and other points of interest, particularly in the district and local centres, including public art, to create a legible sense of place;**
- 7. With an emphasis on housing which achieves an overall high density and which is well designed and of a high quality;**
- 8. As a balanced, viable and socially inclusive community where people can live a healthy lifestyle, in a safe environment and where most of their learning needs are met;**
- 9. With a flexible design, making best use of energy and other natural resources, built to be an exemplar of sustainable living with low carbon and greenhouse gas emissions and able to accommodate the impacts of climate change;**
- 10. With the highest quality of built form and open spaces throughout, but particularly in the district centre, fronting Newmarket Road and facing the green corridor, including retained and new landmark buildings and public art to give a sense of place;**
- 11. With well designed and landscaped urban and residential areas which are permeable and legible;**
- 12. As a compact and sustainable urban quarter with a low car dependency, which is highly accessible and permeable to all its residents by foot, cycle and High Quality Public Transport, and which has good links to the city centre and to existing major employment centres;**

13. To ensure that the early phase of development north of Newmarket Road can function independently as a stand-alone neighbourhood whilst the airport is still operating but is also capable of integrating with the wider development in the longer term.

ANNEX B: REPLACEMENT FOR PARTS 5-10 OF POLICY CE/10 AND FOR PARAGRAPHS D4.12-D4.25

- 5** Proposals for housing developments will only be permitted if they provide an agreed mix of affordable housing as defined in PPS3¹, to meet local needs.
- 6** The starting point for negotiations concerning the provision of affordable housing at Cambridge East will be 40% or more of the dwellings for which planning permission may be given on all sites. However, this is a major and complex development which has a wide variety of requirements covering infra-structure and services, and a balance may need to be struck between competing requirements, in the light of economic viability. The occupation of affordable housing will be limited to people in housing need. It must be available over the long term.
- 7** Within individual developments, the proportion and type of affordable housing will be the subject of negotiation with applicants. Account will be taken of any particular costs associated with the development (e.g. airport and business relocations, site remediation, infra-structure provision) and other viability considerations, whether there are other planning objectives which need to be given priority, and the need to ensure balanced communities.
- 8** The approximate mix in terms of housing tenures and house sizes of affordable housing within a development will be determined by local circumstances at the time of planning permission, including housing need, development costs, the availability of subsidy, and the achievement of mixed and balanced communities.
- 9** In order to ensure sustainable communities, affordable housing will be distributed through the development in small groups or clusters.
- 10** In exceptional circumstances, where there is a considerable time lag between the grant of planning permission and implementation, and where it can be demonstrated at the time of development that there are insurmountable subsidy issues or there are demonstrable changes to the viability of the development, the Councils may negotiate a lower proportion of built affordable housing to be provided on site. Contributions for off-site provision will not be appropriate.

¹ National policy on affordable housing and its definition is set out in PPS3, and Policy CE/10 should be interpreted in accordance with that statement. It includes social rented housing and intermediate affordable housing, but excludes low-cost market housing which should be delivered as part of the overall housing mix.

Affordable Housing

- D4.12 A key driver behind the growth area strategy for the Cambridge Sub-Region is to help provide more affordable housing in and close to Cambridge. The issue of affordable housing is addressed in the Cambridge Local Plan and the South Cambridgeshire Development Control Policies DPD, which each set out affordable housing policy district wide for their area. Both plans require that 40% or more of the dwellings given planning permission should be affordable. The strategic developments are key to addressing the affordable housing requirements of the area, and therefore this policy target is included in Policy CE/10 and will be the starting point for negotiations as to the percentage of affordable housing in Cambridge East.
- D4.13 However the Councils are mindful of the significant infrastructure requirements of building a new urban quarter for Cambridge, and of the need to relocate Cambridge Airport and some businesses to facilitate development. If there is an issue about whether the development will stand the affordable housing target, that is a matter that needs to be addressed through the planning application process where all the policy calls on the development, together with other development related requirements, can be looked at comprehensively and relative priorities determined.
- D4.14 In the exceptional circumstances of insurmountable subsidy issues, alternative approaches to the provision of affordable housing in Cambridge East can be considered. It is appropriate to allow for the provision of a lower proportion of built units on site if exceptional circumstances were demonstrated by way of very clear evidence to the satisfaction of the local planning authorities. However, having particular regard to the long period over which the urban quarter will be built, such evidence can only be provided at the time a detailed planning application comes forward in the light of circumstances pertaining at that time. This policy approach will therefore not apply at the outline planning stage when setting the overall affordable housing requirement.
- D4.15 Cambridge East is an addition to an existing settlement where the wider housing mix will be relevant in addition to that within the development itself, albeit that the development is of a major scale. This will be a new community and it is important that it achieves a balanced and sustainable community profile. In order to ensure this, it is important that the right tenure mix within the affordable housing is secured. The mix of affordable housing will be determined in response to identified needs at the time of the development.
- D4.16 In order to ensure that Cambridge East develops as a sustainable community, affordable housing will be distributed through the development in small groups or clusters, with the appropriate cluster size being determined having regard to the location within the development e.g. district centre and

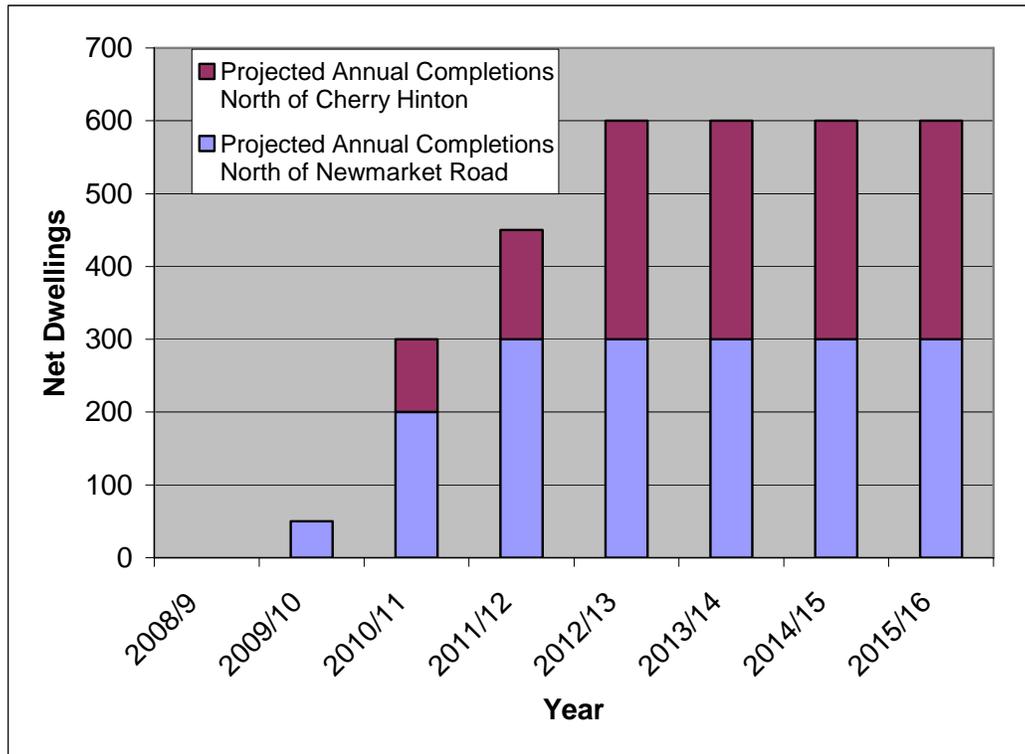
residential neighbourhoods, and the type of housing being provided e.g. family housing or apartments. In view of the scale of the development and the importance of achieving a sustainable and balanced community, contributions for off-site provision of affordable housing will not be appropriate to Cambridge East.

- D4.17 Guidance on the application of affordable housing policy will be provided in a Supplementary Planning Document on affordable housing.

ANNEX C:

REVISED HOUSING TABLES

Projected Housing Completions



Projected Annual Completions	2007/8	2008/9	2009/10	2010/11	2011/12	2012/13	2013/14	2014/15	2015/16	Total to 2016	Post 2016	Total
North of Newmarket Road	0	0	50	200	300	300	300	300	300	1750	0	1750
North of Cherry Hinton	0	0	0	100	150	300	300	300	300	1450	650	2100
Airport	0	0	0	0	0	0	0	0	0	0 *	7150	7150
Total	0	0	50	300	450	600	600	600	600	3200	7800	11000

* The Airport site may bring forward some completions towards the end of the period to 2016. However, until there is more certainty on the timing of Airport relocation, no reliance is placed on completions on the Airport site for this period.

ANNEX D:

CHANGES CONSEQUENT UPON THE DELETION OF POLICY CE/6

Part of AAP	Change to submission Area Action Plan
Index of policies	Delete "CE/6 Green Separation from Fen Ditton and Teversham"
Policy CE/2 (4)	Delete ' <i>where there will be green separation which will</i> ' and replace with ' <i>to</i> '.
Policy CE/4 (1b)	Delete subsection 1(b) and incorporate subsection (a) into section 1.
Para C2.3	Replace the capital letters in the words ' <i>Green Separation</i> ' with lower case letters.
Para C2.4	In the fourth line, after ' <i>and therefore</i> ', delete the rest of the sentence and replace it with ' <i>land is retained in the Green Belt between Cambridge East and the villages of Fen Ditton and Teversham to provide green separation</i> '. In the fifth line, delete ' <i>there is an exception</i> '. In the sixth line, delete ' <i>where</i> '. In the seventh line, delete ' <i>included within the Green Separation in view of its importance</i> ' and replace with ' <i>important</i> '.
Para C2.5	In the fifth line, delete ' <i>and Green Separation</i> '.
Para C2.9	In the fourth line, delete ' <i>also form an area of Green Separation</i> ' and replace it with ' <i>provide green separation</i> '. In the last line, delete ' <i>(see Green Separation in chapter C4)</i> '.
Policy CE/5 (1b)	Delete ' <i>Green Separation</i> ' and replace with ' <i>areas of the Green Belt providing green separation</i> '.
Policy CE/6	Delete Policy CE/6.
Paras C4.1-C4.8	Delete paragraphs C4.1 to C4.8 (whole of chapter C4 therefore deleted).
Para D2.2	In the last line, delete ' <i>Green Separation</i> ' and replace with ' <i>Green Belt providing green separation from Fen Ditton and Teversham</i> '.
Para D8.11	In the second line, delete ' <i>Green Separation</i> ' and replace with ' <i>areas of Green Belt providing green separation</i> '.
Glossary	Delete definition of Green Separation.
Concept Diagram	Delete Green Separation notation from Concept Diagram and key.
Proposals Map	Delete Green Separation designation from Proposals Map and key.

ANNEX E:

REVISED TEXT FOR GLOSSARY

	Above Ordnance Datum	The Ordnance Datum is the mean sea level at Newlyn in Cornwall calculated between 1915 and 1921, taken as a reference point for the height data on Ordnance Survey maps.
	Affordable Housing	A wide variety of types and tenures of housing where the common feature is that it is subsidised in some way to make it affordable to those who cannot afford a home on the open market.
AMR	Annual Monitoring Report	An annual report monitoring the LDF's performance against a number of national and local indicators.
AAP	Area Action Plan	A Development Plan Document setting out policy and proposals for a specific area.
	Biodiversity	Biodiversity is a term used to describe the richness of the living environment around us. It is the variety of life in all its forms, including richness of species, complexity of ecosystems and genetic variation.
BAP	Biodiversity Action Plan	Encouraging a wide range of fauna and flora in a locality.
	Biophysical	Biophysics is an interdisciplinary field which applies techniques from the physical sciences to understanding biological structure and function. The subject lies at the borders of biology, physics, chemistry, mathematics, engineering, genetics, physiology and medicine.
	Biotechnology	The application of science and engineering to the direct or indirect use of living organisms, or parts or products of living organisms, in their natural or modified forms.
	Brownfield land	Previously developed land (PDL) which is or was occupied by a permanent structure (excluding agricultural or forestry buildings), and associated with fixed surface infrastructure. The definition covers the curtilage of development. Previously developed land can occur in both urban and rural settings. The precise definition can be found in PPS3.
	Building Regulations	Building Regulations ensure the health and safety of people in and around buildings by providing functional requirements for building design and construction. They also promote energy efficiency in buildings and contribute to meeting the needs of disabled people. Builders and developers are required by law to obtain building control approval - an independent check that the

		Building Regulations have been complied with. There are two types of building control providers - the Local Authority and Approved Inspectors.
BIS	Bus Information Strategy	Part of the Local Transport Plan.
	Cambridge Area	The area covered by Cambridge City Council and South Cambridgeshire District Council.
	Cambridgeshire and Peterborough Structure Plan	Statutory plan that sets out broad development requirements in the County to 2016 (Prepared by the County Council).
CGB	Cambridgeshire Guided Busway	Proposed bus-based Rapid Transit System to operate along the former St. Ives railway line. See Rapid Transit System.
	Cambridgeshire Horizons	Cambridgeshire Horizons is the local delivery vehicle established by the Cambridgeshire local authorities to drive forward the development of new communities and infrastructure in the Cambridge Sub-Region in a sustainable way, in accordance with the approved planning policies.
	Cambridge Sub-Region	Comprises Cambridge, South Cambridgeshire and the Market Towns.
	Car Pooling	Shared use of a car(s) by a group of people.
CiWS	City Wildlife Site	Sites designated of particular local importance for nature conservation by Cambridge City Council and the Wildlife Trust.
	Climate Proofing	Climate proofing aims to ensure buildings and associated infrastructure are capable of enduring the future impacts of climate change, for example minimising risk of flooding, minimising risk of subsidence, installing water saving measures and devices, and using materials that have low / zero CO ₂ and green house gas emissions.
	Cluster	Clusters are defined as concentrations of companies in related activities, specialised suppliers, service providers and institutions, which are co-operating, collaborating and competing to build competitive advantage often across sector boundaries (EEDA Regional Economic Strategy 2001). Clusters may be concentrated in a particular location or linked locations.
CPZ	Controlled Parking Zone	An area in which special parking controls are applied.
	Community facilities	Facilities, which help meet the varied needs of the residents for health, educational and public services as well as social, cultural and religious activities.
	Community Strategy	Strategy for promoting the economic, environmental and social well-being of the area and contributing to the achievement of District Wide sustainable development.
	Comparison shopping	Goods that are purchased occasionally and for longer term use, such as electrical goods, clothing, household goods, books, jewellery, furniture etc. which consumers

		will compare before making a choice.
	Concept Plan	Shows in diagrammatic form the structure and the distribution of the main land uses and their inter-relationships within the new development.
	Conservation Area	Areas identified by the Council, which have 'special architectural or historic interest', which makes them worth protecting and improving.
	Conservation Area Appraisals	Produced by the Council covering various Conservation Areas within the district. The appraisals define the special character and evolve guidelines for development and enhancement schemes.
	Considerate Contractors Scheme	Requires that all contractors, sub contractors, suppliers and others working on a project minimise disturbance on neighbouring uses.
	Convenience shopping	Goods that are purchased regularly and for immediate consumption, such as foods, drink, groceries, confectionary, tobacco, newspapers for which convenience is a prime consideration.
	Core Strategy	An element of planning policy within the LDF.
	Countryside Enhancement Areas	Areas that have potential for undisturbed enjoyment of the countryside and for their landscapes and habitats to be significantly enhanced.
	Country Park	An area of countryside which is landscaped and managed for informal recreation and includes some visitor facilities such as car parking, toilets and an interpretation centre.
CWS	County Wildlife Site	Sites identified as being of particular local importance for nature conservation at county, rather than at national level
	Definitive Map	A legal record of the public's rights of way. The maps are produced by the Local Authority (Cambridgeshire County Council). Note there may be additional rights over land, which have not yet been recorded on the map or there may be rights, which are incorrectly recorded on the map.
	Design and Access Statement	A statement submitted alongside a planning application by the applicant to demonstrate that: <ul style="list-style-type: none"> • proper consideration has been given to the impact of the proposal and account taken of all relevant factors in the design and landscaping of the scheme • development will be accessible to everybody regardless of age, gender or disability.
	Design Code	Will guide the nature, scale and form of new development.
	Design Guide	Identifies the particular character of an area and sets out the general principles for good design.
	Development Brief	Describes how proposals for a site will be implemented.

	Development Framework	Line on the Proposals Map defining where policies for the built-up areas of settlements give way to policies for the countryside.
DPD	Development Plan Document	Statutory document having been through Independent Examination.
dph	Dwellings per hectare	At least 30 in most circumstances, as required by PPS3: Housing.
EEDA	East of England Development Agency	
EERA	East of England Regional Assembly	
EA	Environment Agency	
EIA	Environmental Impact Assessment	Considers the potential environmental effects of land use change, enabling decisions on land use change to be taken with full knowledge of the likely environmental consequences.
EiP	Examination in Public	Inquiry led by an independent Planning Inspector into proposals for and objections to LDDs.
	Farm diversification	Where a farm diversifies into non-agricultural activities.
FRA	Flood Risk Assessment	An assessment of impact of development on flooding, including the run-off implications of proposals.
	Flood Zones	Zones identified by the Environment Agency to indicate the risk of flooding.
GPDO	General Permitted Development Order	Provides permitted development rights which allow certain types of development to proceed without the need for a planning application.
	Good local public transport service	Minimum service frequencies of every 30 minutes during the day, hourly in the evenings and on Saturdays. Every 2 hours or better on Sundays.
GO-East	Government Office for the Eastern Region	
	Grampian condition	Planning condition restricting development unless and until an event had occurred which was not within the power of the applicant to bring about. (Grampian Regional Council v. Aberdeen DC (1984) JPL 590 H.L).
	Green Belt	A statutory designation made for the purposes of: checking the unrestricted sprawl of large built-up areas, preventing neighbouring towns from merging into each other, assisting in safeguarding the countryside from encroachment, preserving the setting and special character of historic towns and assisting in urban regeneration by encouraging the recycling of derelict and other urban land.
	Green Corridor	Areas of open land which penetrate into an urban area for amenity and recreation.
	Green Fingers	As Green Corridors, but on a smaller scale.
	Greenfield land	Land which has not previously been developed or which has returned to greenfield status over time.

	Greenhouse Gases	Carbon Dioxide and other emissions, causing global warming.
	Greywater	The mildly polluted wastewater from shower / bath, washbasin and washing machine.
HIA	Health Impact Assessment	An assessment of the impact of the proposed development on health and identifies actions that can enhance positive effects and reduce or eliminate negative effects.
HSA	Health and Safety Executive	The Health and Safety Executive is responsible for health and safety regulation in Great Britain.
	High Quality Agricultural Land	Land designated as Grades 1, 2 and 3a on the Agricultural Land Classification maps produced by Department for Environment, Food and Rural Affairs.
HQPT	High Quality Public Transport	Generally service frequencies of at least a 10 minutes peak / 20 minutes inter-peak. Weekday evening frequencies of ½ hourly until 11pm, Saturday ½ hourly 7am - 6pm, then hourly and Sunday hourly 8am - 11pm. Also provides high quality low floor / easy access buses, air conditioning, prepaid / electronic ticketing, Real Time information and branding to encourage patronage.
	Home Zone	Roads / neighbourhoods that are designed not just to allow the passage of motor vehicles, but so that all road users, pedestrians and cyclists as well as drivers can share the road space. Streets will be safer, greener, friendlier and more attractive, encouraging both social interaction and child's play to be part of the normal use of the street.
	Housing Association	Sometimes referred to as a Registered Social Landlord; a non profit making organisation which provides housing for people in need.
HNS	Housing Needs Survey	Assessment of housing needs across the whole district.
	Housing Trajectory	Assessments showing past, and estimating future, housing performance. They should consider past rates of housing completions and conversions and projected completions and conversions to the end of the specified framework period or ten years from the adoption of the relevant development plan document.
	Important Countryside Frontages	Land with a strong countryside character that penetrates or sweeps into the villages or separates two parts of the built-up area. Such land enhances the setting, character and appearance of the village by retaining the sense of connection between the village and its rural origins and surroundings.
	Infrastructure	Basic structure of systems such as utilities (gas, electricity, water) drainage, flood defences, transportation, roads, healthcare, education and other community facilities.
	Infrastructure Partnership	Responsible for co-ordination of the delivery of housing and infrastructure across the Cambridge Sub-Region.

		See: Cambridgeshire Horizons
	Intermediate housing	Housing for those who do not qualify for social rented housing, but whose incomes are such in relation to local housing costs that they are nonetheless not able to access market housing. This includes intermediate rented and low cost home ownership.
	Intermediate rented housing	Rents are not to exceed 30% of net median household incomes in Cambridge and South Cambridgeshire taken as a whole except where provided for specific groups of workers, where they should not exceed 30% of the net median income for the specific group.
	Key Diagram	Illustrates the broad strategy for the area in a diagrammatic format.
	Key Worker Housing	Discounted market housing targeted at specific groups, including teachers, nurses and others whose role relates to the care and comfort of the community or sustaining the local economy, and who are unable to meet their housing needs on the open market.
	Landscape Character Assessment	Assessment of the landscapes, wildlife and natural features into distinct Landscape Character Areas.
	Landscape Statement	A statement submitted alongside a planning application by the applicant to demonstrate that they have properly considered the impact of their proposal on the particular site and surroundings.
	Legible	A legible place is one whose landmarks or pathways are easily identified; a place that can be easily understood and which people can navigate simply and safely.
	Lifetime mobility standard / lifetime homes	Developed by the Joseph Rowntree Foundation to provide dwellings that cater for the needs of residents throughout their lifetime, including the possibility of impaired mobility. These standards exceed the requirements of the Building Regulations.
	Listed Building	A building or structure of special architectural or historic interest and included in a list, approved by the Secretary of State. The owner must get Listed Building Consent to carry out alterations, which would affect its character.
LAP	Local Area for Play	A small area of unsupervised open space specifically designated for young children for play activities close to where they live. The target user is mainly for 4-6 year olds, although they can attract other children in slightly older and younger age groups.
LAPC	Local Authority Pollution Control	
LAPPC	Local Authority Pollution Prevention and Control	
	Local Centre	Smaller scale than a District Centre, and includes a primary school, provides for the day-to day shopping needs of local residents for convenience shopping and

		service provision, and small-scale local employment.
LDD	Local Development Document	Development Plan Documents (DPDs) and Supplementary Planning Documents (SPDs).
LDF	Local Development Framework	A "folder" containing LDDs, LDS, SCI etc.
LDS	Local Development Scheme	Sets out the LDDs to be produced over the next 3 years.
LEAP	Local Equipped Area for Play	Mainly for accompanied children from 4 to 8 although consideration is given to the needs of supervised children from 4 years, and unaccompanied children older than 8.
LNR	Local Nature Reserve	Reserves with wildlife or geological features that are of special interests locally.
LPA	Local Planning Authority	e.g. South Cambridgeshire District Council.
LSP	Local Strategic Partnership	Public service providers, local communities, voluntary, public and private sectors co-ordinate improvements in public services to achieve sustainable economic, social and physical regeneration.
LTP	Local Transport Plan	Sets out transport strategy for Cambridgeshire.
	Long Term Transport Strategy	Sets out the longer term transport strategy for Cambridgeshire to 2021.
	Low cost home ownership	Including shared ownership, equity share, and discounted market housing. Costs (mortgage and any rent) are not to exceed 30% of gross median household incomes in Cambridge and South Cambridgeshire taken as a whole except where provided for specific groups of workers, where they should not exceed 30% of the gross median household income for that specific group.
	Material consideration	Something, which should be taken into account when making planning decisions such as determining planning applications.
MOD	Ministry of Defence	
	Mixed-use development	Development comprising two or more uses as part of the same scheme. This could apply at a variety of scales from individual buildings to an urban extension. Mixed-use development can help create vitality and diversity and can help to reduce the need to travel, which is more sustainable.
	Monitoring Strategy	Sets out how the LDF will be monitored against a number of indicators.
MUGA	Multi-Use Games Area	Used for ball rebound sports such as tennis, netball, basketball, and five-a-side football, hockey, lacrosse and general sports, training and play depending upon the surface material.
NNR	National Nature Reserve	Protect the important areas of wildlife habitat and geological formations.
	Natural Areas	Natural Areas are identified by a unique combination of physical attributes such as geology, plant and animal

			species, land-use and culture.
NEAP	Neighbourhood Equipped Area for Play		Unsupervised site servicing a substantial residential area, equipped mainly for older children but with opportunities for play for younger children. Equipment will be similar to that of LEAP's but on a larger scale and may well include facilities for teenagers.
	Open Space Standards		The amount of open space required as part of new development.
	Parish Plan		A vision of how a town or village should be, addressing social, economic or environmental issues.
	Park and Ride		A system where private motorists are encouraged to leave their car at an out of centre public car park and travel the rest of the way to their destination by public transport.
	Parking standards		Maximum permissible levels of car parking for various use-classes, along with minimum levels of cycle parking.
	Permeable		A permeable place is one which is based on the idea of linked streets and spaces, and which provides high levels of accessibility without long detours.
	Photovoltaic Energy		Solar energy from photovoltaic cells.
	Planning Condition		Requirement attached to a planning permission. It may control how the development is carried out, or the way it is used in the future. It may require further information to be provided to the Council before or during the construction.
	Planning Obligation		A binding legal agreement requiring a developer or landowner to provide or contribute towards facilities, infrastructure or other measures, in order for planning permission to be granted. Planning Obligations are normally secured under Section 106 of the Town & Country Planning Act 1990.
PPG	Planning Guidance	Policy	National planning guidance.
PPS	Planning Statement	Policy	New form of national planning guidance replacing PPGs.
PPC	Pollution Control	Prevention	
PDL	Previously developed land		See brownfield land.
PENs	Previously Established New Settlements		e.g. Bar Hill.
	Proposals Map		Map, which is part of the LDF showing all designations and site allocations.
PVAA	Protected Amenity Area	Village	Open land protected for its contribution to the character of the village.
	Public Art		Publicly sited works of art, which make an important contribution to the character and visual quality of the development and community at

		large and is accessible to the public.
RWH	Rainwater Harvesting	Using rainwater for flushing toilets, etc.
	Rapid Transit System	Rail or bus transit service operating completely separate from any other modes of transportation (fully or partially) on an exclusive right of way.
RTBI	Real Time Bus Information	A display in the bus shelter showing how long until the next bus arrives.
RPG	Regional Planning Guidance	Planning guidance for the region (See RSS).
RSS	Regional Spatial Strategy	New name for RPG.
RSL	Registered Social Landlord	An organisation registered by the Housing Corporation to provide Affordable Housing.
	Research and development	The investigation, design and development of an idea, concept, material, component, instrument, machine, product or process, up to and including production for testing (not mass production), where the work routine requires daily discussion and action on the part of laboratory and design staff.
	Research establishments / institutes	Provide accommodation for organisations whose primary purpose is to research or investigate ideas, theories and concepts, and / or to design and develop instruments, processes or products, up to and including production for testing, but excluding manufacture.
	Resource Re-use and Recycling Scheme	Promotes waste minimisation, and maximises opportunities for re-use and recycling of materials.
	Right of Way	A route over which the public has a right to pass and re-pass, including; Footpath (for use on foot only), Bridleway (for use by horses, pedal cycle or on foot), Byway (for use by motor vehicles, horses, pedal cycle or on foot). Public footpaths are not to be confused with highway footways, which are pavements to the side of the road. Public rights of way are legally recorded on the Definitive Map.
ROWIP	Rights of Way Improvement Plan	Statutory plan required by the Countryside and Rights of Way Act 2000 which will support improvements to the rights of way network.
	Rural Enterprise	An enterprise where a countryside location is necessary and acceptable, which contributes to the rural economy, and / or promotes recreation in and the enjoyment of the countryside. Examples may include types of farm diversification, recreation and tourism.
	Safeguarded land	Land identified to meet longer-term development needs, beyond the plan period.
	Safer Routes to School	Making the environment safer so that children can walk, cycle or use public transport to and from school as opposed to being carried in the car.

	Scheduled Monument	Ancient	Archaeological sites, buried deposits or structures of national importance by virtue of their historic, architectural, traditional or archaeological interest.
S106	Section 106		Planning agreements that secure contributions (in cash or in kind) to the infrastructure and services necessary to facilitate proposed developments.
	Sequential approach		A sequential approach to site selection and the planning of development encouraging a more sustainable pattern of living, with much of the development concentrated into and on the edge of Cambridge and at a new town.
SSSI	Site of Special Scientific Interest		Designated site of national importance to wildlife and / or geology.
	Social rented housing		Housing provided at below market rents at levels controlled by the Housing Corporation, normally provided by Registered Social Landlords (Housing Associations).
SIP	Space for Imaginative Play		
	Spatial Masterplan		Describes how proposals for a site will be implemented. The level of detail required in a spatial masterplan will vary according to the scale at which the masterplan is produced.
SAC	Special Areas of Conservation		Designated site of international importance to wildlife and / or geology.
SPA	Special Protection Areas		Designated site of international importance to wildlife and / or geology.
SAP	Standard Assessment Procedure		Assessment procedure for energy rating of dwellings.
SCI	Statement of Community Involvement		Shows how the wider community and stakeholders are to be involved in the process of producing a LDF.
SEA	Strategic Environmental Assessment		Integration of environmental considerations into the preparation and adoption of plans, promoting sustainable development.
	Sui-generis		Those uses not allocated to a particular Use Class. See Use Class Order.
SPD	Supplementary Planning Document		Informal policy which has been the subject of public participation (the new name for SPG).
SPG	Supplementary Planning Guidance		See SPD.
	Supported housing		Is a generic term used to include supported housing for all client groups covered by the Supporting People Strategy (including people with physical or other disabilities) who cannot afford to buy or rent on the open market.
SA	Sustainability Appraisal		An appraisal against sustainability criteria of proposals

		for LDDs by independent consultants.
	Sustainable Development	Development that meets the needs of the present, without compromising the ability of future generations to meet their own needs.
SuDS	Sustainable Drainage Systems	Control surface water run-off by mimicking natural drainage processes and may take the form of swales, lagoons, permeable paving, green roofs and sensitively re-engineered channels or reed beds.
TA	Transport Assessment	Assessment of the potential transport impacts of a proposed development, with an agreed plan to reduce or mitigate any adverse consequences and where appropriate establish how more sustainable modes of travel can be increased.
TP	Travel Plan	Package of measures tailored to a particular site, aimed at promoting more sustainable travel choices (such as walking, cycling, public transport) and reducing car use. It may include initiatives such as car sharing schemes, provision of cycle facilities, improved bus services, and restricting or charging for car parking.
	Traveller & Gypsy	Circular 01/2006 defines this as persons of nomadic habit of life whatever their race or origin, including such persons who on grounds only of their own or their family's or dependants' educational or health needs or old age have ceased to travel temporarily or permanently, but excluding members of an organised group of travelling show people or circus people travelling together as such.
UCS	Urban Capacity Study	Assessment of vacant land within built-up areas which could be developed.
	Urban Design	The complex relationships between all the elements of built and unbuilt space.
	Urban extension	Development built on the edge of an existing town or city which extends the built area of the settlement.
	Use Classes Order	The Town and Country Planning (Use Classes) Order 1987 (as amended) established Use Classes, which is a system of classifying uses of land.
B1(a)	Use Class B1(a)	An office other than within Use Class A2.
B1(b)	Use Class B1(b)	Research and development, studios, laboratories, high technology.
B1(c)	Use Class B1(c)	Light Industry.
B2	Use Class B2	General Industry.
B8	Use Class B8	Wholesale warehouse, distribution centres and repositories.
C2	Use Class C2	Hospitals, nursing homes.
D1	Use Class D1	Places of worship, public halls, health centres, educational uses, libraries.
VDS	Village Design Statement	Produced by communities to show what kind of development they want as part of their settlement.

	Windfall site	A site which becomes unexpectedly available for development (usually for housing) during the Plan period and which is not already identified as a potential development site.
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