



Report to South Cambridgeshire District Council

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PLANNING & COMPULSORY PURCHASE ACT 2004 (SECTION 20)

REPORT OF THE EXAMINATION INTO THE SOUTH CAMBRIDGESHIRE

NORTHSTOWE AREA ACTION PLAN

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CONTENTS

	Page
Introduction	5
PROCEDURAL TESTS OF SOUNDNESS	6
<i>Test 1 - Consistency with Local Development Scheme</i>	6
<i>Test 2 - Compliance with Statement of Community Involvement and associated Regulations</i>	6
Test 3 - Sustainability Appraisal (SA)	6
TESTS OF CONFORMITY, COHERENCE, CONSISTENCY, AND EFFECTIVENESS	7
<i>THE PREFACE</i>	
<i>Main Matter 1: VISION AND DEVELOPMENT PRINCIPLES (INTRODUCTION, NS/1, NS/2 AND CONCEPT DIAGRAM; NS/3 IN PART)</i>	7
OVERVIEW OF CONCLUSIONS ON MAIN MATTER 1	7
CHAPTER A - THE INTRODUCTION	10
POLICY NS/1	10
POLICY NS/2	10
Policy NS/3	11
The Concept Plan	12
The Area of the Plan on the Proposals Map	12
<i>Action Needed to Achieve Soundness</i>	12
<i>Main Matter 2: GREEN BELT (NS/3 IN PART, NS/4, NS/6)</i>	13
Green Belt Extension	14
Green Separation	16
Land Uses in the Green Belt and Green Separation	18
Final	

<i>Action Needed to Achieve Soundness</i>	18
Main Matter 3: Chapter C - The Site and its Setting – Landscape (including NS/5 & NS/15)	20
<i>Action Needed to Achieve Soundness</i>	20
Main Matter 4: D1 THE STRUCTURE OF NORTHSTOWE – NS/7	20
<i>Action Needed to Achieve Soundness</i>	20
Main Matter 5: THE TOWN CENTRE & LOCAL CENTRES – NS/8, NS/9	21
Policy NS/8	21
Policy NS/9	22
<i>Action Needed to Achieve Soundness</i>	23
Main Matter 6: HOUSING – NS/10	25
<i>Action Needed to Achieve Soundness</i>	26
Main Matter 7: EMPLOYMENT – NS/11	28
Objective D5/d	28
Policy NS/11	29
<i>Action Needed to Achieve Soundness</i>	29
Main Matter 8: COMMUNITY FACILITIES, LEISURE, ART AND CULTURE INCLUDING COMMUNITY DEVELOPMENT – NS/12	30
Policy NS/12	31
<i>Action Needed to Achieve Soundness</i>	31
Main Matter 9: – TRANSPORT – NS/13, NS/14	32
The Objectives	34
Policy NS/13	34
Policy NS/14	35
<i>Action Needed to Achieve Soundness</i>	36
Final	

Main Matter 10: LANDSCAPE NS/15, NS/16, NS/17, NS/18	37
Policy NS/15	37
Policy NS/16	
Other Matters	38
<i>Action Needed to Achieve Soundness</i>	39
Main Matter 11: BIODIVERSITY – NS/19, NS/20	40
Existing Biodiversity Features	40
New Biodiversity Features	40
TFP and the AAP	41
<i>Action Needed to Achieve Soundness</i>	41
Main Matter 12: Archaeology And Heritage – NS/21	42
Main Matter 13: Meeting Recreational Needs – NS22, NS/23	42
Public Open Space and Sports Provision	42
Country Parks	43
Replacement Golf Course	44
<i>Action Needed to Achieve Soundness</i>	45
Main Matter 14: An Integrated Water Strategy – NS/24	46
Surface Water Drainage	46
Foul Drainage and Sewage Disposal	47
Flood Mitigation	47
Management and Maintenance of Watercourses	49
Water Conservation	49
Supporting Text	49
Final	

<i>The Action Needed to Achieve Soundness</i>	50
Main Matter 15: An Exemplar in Sustainability – NS/26	51
<i>Action Needed to Achieve Soundness</i>	52
Main Matter 16: Waste (D15)	52
<i>Action Needed to Achieve Soundness</i>	52
Main Matter 17: Delivering Northstowe NS/27, NS/28, NS/29, NS/30, NS/32	53
Policies NS/27-NS/30	53
Policy NS/32	53
Other Matters	54
<i>Action Needed to Achieve Soundness</i>	54
Other Matters	57
Chapter E2	57
Consistency with Core Strategy	58
<i>Action Needed to Achieve Soundness</i>	58
Overall conclusions	59
ANNEX A - PREFACE - THE SOUTH CAMBRIDGESHIRE LDF	60
ANNEX B: PLAN TO BE PROVIDED BY THE COUNCIL	65
ANNEX C: REPLACEMENT TEXT and MAP Introduction, Policy NS/2, NS/3 and Proposals Map	66
ANNEX D: REPLACEMENT POLICY NS/15	73
ANNEX E: REPLACEMENT TEXT FOR GLOSSARY	75

Introduction

- i) The requirements of s20(5) of the 2004 Act fall into two parts:-
 - a whether the DPD satisfies the requirements of s19 and s24(1) of the 2004 Act;
 - b. whether the DPD is sound.
- ii) This report contains our assessment of the Northstowe Area Action Plan in terms of the above matters, along with our recommendations and the reasons for them, as required by section 20(7) of the 2004 Act.
- iii) Our role is to consider the soundness of the submitted Northstowe Area Action Plan. This introduction is followed by consideration of soundness in accordance with the procedural tests. The report then covers the Main Matters raised during the examination on a topic-by-topic basis, reaching conclusions on soundness in relation to each matter. The report also covers points raised by the Inspectors with the Council in writing. Our overall conclusion is that the Northstowe Area Action Plan is sound provided it is changed in the ways we specify.
- iv) Various changes to the plans policies which could be made have been suggested at the hearings and in writing. However the examination is not an editing exercise and, other than the changes we recommend, the policy elements in question do not render the AAP unsound.
- v) In making our binding recommendations, we 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.
- vi) 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 our 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 concision 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 our recommendations is sound, we have no doubt that if the Council were starting the process afresh, the document may well have looked rather different.

PROCEDURAL TESTS OF SOUNDNESS

Test 1 - Consistency with Local Development Scheme

1.1 The production of the Northstowe Area Action Plan is identified in the Local Development Scheme (LDS) and the document has been prepared in accordance with the milestones in the LDS. The submitted Northstowe Area Action Plan contains policies for a new town of 8,000 houses located to the east of Longstanton and north of Oakington, with 6,000 by 2016, against which masterplanning and planning applications can be assessed, in accordance with the role described in the LDS.

1.2 The LDS description of the Northstowe Area Action Plan refers to a vision, site identification, policies and proposals for a new town east of Longstanton and north of Oakington which makes best use of the previously developed land at Oakington Airfield, determining the final size of the new town and allocating land for all the uses associated with the development of a town of approximately 8,000 dwellings, with phasing policies to ensure delivery of 6,000 dwellings by 2016. It will include transport proposals for linking the site to Cambridge and the surrounding transport network. These matters are all covered by the policies in the DPD.

1.3 Since the submitted Northstowe Area Action Plan is generally in accordance with the LDS, we are satisfied that this soundness test has been met.

Test 2 - Compliance with Statement of Community Involvement and associated Regulations

1.4 The Council has yet to produce a Statement of Community Involvement. In these circumstances, the Council must comply with the minimum requirements as set out in the Regulations and ensure that the community is able and encouraged to participate in the preparation process. We conclude that the Northstowe AAP has met this soundness test. We are satisfied all parties were given the chance to comment.

1.6. Some changes to the Northstowe Area Action Plan have been suggested by the Council as a result of representations at the submission stage and during the examination. These were open to comment and are taken into account in our consideration of the issues and soundness in terms of the other tests.

Test 3 - Sustainability Appraisal (SA)

1.7. The Council undertook an extensive SA exercise which is described in the Final Environmental/Sustainability Report (Reference Document RD/Sub/130) The SA identifies the extent to which policy alternatives are constrained by such matters as the Structure Plan and government guidance. SA is required to do no more than assess reasonable options, an obligation which we consider has been fully fulfilled, and this test is met. We are satisfied that the changes which we recommend are either within the scope of the SA or have been subject to SA within the representations put to us.

TESTS OF CONFORMITY, COHERENCE, CONSISTENCY, AND EFFECTIVENESS

THE PREFACE

2.1 This Main Matter is concerned with the first section of the DPD, which is a Preface to the Local Development Framework as a whole. It is repeated in each of the DPDs submitted to the Secretary of State in January 2006. It is thus unnecessarily repetitious and contains dated material, and is therefore not effective. The Preface as written would therefore fail test iv of the tests of soundness as it would conflict with national planning policy.

2.2 The Council accepts that there is duplication between documents, but considers that there is a need for a short preface to each document and that the text of this should be up to date. A replacement text has been agreed with the Council. This includes a reference drawing the reader's attention to the Glossary of technical and other terms to be found at the back of the document – see our recommendation at paragraph 20.7 below.

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

- i) Delete the present text of The Preface and replace with the text set out at Annex A.**

Main Matter 1: VISION AND DEVELOPMENT PRINCIPLES (INTRODUCTION, NS/1, NS/2 AND CONCEPT DIAGRAM; NS/3 IN PART)

Overview of Conclusions on Main Matter 1

3.1. The Core Strategy stipulates that Northstowe will be a new town of up to 10,000 dwellings. However, the Council considers that the town should be planned for 8000 dwellings, whilst English Partnerships and Gallagher Longstanton Ltd consider that the area of the AAP could accommodate at least 9000 and possibly 10,000 dwellings. There is a further submission by the Fairfield Partnership which seeks to alter and enlarge the area of the AAP, so that it crosses the line of the Guided Busway and continues towards Willingham and Rampton. This it is claimed would enable a better separation between the new town and Longstanton and Oakington, and enabling up to 10,000 dwellings to be constructed without utilising excessively high building densities. Of necessity, in considering this Main Matter, we draw upon the evidence given and our conclusions on a number of the other Main Matters which we examine in more detail later in this report.

3.2. Under Main Matter 2 below we conclude that a wider range of open uses should be permitted within the green separation than is allowed for in the submitted AAP. This enables a more efficient use of the built-up part of the new settlement, which in turn would allow for a higher number of dwellings to be aimed for. One implication of this is that the area of green separation should be

included in the total hectareage of the new town. Similarly, we consider that the town centre should be constructed at a density which allows for a substantial contribution to the dwelling numbers. In reaching this conclusion, we have borne in mind the Council's wish to have regard to the character of the existing Fen-edge towns in Cambridgeshire as part of the inspiration for the design and masterplanning of Northstowe. We see this as an appropriate aim, so long as it is not exercised as a straitjacket, bringing constraints to a modern and sustainable design. For instance, we do not see that the design of the town centre should necessarily be restricted to no more than three or four storeys.

3.3. We have taken account of the evidence about the land use budget as put forward by the Council and other contributors to the hearings – in particular English Partnerships Technical Paper entitled "The Capacity of Northstowe". This evidence dealt with the main requirements of the new town, such as residential, employment, town and local centres, schools, roads, and open space and recreational uses, and various densities of development. We are satisfied that the AAP area is capable of more intensive development, whilst providing an exemplar sustainable environment, than allowed for in the submitted document.

3.4. For these reasons we consider that it is likely that the area of the AAP will be able to accommodate at least 9000 dwellings, and possibly 10,000. However, the precise number of dwellings should arise from the detailed work done at the masterplanning stage, and should not be constrained by a specified number of dwellings below the "up to 10,000" figure provided for in the Core Strategy. We consider that it is important that the new town should not be constrained below 10,000 because of the continuing pressure for development in the Cambridge Sub-Region, which the emerging Regional Spatial Strategy appears likely to envisage as remaining for the foreseeable future. Indeed the Secretary of State's published Proposed Changes to the East of England Plan¹ include, at paragraph 13.12, the statement that Northstowe "should optimise the development potential of its location with a settlement *initially* (emphasis added) of 8-10,000 new homes...". The location for the new town of Northstowe was chosen because it was the most sustainable after development in the built up area, and on the periphery of Cambridge City. This is in large part due to the presence of the high-quality public transport facility provided by the Guided Busway: an advantage which will remain for the future.

3.5. For the reasons set out in the paragraph above relating to conformity with the emerging RSS, consistency with the Core Strategy and being most appropriate in all the circumstances (tests iv, vi and vii), we do not consider that the document is sound in specifying the overall size of Northstowe as being for 8000 dwellings, and this figure should be replaced with a target figure of 10,000. On the basis of the evidence provided at the hearings, we consider that the site for the new town shown in the AAP is probably sufficient to achieve this scale of development. However, the precise capacity of the site will need to be determined in detail through the masterplanning process. Nevertheless, we regard it as important that the scope for development of Northstowe should not

¹ The Secretary of State's Proposed Changes to the Draft Revision to the Regional Spatial Strategy for the East of England and Statement of Reasons, Government Office for the East of England, December 2006.

be constrained below 10,000 and that it is therefore desirable that a reserve area is identified in the plan to ensure that this scale of development can be achieved. This leads to a consideration of the major challenge to the AAP - that the area should be extended across the guided busway to the north and east.

3.6. Since we have found that the AAP, in respect of its size and capacity, can be made sound with relatively modest changes to the document, there is no need in accordance with the legislative provisions to go on to deal with the fundamentally different approach put forward by the Fairfield Partnership. However, this alternative was examined in some detail under the various main matters, so that it is appropriate for us to provide some clarity as to our reasons for rejecting the alternative.

3.7. On the face of it, there could be advantages arising from the town straddling the guided busway, providing a less constrained site for the new town, and possible scope for further enlargement in the future, beyond the timescale of the currently emerging regional spatial strategy. However, we find that there are fundamental issues which make this both impractical and undesirable. The first of these is that the contract for the Cambridgeshire Guided Busway has now been let and work has begun on the construction of the facility for casting the concrete guideways. Since the scheme for the guided busway would have to be amended to allow for additional stops and crossing points to be incorporated, there would inevitably be some disruption to the contract for the busway. In view of the importance of getting the guided bus system operational at the earliest possible time, so that its use becomes established in the minds and habits of early occupants of the new town, this is undesirable. Furthermore, we are unconvinced that the additional crossing points, including bridging over the busway, would be acceptable in either townscape or operational terms. Thus the alternative is not the most appropriate in all the circumstances (test vii).

3.8. The second issue of at least equal importance is the essential need for Northstowe to begin providing houses at the earliest possible time and to quickly progress to a high annual output of dwellings. The Northstowe AAP is a prelude to the submission of a successful planning application for the town, but much work has been done on necessary preliminary detailed survey and research prior to the submission of the AAP, and this has been continuing. Whilst there has been disagreement on detailed aspects of the plan, the Council has been working with Gallagher Longstanton Ltd, and more recently with English Partnerships, all driving forward in accordance with the general thrust of the AAP. We cannot envisage that, even with all parties acting with the best of goodwill, it would be possible to incorporate a new land owner/developer, with a radically different approach to the location and layout of the town, without a significant delay in masterplanning, negotiating legal agreements, and the submission of a planning application which could quickly proceed to the grant of planning permission. In our judgment, this would inevitably delay the commencement of development on the site to the detriment of the delivery of the much-needed step change in the building rate of new dwellings in the district. Such a change as that involved in the Fairfield Partnership's proposals for the Northstowe Area Action Plan would mean that the plan would become unsound on the basis of Test iv (conformity with national planning policies, the RSS and other relevant plans, policies and strategies), Test vi (coherence and consistency between development plan

documents), Test vii (most appropriate in all the circumstances having considered the relevant alternatives), and Test viii (clear mechanisms for implementation).

3.9. In paragraph 3.5 above we concluded that it is desirable to have a reserve of land identified which can be brought forward in the event that the main area of the NAAP proves insufficient for 10,000 dwellings, or to provide for any other future eventuality beyond the period currently being catered for. The only area of land which we regard as suitable for this purpose, which does not have the disadvantages of having development of the town spanning the Busway is the land to the north and west of Station Road. In view of our other conclusions, this land serves no other essential function: its inclusion in this role gains support from the conclusions of the Sustainability Report on 'Option B'. Without this reserve the plan would lack flexibility (test ix). The most appropriate way in which to amend the AAP is as shown on the plan submitted to the Examination by Gallagher Estates. This plan also adds a 'corner' of land at the bend in this part of Station Road as part of the 'core site' which we consider a desirable addition in order to make provision at the outset for the integration of this area in due course. The resultant Inset to the Proposals Map is shown in Annex B to this report.

3.10. Issues relating to comparison of agricultural land quality and the extent of previously developed land in each of the major options do not reveal differences of sufficient magnitude to affect the choice. Having examined the vision and development principles in the broadest of terms, we now turn to examine the detail of this part of the plan.

CHAPTER A - THE INTRODUCTION

3.11. Chapter A – the Introduction will need substantial changes to be sound. This is because it will need amendment to reflect other parts of the AAP as we recommend they be changed, and because the element dealing with the Proposals Map is inaccurate as far as an adopted DPD is concerned. This latter point is because 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.4 of the AAP was correct at submission: but it will not be at adoption. We set out the text of Chapter A in our recommendations, which if not made would make the AAP unsound on the basis of cohesion and consistency (test vi). As well as reflecting the points made above, we have taken the opportunity to make it as succinct as possible whilst meeting the objective of providing an introduction to the AAP.

POLICY NS/1

3.12. Policy NS/1 and its reasoned justification follow from the provisions of the Structure Plan and are sound. As a twenty-first century innovative, sustainable town it will not be a pastiche of the past: but it is appropriate that it should reflect the traditions of the area, as good urban design can, and therefore the traditions of fen-edge market towns should be drawn upon as one of the inspirations to its exemplary character. For the plan to remain sound, it does

however need minor additions to replace points which would otherwise be lost through the deletions in Policy NS/2 and of Policy NS/7.

POLICY NS/2

3.13. Whilst Policy NS/2 provides an over-view of the necessary development principles, it is over-prescriptive and is largely duplicated by Policy NS/7. We have resolved this by recommending the deletion of Policy NS/7 because of the unnecessary duplication with Policy NS/2 and of later policies in the plan. That has provided the opportunity to bring some of the descriptive material in chapter D1, which supported Policy NS/7, into the reasoned justification of Policy NS/2. This adds considerably to the concision of the plan, without any loss of clarity or policy guidance. There are some limited consequential additions to be made to other later policies of the plan to ensure that the policies are comprehensive. Without the changes that we recommend the plan would be unsound on the basis of tests iv (conformity with national policy), vi (coherence and consistency between development plan documents) and ix (flexibility).

3.14. We set out the new text of Policy NS/2 and its reasoned justification in our recommendation below. This text follows from the discussion at the Main Matter 1 hearing, when we indicated a preliminary conclusion, and invited the Council to submit any suggested revision which reflected that conclusion. In making recommendations for changes to Policy NS/2 and the deletion of Policy NS/7 we have drawn heavily on the text suggested by the Council in its response "POLICIES NS/2 AND NS/7 – MATTERS RAISED BY THE INSPECTORS". This analysis has enabled a restructuring of the policy into a much more succinct form.

Policy NS/3

3.15. Policy NS/3 is another policy which must be up-dated to reflect the size of Northstowe as specified in the Core Strategy and the conclusions that we have reached above. We have also reached conclusions about the green separation areas which lead us to conclude here that the area of the site of Northstowe, as expressed in this policy, should include the areas of green separation since they are able to play a constructive part in the development of the new town whilst performing their function of keeping separate the villages of Longstanton and Oakington. The resulting boundary for the AAP is very uneven and is determined by ownership. However, this consideration is outweighed by the need to maximise the land available to the new town. We reach this conclusion also in light of the protection the green separation areas will receive from Policy NS/6, amongst other policies. The opportunity to consider the policy treatment of areas adjoining the AAP, east of Longstanton St Michael's, will arise as a result of the examination of the Site Specific Policies DPD.

3.16. The description in the text of the boundaries of Northstowe will need amendment as a consequence of the above decision. There are also consequential amendments needed to the reasoned justification. Within the reasoned justification there is a lack of concision, including text which refers to the views of the Structure Plan EiP panel which are now of insufficient consequence to merit being recorded in the plan. Our recommendation below sets out the necessary changes to make the policy sound against tests iv, vi and vii.

3.17. As a result of the changes to Policy NS/3, there will be consequential amendments necessary to the Chapter C Objectives, adding a reference to the Core Strategy, deleting reference to the Green Belt, correcting a typing omission in C3/a and, in C3/b and /c, removing unnecessary reference to landscape 'around Northstowe'.

The Concept Plan

3.18. The Concept Diagram has been criticised for its apparent precision, and there are concerns that it will not allow adequate freedom to prepare the masterplan which will allow for the innovation necessary to achieve a high quality sustainable and inclusive town of the required dwelling capacity. Whilst the Council accept that having it to scale is inappropriate for such a diagram, and that the note of scale could be removed, we are persuaded that its utility does not outweigh the need for the plan to be flexible. It appears to us that the diagram does little to provide clarity to the vision for Northstowe that is not already achieved in the written text. Some elements would have to be deleted or amended to accord with our various recommendations, but we conclude that, on the basis of test ix it should be deleted as not being sufficiently flexible.

The Area of the Plan on the Proposals Map

3.19. We consider that there is a lack of clarity about the extent of the area of the District which is covered by the Northstowe AAP. During the hearings, we suggested the DPD should indicate that the AAP boundary is that shown on Proposals Map Inset A (as the area not covered with a grey tone): no disagreement was expressed with this suggestion. This is an important consideration, since there is a lack of coherence and effectiveness if the document is not clear as to the area to which its policies apply (tests iv, vi and vii). As such it would fail test vi since there would be a lack of clarity between the application of policies in this and other DPDs. In the light of other conclusions and recommendations which we make below, we consider that the extent of the areal coverage should be as shown on the plan which we attach at Annex B.

Action Needed to Achieve Soundness

3.20. The following changes are required to make the document sound:

- i) **Replace the existing introduction with the following:**

“AN INTRODUCTION

A.1 The Area Action Plan for Northstowe identifies the site for a sustainable new town with a target size of 10,000 dwellings and associated development as well as the off-site infrastructure needed to deliver and serve the town. It establishes an overall vision for the new town including its relationship with surrounding villages and its countryside setting. It also sets out the policies and proposals to guide all the phases of development. The area covered by Northstowe Area Action Plan is shown on the Proposals Map, Inset A, as the area not covered by grey tone.

A.2 The development of Northstowe will take many years to complete and the Area Action Plan provides the basis for the original grant of planning permission and for further detailed planning and approval of individual phases of development. The Area Action Plan comprises policies which will guide development from the overall vision through site identification to setting the policy framework for the development of the town.

A.3 A number of detailed plans will be needed, ranging from the masterplan to design codes. The Area Action Plan requires:

- A Masterplan to accompany the outline planning application for the new town showing the general disposition of development, roads, services, open space and landscaping.
- Design Guidance (incorporated in the masterplan and supplemented by a Design and Access Statement).
- Design Codes will be prepared to accompany subsequent planning applications for individual neighbourhoods, the town centre and any major employment areas or areas of strategic recreation / open space, and will set more detailed design criteria to create a clear identity for these areas.

A.4 A number of strategies are also required as part of the implementation of development at Northstowe to ensure that it is a high quality sustainable development which meets the needs of its residents.”

ii) Revise NS/1 to read:

“Northstowe will be a sustainable and vibrant new community **that is inclusive and diverse** with its own distinctive **local** identity which is founded on best practice urban design principles, ~~that draw~~ drawing on the traditions of fen-edge market towns, ~~and~~ which encourages the **high quality traditions and innovation** that ~~is~~ are characteristic of the Cambridge Sub-Region.”

iii) Replace Policy NS/2 and its reasoned justification as set out in Annex C.

iv) Delete the Concept Diagram.

v) Revise the Chapter C Objectives by:

Adding at the end of C1/a “, and the South Cambridgeshire Core Strategy DPD”.

Deleting the Green Belt objective C2a (as set out in Main Matter 2 below).

Adding the word “as” in the penultimate line of C3/a, after ‘as well’.

Deleting the words “around Northstowe” from the first line of C3/b and C3/c.

vi) Policy NS/3 and its reasoned justification should be revised as set out in Annex C;

vii) Modify the submission Proposals Map Inset A as shown on the plan at Annex B to delineate the area covered by the AAP – this will need to be supplied by the Council at fact check stage

Main Matter 2: GREEN BELT(NS/3 IN PART, NS/4, NS/6)

4.1 This Main Matter is concerned with the potential extension of the Green Belt around Northstowe. The South Cambridgeshire Core Strategy refers to the review of the outer boundary of the Green Belt to take account of the creation of the new town. The Main Matter is also concerned with the green separation of Northstowe from the existing villages of Longstanton and Oakington, as required by Structure Plan Policy P9/3, and with controls over land uses in the Green Belt and green separation.

Green Belt Extension

4.2 The draft AAP, read together with other DPDs, seeks to extend the Green Belt to encompass Northstowe on all sides. The main reasons for this, given in evidence to the examination, are principally dependent on 2 of the 3 purposes of the Cambridge Green Belt, namely to maintain and enhance the quality of the City's setting, and to prevent communities in the environs of Cambridge from merging into one another and with the City.

4.3 The existing Green Belt is relatively narrow between Oakington and north-west Cambridge. Nevertheless the Green Belt has served to protect the setting of the City on this side, and no party is suggesting the expansion of Oakington towards Cambridge. There is no significant inter-visibility between the Northstowe site and the City. In visual and character terms, provided the countryside between Oakington and Cambridge remains open, there would continue to be sufficient separation to avoid harm to the setting of the City.

4.4 Land north, east and north-west of the Northstowe site would to a large extent be separated from Cambridge by Northstowe itself. We do not consider this land to be such an important part of the setting of Cambridge as to warrant its inclusion in the Green Belt. It was not so included when the Green Belt was originally drawn.

4.5 We give some weight to the Cambridge Green Belt Study 2002. The study is most concerned with the inner Green Belt, and East Cambridge, but its analysis does cover the outer parts of the Green Belt too. The study did not include the Northstowe locality in the outer rural areas of the Green Belt, which was seen as providing a backdrop to views of the City and a setting for approaches. Land beyond the Green Belt boundary was considered to fulfil this role too but to a gradually diminishing extent with increasing distance from Cambridge. The Council describes the area between Northstowe and the villages to the north as part of the outer hinterland of the setting of Cambridge. This does not suggest importance to the setting. Nor was the role of villages, outside the inner necklace of villages around Cambridge, considered in the study to be of such significance that these (outer) villages should be in the Green Belt.

4.6 Given the distance from Cambridge, and the other factors referred to above, we conclude that the Green Belt extension land plays at most a minor role in the setting of Cambridge. There are functional links between the land, its population, and the City: for example people living here might work and shop in the City. However this consideration applies to the population of a wide area outside the Green Belt, and is not in our view of anything like the importance in deciding on the extent of the setting and the environs of Cambridge as are visual and character considerations.

4.7 As for the merging of communities, and similar national policy purposes of including land in Green Belts, this is a potential danger wherever open countryside separates villages, as here. However, bearing in mind the Green Belt protection which already exists between Oakington and Cambridge, the area around Northstowe is not likely to merge with Cambridge and its inner necklace of villages. The open countryside between settlements outside the Green Belt will have the protection afforded by Policy DP/7 of the Development Control DPD, and by the clear boundary provided by the CGB. The creation of the new town should not lead to the merging of settlements, subject to decisions on the green separation (see below).

4.8 Northstowe is to be a settlement of substantial size compared with nearby villages. However for the reasons given above, there is no need to fear the new town would harm the purposes of the Cambridge Green Belt.

4.9 The essential characteristic of Green Belts is their permanence. This is a further factor which would render the extension of the Green Belt around Northstowe unwise. The new town is given a finite upper size in the AAP. However it would in our opinion be wrong to extend the Green Belt so as to prevent the possible allocation of further land for development at Northstowe in future reviews of RSS, or so as to necessitate drawing back the Green Belt in such reviews. The circumstances which will need to be assessed then are not known, but there may well be a continuing need for long term development in the sub-region, and Northstowe should be placed, through this DPD, in a position where it could be assessed with other sites for potential contributions to meeting needs.

4.10 In conclusion, we consider that the Green Belt extension should be deleted through failure to meet tests vii and ix. The inclusion in the Green Belt of this additional land would not aid the purposes of the Cambridge Green Belt materially. As a result of this conclusion and that below regarding green separation there would be no Green Belt in the plan area. The Green Belt section of the plan should therefore be deleted.

4.11 Objectives and purposes of the Green Belt are set out in the AAP. The purposes would be removed with the loss of section C2. Green Belt objectives are set out at the beginning of section C as a whole. These would not have any part to play in the AAP as Green Belt objectives, and objective C2/a would need to be deleted in line with our general conclusions on the Green Belt. However the other 2 C2 objectives could remain as general objectives. It is desirable to keep settlements from merging, and to provide recreational and access opportunities, regardless of the existence of a Green Belt.

4.12 However, objective C2/c is limited to outdoor recreation (and access). Even in Green Belts outdoor sport is allowable, and this type of use should be encouraged in countryside which is not Green Belt. The inclusion of outdoor sport in the objective would help to make the best use of land, and would accord with our conclusions below on green separation.

Green Separation

4.13 Structure Plan Policy P9/3 requires green separation between the new development at Northstowe and existing communities. The Policy goes on to make it clear that the purpose of the green separation is to maintain the village character of Longstanton and Oakington.

4.14 The AAP defines a swathe of land a minimum of 200m wide as the green separation, regardless of the nature of the land and of the existing village development nearby. This is an inflexible approach which gives too little weight to the evidence on the ground, and fails tests vii and ix.

4.15 Our view is that village character depends to a large extent on attributes like settlement form, townscape, social make-up and contacts. This view is partly informed by visits to settlements located close to other villages and towns. Both Longstanton and Oakington are visually fairly self-contained villages, with substantial new development and limited views outwards towards the new town site. Longstanton St Michael has a different character but this character is capable of protection by way of the careful treatment of the open conservation area land between the built parts of the village and the new town development.

4.16 It is significant that the Council's paper on green separation recognises that distance alone is not the key factor but that the treatment of the green separation is crucial.

4.17 In the light of these considerations we do not regard the creation of swathes of countryside around the villages as necessary to maintain village character. Residents will be aware of the presence of the existing buildings and uses on the airfield site. The edges of Longstanton in particular are varied in character, and there are plantations on the airfield land north of Oakington. In many places screening is available between existing development and the site. This could be reinforced where necessary.

4.18 The need for social inclusion and integration between existing and new communities is a further reason militating against a rigid and excessive width of green separation. Facilities provided for the new town, and the opportunity to have access to open land, will benefit existing communities as well as Northstowe.

4.19 The characteristics set out in the preceding paragraph are the key factors which lead us to the conclusion that a standard width for the green separation would be inappropriate. Both the extent of the green separation, and the land uses within it, should reflect the nature of the land involved and of the

neighbouring village development. The villages cannot be entirely insulated from the new development, but green separation of less than 200m in places can be effective where, for example, there is existing screening. This is a matter for the Masterplan for Northstowe. The AAP should ensure that green separation is provided but not prescribe its width. As the width is not known, green separation should not be shown on the Proposals Map. For the same reason, and in view of our conclusions on Green Belt above, the green separation should not form part of the Green Belt. The green separation would itself protect the character of the villages.

4.20 The perception of these villages from the outside, and the rural settings of the villages, will inevitably change markedly with the location nearby of a new town as required by Structure Plan Policy P9/3. However the settings have been changed already and substantial areas of small enclosures have been lost to the airfield and golf course. The approaches and views towards Longstanton now feature the buildings of the airfield as well as post-war housing forming parts of the village itself.

4.21 The plan is wrong to refer to the maintenance of paddocks with hedgerows in the green separation, with one exception identified below. In many areas these features have been lost, as stated above. The plan is too prescriptive in detailing the treatment of the green separation in these areas, where it is preferable to leave such details to masterplanning. In this way a suitable response to the varied character of the edges of Longstanton in particular can be designed, and tests vii and ix can be met in respect of the planned treatment of these areas.

4.22 We conclude above that the AAP area should be extended to include the area between Longstanton St Michaels and Northstowe. This will allow the green separation to be planned comprehensively to provide suitable open uses for the new town, together with access for residents to open land.

4.23 This extension takes the AAP into the Longstanton conservation area. The open land in the conservation area is of value for visual, historical and archaeological reasons. It is likely that these features would be protected by conservation policies. Nevertheless, in this situation where a new town is to be developed adjoining the conservation area, the characteristics of importance should be identified in the AAP so as to make it clear what needs to be protected, and as guidance for the masterplan. Policy SP/15 in the Site Specific Policies DPD covers the area and, suitably amended, should be taken into Policy NS/6. The supporting text to the latter Policy already includes pertinent references to the conservation area. It is a matter for the Council, but we note that, with the AAP extended, the conservation area boundary would need to be shown on the AAP inset map.

4.24 In altering Policy NS/6 to accommodate the above changes, the opportunity has been taken to delete the reference to conservation areas residing in particular villages. The reference is obscure in its expression and is inappropriate in the light of the extension of the AAP area.

4.25 The setting of the Longstanton conservation area does not need protection by the extension beyond it of the green separation. This is because the

conservation area already includes much open land which protects the built parts of the conservation area. However much of the open land is located within quite close visual range of airfield development, which affects its setting already. Long Lane is a good boundary for the conservation area, and the screening along the lane could be enhanced.

4.26 Overall, the character of Longstanton will continue to have the protection of the green separation between the village and the new town. Acoustic separation will depend on the design and layout of the new town.

4.27 The form of Policy NS/6 enables land between Longstanton and the proposed safeguarded land west of Station Road to incorporate green separation.

Land Uses in the Green Belt and Green Separation

4.28 As the Green Belt extension is to be deleted there will be no Green Belt within the AAP. Therefore no reference to possible land uses in the Green Belt is needed.

4.29 The Council's report 'Northstowe – Green Separation' defines green separation as comprising open land where new building should not be permitted in order to maintain openness. The green separation policy in the AAP goes significantly further in preventing open uses such as playing fields, allotments or cemeteries, which require few structures. This policy is substantially more restrictive than national and local Green Belt policy.

4.30 We have concluded above that village character is influenced to a large extent by factors internal to the village, and that substantial views out are not obtainable from large sections of Longstanton and Oakington. In places there are already sporting uses on the edge of Longstanton. It seems to us that the green separation does not have to eschew open uses of the type listed in the preceding paragraph to fulfil its role separating the new town from the existing villages in order to maintain their character. The open nature of the uses and their treatment in detail, with careful location of any ancillary features, should be sufficient for the purpose. Green separation is not merely a landscaping tool. There is insufficient justification for the very harsh restrictions imposed by Policy NS/6, and it fails tests vii and ix.

4.31 At present there is no certainty that any agency would take over the management of the green separation. Allowing a wider range of open uses in the green separation has the advantage of offering opportunities of positive control of the land, by those responsible for the particular use, to keep it in good heart. Relying on agricultural or related uses offers less certainty of positive management of the land. This is an important consideration for land on the fringe of a new town.

4.32 Careful location and design of open uses in the conservation area part of the green separation will enable the best use to be made of this land, within the protection afforded to important features by Policy NS/6 as amended.

Action Needed to Achieve Soundness

Final

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

- i) Delete section C2, Part 3 of Policy NS/2, objective C2/a and the heading "Green Belt" on page 21.**
- ii) Replace objective C2/c with "To provide opportunities for outdoor sport and recreation and public access to the open countryside around Northstowe."**
- iii) Delete the Green Belt extension from the Proposals Map.**
- iv) Delete green separation from the Proposals Map.**
- v) Replace Part 1 of Policy NS/6 as submitted with "Green Separation will be provided between the village frameworks of Longstanton and Oakington and the built up area of Northstowe. The green separation will have a high degree of public access where appropriate to character and amenity, having particular regard to the character of conservation areas. It will contain only open land uses, including playing fields, allotments and cemeteries, which will contribute towards effective separation between these communities. Where the public has access to land adjoining Longstanton and Oakington, mitigating measures to protect the privacy and amenity of potentially affected properties will be provided."**
- vi) Delete Part 2 of Policy NS/6.**
- vii) Replace Part 3 of Policy NS/6 with "Conservation Area, Longstanton St Michael's: Public access to countryside west of Long Lane will be controlled to protect the Conservation Area. The open aspect of the fields affording views of All Saints Church will be maintained. Elsewhere the landscape character of a series of hedged paddocks, small copses and tree belts will be maintained and enhanced."**
- viii) Delete from Part 4 of Policy NS/6 the words "of a series of hedged paddocks and small copses".**
- ix) Replace paragraph C4.2 with "The village character of Longstanton and Oakington and the individual landscape character in the areas adjoining them will be taken into account in the development of an appropriate masterplan for the new town. Proposals for Northstowe will be required to respect the openness of the existing conservation area and to propose appropriate landscaping treatments such as woodland copses which are deep enough to close off views through an area, or a series of paddocks and tree lined hedgerows that provide sufficient depth to filter views. Existing tree cover within the green separation will be maintained or enhanced. In some cases it will require thinning. Tree cover should be reinforced wherever possible by locating urban open space uses on the edge of Northstowe closest to Longstanton and Oakington. Open uses such as playing fields and allotments, provided within a comprehensive landscape framework, will contribute towards green separation objectives."**
- x) Replace the second sentence of paragraph C4.3 with "Where still found this character should be retained and enhanced."**

- xi) Replace paragraphs C4.5 and C4.6 with "Proposals for Northstowe will be expected to demonstrate a comprehensive landscape framework to reinforce the quality of the existing landscape. A variety of landscape treatments may be appropriate, including new landscaped areas, new planting, more active open uses as well as the retention of the historic landscape where this remains."**

Main Matter 3: Chapter C - The Site and its Setting - Landscape (including NS/5 & NS/15)

5.1 The logic of the plan's layout is that Part C deals with the site and setting of Northstowe, with Part D dealing with the new town itself. Unfortunately this leads to repetition of much of the lengthy Policy NS/5, in C, in the form of Policy NS/15 (Part D). As there is considerable repetition in the plan, and as a concise plan is required, this repetition of landscaping policy should be omitted as failing test iv. The new town itself should be the principal concern of the plan and the landscaping of the settlement and its setting need to be treated comprehensively. They can both be controlled by Policy NS/15, with amendments from Policy NS/5 where necessary. Policy NS/5 and its associated heading should therefore be deleted. The supporting text to Policy NS/5 should as a result be moved to Part D of the plan.

Action Needed to Achieve Soundness

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

- i) Delete Policy NS/5 and the preceding heading "C3 Landscaping the Setting of Northstowe".**
- ii) Import parts a, e and h of Policy NS/5 (as amended in Annex D) into Policy NS/15 (see below for other changes to Policy NS/15).**
- iii) Transfer paragraphs C3.1-C3.6 to section D, between Policy NS/15 and the sub-heading "Landscape Strategy" (correcting the typos - 'OD' should be 'AOD'.**

Main Matter 4: D1 THE STRUCTURE OF NORTHSTOWE - NS/7

6.1 This Main Matter is concerned with the need for Policy NS/7 which to a large extent duplicates material in other policies of the plan. We have addressed this policy and its reasoned justification under Main Matter 1, when considering Policy NS/2. Our conclusion is set out there, where we recommend the deletion of Policy NS/7 and the incorporation most of its reasoned justification into chapter B - Vision and Development Principles on the basis of tests iv, vi and viii.

Action Needed to Achieve Soundness

Final

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

- i) Delete heading "D1 THE STRUCTURE OF NORTHSTOWE and Policy NS/7, and renumber the subsequent sections.**
- ii) Revise and reposition the text of the reasoned justification of Policy NS/7 to chapter B as set out in paragraph 3.20 iii) above.**

Main Matter 5: THE TOWN CENTRE & LOCAL CENTRES – NS/8, NS/9

Policy NS/8

7.1 Planning Policy Statement 12 advises that LDDs should be clear, succinct and readily understood, and also that guidance such as layout of uses and design requirements may also be provided in AAPs or in SPD in the form of a Masterplan. In the case of Northstowe, a Masterplan is required under policy NS/2, which is referred to in part one of policy NS/8. This latter policy also requires a Town Centre Strategy. Whilst it may be desirable for there to be policy guidance for the Masterplan and The Town Centre Strategy, it is these two documents which will provide the basis upon which to plan the details of the town centre. In advance of the preparation of these documents, a prescriptive policy may well unnecessarily inhibit the appropriate outcome, and certainly does not provide for flexibility (tests iv, vi, vii and ix). We consider that policy NS/8 is unduly prescriptive in a number of respects. In reaching this conclusion we have benefited from the detail provided in the Update Report on the Northstowe Town Centre Strategy to the Northstowe Town Centre Topic Group by Ove Arup & Partners Ltd, submitted to us by the Council.

7.2 Clause 1b. is unnecessarily prescriptive, and at least in part tautological in conjunction with 1a. Clause 1a. sets out a requirement for the town centre to be close to the geographical centre of the town, and it seems hardly necessary to also require it to be "within rather than on the edge". Additionally, there is no sound evidence base which makes it imperative that the town centre should be at least 200 m to the east of Rampton Drift. This is a matter of detail which can be left to the Masterplan. The remainder of part one of the policy is sound, and not overly prescriptive.

7.3 Parts 2 and 5, under the heading 'Town Centre Form', generally provide guidance within which the masterplan and strategy can evolve on the basis of evidence arising from the various studies which are to be undertaken. Part 2 should have added a reference to 'entertainment' and some added text regarding landmarks, etc, in view of the deletion of Policy NS/7. Part 5 may contain rather obvious requirements, but we do not regard it as unsound since there remains flexibility for interpretation. However, Parts 3 and 4 are unsound on the basis of tests vii and ix because they are prescriptive and not firmly based on clear evidence. Rather they cover matters which are essentially for the Masterplan. Part 3 in particular seeks to constrain the design of the town centre to reflect the traditional form of a Cambridgeshire market town, including stipulating water features at its heart. Northstowe is to be a twenty first century town, providing for a sustainable community in its urban design and town planning, which will be

an exemplar development. It is reasonable for one of the considerations of the design to be that it should acknowledge historic elements of Cambridgeshire towns, which makes them of this part of the country, rather than being rootless. This is guidance more appropriate for the supporting text rather than being set out as a policy requirement.

7.4 We see no need to include within this policy any reference to Northstowe town centre being "at the top of the retail hierarchy in South Cambridgeshire". Its position in the hierarchy of the district is clearly set out in the Core Strategy.

7.5 Parts 6 and 7 are unsound, also on the basis of tests vii and ix, due to inflexibility and the failure to take into account that the delivery of key commercial facilities will depend on third party investment, and no evidence is available which justifies the commencement of the town centre at a specific period following the start of development. Clearly these matters are of importance to the proper development and functioning of the new town, and it is in the interests of both the council and the developers to encourage early investment and occupation of the necessary commercial premises. Laying down inflexible policy does not assist this.

7.6 In addition, the first sentence of Part 6 should be phrased in a similar way to that which we have recommended in relation to the submission of a Masterplan in policy NS/2. Parts 6 should be amended to reflect these criticisms, and Part 7 be deleted.

7.7 There are consequential changes needed to the reasoned justification which we set out in our recommendation below. This includes changes consequent on our recommendation concerning Green Separation.

7.8 We consider that the objectives for the town centre are sound, and provide a basis for the policy.

Policy NS/9

7.9 Parts of Policy NS/9 and its preceding Objectives have similar shortcomings to Policy NS/8: over prescription, a lack of flexibility and an insufficient evidence base (tests iv, vii and ix). Bearing in mind that the town now has a target capacity of 10,000 dwellings, there needs to be flexibility as to the number of local centres and primary schools, and there may not necessarily be the same number of centres as there are schools. We therefore recommend an amendment to the objective and D3/a, which can sensibly be combined with objective at D3/b. To provide reasonable flexibility, the objective should be for the local centres to be located appropriately to the dedicated local busway. Objective D3/c needs added flexibility, partly because it does not provide the guidance for NS/9 1a as written. The other objectives are sound, being coherent and in conformity with wider planning policy.

7.10 Policy NS/9 will need amendment to reflect the change we have made to objective D3/a. Part 1 requires amendment since being "located on the dedicated local busway" cannot "ensure that residents of Northstowe are within 600m walk of the town centre...". Part 2 of the policy will require the removal of the inflexible

inclusion of a primary school in all Local Centres. The requirement for the development of each neighbourhood to coincide with the construction of its local centre is too prescriptive and phasing issues are dealt with later in the plan. Part 2 will also need some added text regarding landmarks, etc, in view of the deletion of Policy NS/7. Part three is also inflexible in prescribing that the secondary school will be located at one of the centres. The masterplanning and other preparatory work will provide the evidence on which many of these details will depend.

7.11 The reasoned justification will require consequential amendments, as we set out in our recommendations. The opportunity should also be taken to aid concision by removing the cross-reference to other policy.

Action Needed to Achieve Soundness

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

- i) **Delete Part 1b. of Policy NS/8.**
- ii) **In Part 2, add ', entertainment' after the word 'leisure' in the second line, and add at the end, after "sequential test", "It should have landmarks (both built and natural) and other points of interest, including public art, to create a legible sense of place."**
- iii) **Delete parts 3 and 4 of Policy NS/8.**
- iv) **Change the first sentence of Part 6 of Policy NS/8 to read "A Town Centre Strategy for Northstowe will be submitted for approval by the local planning authority as part of the application for initial planning permission."; delete the remainder of Part 6**
- v) **Delete Part 7 of Policy NS/8.**
- vi) **Change the end of the second sentence of Paragraph D2.3 to read: "... by road to car parks and by footpaths and cycleways will also be important."**
- vii) **Delete the first two sentences of paragraph D2.4 and the word "However" from the beginning of the next sentence, which will then begin: "A long term view..."**
- viii) **Delete the part of the last sentence of paragraph D2.5 beginning "by the town centre being located..." and replace it with "through the masterplan process."**
- ix) **Delete the last sentence of paragraph D2.6.**
- x) **Change the last sentence of paragraph D2.8 to read "Locating employment opportunities in and well related to ~~at the~~**

~~southern end of the town centre on the approach roads from the A14...~~"

- xi) **Change the second sentence of paragraph D2.9 to read "This study will lead to the production of a Town Centre Strategy which will be implemented as part of the planning obligation for the development of the new town and help in the determining of planning applications...". Delete the final sentence of this paragraph.**
- xii) **Delete the second sentence of paragraph D2.10 and replace it with "This will be determined through the masterplanning process and the development of the town centre strategy, taking account of the potential character and commercial requirements of the town, the integration of the guided bus and the need to provide public spaces. The urban design of this twenty first century town should seek to pay some regard to the typical form and character of Cambridgeshire's market towns." Delete the fourth, fifth and eighth sentences of this paragraph.**
- xiii) **Combine D3/a and D3/b into a single Objective to read "To provide local centres located appropriately to the dedicated local busway through the town."**
- xiv) **Change D3/c by deleting "400m (5 minutes) walk" and replacing it with "reasonable walking distance".**
- xv) **Change Policy NS/9 as follows:**
- **delete '5' and 'all' from the first line of Part1;**
 - **delete the first 3 words of 1a and replace them with "Be appropriately located to";**
 - **delete the words in 1a after the word town in line 1;**
 - **insert a new 1b to read "Be located with the aim that all the residents of Northstowe are within 600m walk of the town centre or a local centre and that the majority are within 400m distance;**
 - **delete "include a primary school and" from the existing 1b and make it 1c.**
 - **delete "be the focus for 5'" from the first line of Part 2 and replace it with "provide a community focus for", and add after "Northstowe" the words "with landmarks and other points of interest to create a legible sense of place";**
 - **delete the second sentence of Part 2;**
 - **delete "will" in the first line of Part 3 and insert "may".**
- xvi) **Change D3.1 by:**
- **replacing second "will" in line 1 with ", where appropriate,";**
 - **delete the second sentence;**

- **at the beginning of the fifth line, insert "may" between "and" and "provide";**
 - **add at the beginning of the fifth sentence the words "Consideration will be given to locating" and delete "will be located";**
 - **in the sixth sentence delete the words "begin as soon as practicable after the first houses are available for occupation and completed well in advance of the completion of development of each neighbourhood in the town in order to ensure from the earliest stages of development" and replace with "be appropriately phased to ensure", and add at the end of the sentence "as soon as is practicable."**
- xvii) **In D3.2, delete all the text from "at one of these local centres" and the remaining three sentences, and replace with "outside the town centre and will provide the opportunity for a focal point of higher order facilities within the community."**
- xviii) **Delete the final sentence of D3.3.**
- xix) **Delete the third sentence of D3.4 and replace it with "Subject to masterplanning, it is anticipated that each local centre will include:".**

Main Matter 6: HOUSING – NS/10

8.1 This section of the report, dealing with housing, inevitably requires amendments on the basis of test vi to reflect our previous recommendations concerning the number of dwellings to be constructed at Northstowe. First of all, objective D4/a requires the words "at least 4800" in place of "6000"; and since the Core Strategy for the district has now been adopted, the words "Structure Plan Policy P9/1" should be deleted, and replaced with "the Core Strategy, with an ultimate target beyond that date of 10,000 dwellings".

8.2 We consider that the following two objectives are sound, complying with appropriate guidance.

8.3 Policy NS/10 Part 1 requires similar amendments to those just mentioned for objective D4/a. The words "at least 4800" should replace "6000", and at the end of the sentence ", and a target of 10,000 dwellings beyond that date".

8.4 In view of the deletion of policy NS/7 and the modification of policy NS/2 recommended above, there is a loss of policy guidance concerning good design and high-quality, with a good mix of house types meeting the needs of all ages and sectors of society. We recommend below an additional part to policy NS/10 to make good this omission to meet tests vi and vii.

8.5 In part three of the policy, the term "The Strategic Design Guide" does not provide sufficient flexibility, or reflect the term used in the revised policy NS/2. The Council agrees that this phrase should be replaced by the words "Design Guidance".

8.6 At the hearing into this main matter the Council accepted that the housing mix laid down for the district in Development Control Policies DPD HG/2 (3) would not be appropriate for Northstowe. It suggested that a new subsection should be inserted after policy NS/10. We agree that Northstowe is a special case, because it will be a completely new community, without an existing balance of dwelling types. However, we are not convinced that the mix suggested by the council is the most appropriate. We are persuaded that a mix expressed as a range would provide flexibility, and we have concluded that the mix suggested by English Partnerships has the best evidence base. This evidence base is set out in the English Partnership's response to us dated 9 January 2007.

8.7 Part 4 of the policy appears to have given rise to some misunderstanding as to its intention and meaning. It is therefore unsound. Although expressed differently, the intention is the same as that set out in Development Control Policies DPD policy HG/4. Since it is repetitious of that policy there is no need to replace it in some different form. These considerations do not apply to the final sentence of this part of the policy: it is a sound policy not to accept contributions for off-site provision of affordable housing on a site such as Northstowe, and therefore that element of the policy should be retained.

8.8 This part of the policy dealing with affordable housing should express additional considerations to those set out in policy HG/3 of the Development Control Policies DPD. This is because Northstowe is a major and complex development which has a wide variety of requirements covering infrastructure and services, and a balance will need to be struck between competing requirements, in the light of economic viability. We recommend a text accordingly. This has been agreed with the Council. It will also be necessary to amend the heading of this part of the policy.

8.9 These changes to the policy to meet tests vi, vii and ix will require consequential changes to the reasoned justification, together with the consideration of some additional issues. The consequential changes are set out in our recommendations below.

8.10 Paragraphs D4.2 – D4.4 deal with housing density. We are not convinced by arguments that the policies of the AAP will produce housing densities which are inappropriate for a new town in Cambridgeshire. Bearing in mind our conclusions above, particularly in relation to Main Matter 1, we are satisfied that this element of the plan is sound. In paragraph D4.4, the final sentence indicates that development at lower densities will be appropriate on the areas bordering the countryside between Northstowe and Longstanton and Oakington. This is a matter which should be design led, and this sentence does not provide the necessary flexibility. The matter should be left for masterplanning.

8.11 Paragraph 4.11 setting out the mix of affordable housing between social rented and intermediate housing is too prescriptive. Bearing in mind all the other

calls on the development of a completely new settlement, and the extended period over which the town will be built, a more flexible approach is required. We set out below the changes which are required to make the paragraph sound.

8.12 In view of our other recommendations relating to Part 4 of the policy, paragraph D4.13 is not required, save for the final sentence. However, the final sentence should be reworded as we recommend below and should be added to the end of paragraph D4.12.

Action Needed to Achieve Soundness

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

- i) In objective D4/a insert the words "at least 4,800" in place of "6,000", and delete "Structure Plan Policy P9/1" and replace with "the Core Strategy DPD, with an ultimate target beyond that date of 10,000 dwellings".**
- ii) In policy NS/10 Part 1 the words "at least 4,800" should replace "6,000", and at the end of the sentence add ", and a target of 10,000 dwellings beyond that date".**
- iii) Insert a new section following Part 1 to read: "Northstowe will be well designed and of a high quality and will be developed with a good mix of house types, sizes and tenure (including affordable housing) attractive to, and meeting the needs of all ages and sectors of society including those with disabilities.", and renumber the remaining parts.**
- iv) In policy NS/10 Part 3 the words "The Strategic Design Guide" should be deleted and replaced with "Design Guidance".**
- v) Add a new part to policy NS/10 to follow Part 3, as follows:**

"Market properties should provide:

 - a. in the range of 25% to 30% of homes with one or two bedrooms; and**
 - b. in the range of 35% to 40% of homes with three bedrooms; and**
 - c. in the range of 30% to 35% of homes with four or more bedrooms;**

unless it is demonstrated that a different mix would better meet the needs of Northstowe or is justified having regard to economic viability and an up-to-date Housing Market Assessment. A proportion of new dwellings should be designed to lifetime mobility standards."
- vi) Delete policy NS/10 Part 4 except for the final sentence. Ahead of this final sentence insert "The starting point for negotiations concerning the provision of affordable housing at Northstowe will be policy HG/3 of the Development Control Policies DPD. However, this is a major and complex development which has a wide variety of requirements**

covering infrastructure and services, and a balance may need to be struck between competing requirements, in the light of economic viability." Delete the word "Funding" from the heading and renumber this part as 6.

- vii) Amend the text in D4.1 by deleting the text from "6,000 dwellings" to the end of the sentence, and replacing with "at least 4,800 dwellings at Northstowe by 2016, with a target of 10,000 dwellings beyond that date".**
- viii) Delete the final sentence of paragraph D4.4.**
- ix) In the final sentence of paragraph D4.5, delete "Strategic Design Guide" and replace with "design guidance".**
- x) Retain the first sentence of paragraph D4.8, but delete the remainder of the paragraph. Replace the deleted text with the following: "However, because Northstowe is an entirely new town, without any existing imbalance in the housing mix, the mix set out in policy HG/2 would not be appropriate. A mix expressed in a range of percentages provides flexibility for the masterplanning process and the ability to react to economic viability and any different requirement shown through an up to date housing market assessment."**
- xi) In paragraph D4.9, delete all text after the word district-wide in the second sentence. Replace this text with: "Policy HG/3 requires 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 Policy HG/3 will be the starting point for negotiations as to the percentage of affordable housing in Northstowe."**
- xii) Insert the word "However" at the beginning of paragraph D4.10.**
- xiii) In paragraph 4.11, delete all text after the words "housing is secured." in the seventh line except for the final sentence beginning "The mix of affordable...". Within that final sentence delete the words "in terms of houses sizes".**
- xiv) Delete paragraph D4.13. Add the following sentence to the end of paragraph D4.12: "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 Northstowe."**

Main Matter 7: EMPLOYMENT – NS/11

9.1 This section of the report deals with Objective D5/d and Policy NS/11, the soundness of which has been called into question.

Objective D5/d

9.1 In respect of Objective D5/d, the Structure Plan at Policy P9/3 dealing with the establishment of the new settlement states that "Employment at the new

Final

settlement will primarily serve local needs and the needs of the Sub-Region, (see Policies P2/3 and P9/7), including possible relocations from Cambridge." Policy P9/7 (reflecting Policy P2/3) reserves land in and close to Cambridge for development which "can demonstrate a clear need to be located in the area in order to serve local requirements or contribute to the continuing success of the Sub-Region...". It seems to us that Objective D5/b reflects strategic policy in encouraging the development of a mixed economy to provide a range of employment to support the development of a socially inclusive community, but D5/d appears to close down some of the possibilities and is less flexible than it should be – strategic policy is clear, as well as meeting local requirements, it relates to the success of the Sub-Region. This remains the stance in the Proposed Changes to the RSS. To meet test ix we recommend a form of words suggested by English Partnerships in response to our discussion paper. This will also require consequential changes to the reasoned justification which we set out in our recommendation.

Policy NS/11

9.2 The introductory clause to policy NS/11 refers to the provision of "the equivalent" of a total of 20 ha of employment land. The meaning of the words "the equivalent" is not readily discernible in this context, although we understand that they are included because the aim of the policy is to provide jobs rather than a specific area of land. Thus it is both unclear and prescriptive: the 20 ha is an approximation rather than a precise target. We recommend a simplification which overcomes these criticisms.

9.3 We consider that it is appropriate for policy NS/11 to have the three sub-components dealing with the three main locations - the town centre, other local centres, and an area adjoining the Park and Ride site on Station Road. However, the terms in which they are referred to are too prescriptive and insufficiently flexible. In addition, 1b requires changing, in view of our recommendation for the ultimate size of the town which means that there may be more than five local centres. In any event, it would be more appropriate and flexible to simply refer to "employment in local centres" and to increase flexibility by including the words "as demand requires".

9.4 The changes which are necessary in 1a are to avoid the prescriptive "wrapping round", whilst emphasising integration with the town centre and widening the indication of acceptable classes of use. The precise form of employment integrated with the town centre will be determined by the Town Centre Strategy which should be mentioned, but without the cross-reference to Policy NS/8.

9.5 Sub-paragraph 1c, relates to an area adjoining the Park and Ride site. This part of the policy is also prescriptive in as much as it specifies a precise hectareage and appears to confine development to just 2 use classes. An appropriate degree of flexibility can be introduced by inserting the word "approximately" before "5 hectares", adding "predominantly" before "B2", and including "B1c" in the acceptable classes.

9.6 In the light of our recommendations to overcome unsoundness on the basis of tests vi and ix, consequential changes to the reasoned justification are also recommended. In addition, paragraph D5.3 should be updated to refer to the Core Strategy in place of the Structure Plan.

9.7 As concluded under Main Matter 16 below, the text of paragraph D15.5 should be transferred to current paragraph D5.5.

Action Needed to Achieve Soundness

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

- i) Change Objective D5/d to read: "To provide for firms that the Sub-Region needs to attract in order to grow and strengthen its role as a High Technology Cluster."**
- ii) Reword the introductory clause of Policy NS/11 to read: "Northstowe will provide approximately 20 hectares of employment land throughout the town comprising:"**
- iii) Change sub-paragraph 1a to read: "A significant high density employment area integrated with the town centre and located close to a stop on the dedicated local busway providing a business district which includes office based accommodation, D1 educational uses and research institutes, and which supports and contributes to the sub-regional technology cluster including research and development, in accordance with the Town Centre Strategy."**
- iv) Change sub-paragraph 1b to read: "Small-scale local B1 employment within local centres as demand requires, of an appropriate scale to a generally residential area."**
- v) Change the first line of sub-paragraph 1c to read: "An employment area of approximately 5 hectares for predominantly B1c, B2 and B8..."**
- vi) Change paragraph D5.2 to read: "Employment development at Northstowe will need to demonstrate a clear need to be located in the area, or serve local needs to supply, service or support the sustainable growth of the new town or support and contribute to the Sub-Regional high technology cluster including research and development."**
- vii) At the beginning of paragraph D5.3 delete "The Structure Plan identifies Northstowe as being" and replace it with "South Cambridgeshire Core Strategy DPD policy ST/8 identifies Northstowe as". Change the second sentence of this paragraph to read "Development will include a significant office and high technology business district (including research and development activities) built to high building:plot ratios, integrated with the town centre and supporting/contributing to sub regional office/service sector demand and the high technology cluster, including activities linked to the main high-technology focus in and on the edge of Cambridge, Cambridge city centre and Addenbrooke's by guided bus."**

- viii) **Form a new paragraph beginning "This location may also be suitable..." six lines up from the bottom of paragraph D5.5 and add the text of paragraph D15.5.**

**Main Matter 8: COMMUNITY FACILITIES, LEISURE, ART AND CULTURE
INCLUDING COMMUNITY DEVELOPMENT – NS/12**

10.1 Objectives D6/c and D6/d, in referring to the town of approximately 19,000 people, are out of accord with our earlier recommendation. With a target of 10,000 dwellings, the ultimate population may well be of the order of 25,000 people. In respect of the community facilities which this section of the plan deals with, we also consider that the reference to a small market town is not particularly appropriate. We recommend a revised text for each objective which reflects these conclusions, to make the objective sound in the light of tests vi and vii.

Policy NS/12

10.2 Policy NS/12, in its Part 6, also contains an element which does not accord with our recommendation for the size of town. It is also unduly prescriptive. In Part 1, in relation to funding, the words "in full" should be deleted since "where appropriate and reasonable" is sufficient. In Part 2, "where appropriate" should be added before the words "through the provision of serviced land". In Part 4, the words "and the immediately surrounding villages" should be deleted since such needs should not be a prescriptive requirement on the development of the new town, and are likely to be provided on a commercial basis. In Part 5, the prescriptive word "requiring" should be replaced with "enabling", since this is referring to a planning obligation which must be the subject of negotiation. As well as requiring a change to the indication of the size of population in Part 6, it is inappropriate to include the examples of commercial facilities. 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 final sentence should read "A strategy for public art should be prepared as part of the masterplanning process".

10.3 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 we set out below. In addition, paragraph D6.10 is unsound. This is because it almost completely duplicates the list which is given in Chapter E2 of the plan. The Council agrees that this is duplication, and if one of the lists is to be deleted, it would prefer it to be that in Chapter E2. We conclude that this duplication is unsound as it does not comply with national planning policy. Paragraph D6.10 and its heading should be deleted. We also conclude later (see paragraph 20.4 below) that the list in E2 is unnecessary and far too detailed.

Action Needed to Achieve Soundness

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

Final

- i) **In Objectives D6/c and D6/d, after the words "to be found in a", delete "small market town of approximately 19,000 people" and replaced with "new town with an ultimate population approaching 25,000 people".**
- ii) **Modify Policy NS/12 as follows:**
- **in Part 1, delete the words "in full" in the third line;**
 - **in Part 2, add "where appropriate" before the words "through the provision of serviced land";**
 - **in Part 4, delete the words "and the immediately surrounding villages";**
 - **in Part 5, replace the word "requiring" with "enabling" in the second line;**
 - **in Part 6, delete all the text after the words "design that a" in the second line and replace with "new town will require";**
 - **delete parts 7, 8 and 9, and replace with "Detailed assessments and strategies to provide for the needs of Northstowe 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 final sentence to read "A strategy for public art should be prepared as part of the masterplanning process".**
- iii) **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 D6.6, delete the word "detailed" in the second line;**
 - **in paragraph D6.7, change "provision will be needed" in the first line to "provision may be needed", and change the third word of the third sentence from "will" to "could";**
 - **in paragraph D6.9, delete "golf facilities" from the examples, and delete all the paragraph after the words "service providers" and replace with the words "as part of the assessment and strategy.";**
 - **delete paragraph D6.10 and its heading.**

Main Matter 9: – TRANSPORT – NS/13, NS/14

- 11.1 A number of representations questioning the soundness of Chapter D7 of the AAP relate to its principle that the new town will be bounded to the east and north by the guided busway and The Fairfield Partnership proposal to enlarge the site by carrying the development of the town across the busway. It is sensible to consider the transport ramifications of

this alternative proposal before looking in detail at remaining issues relating to the objectives and policies of the chapter.

11.2 As far as transport is concerned, the principal criticisms of the AAP proposals are that:

- full advantage is not taken of the guided busway, in that the town has to be served by an 'inferior' 'dedicated local busway' through the town rather than providing direct access to the guided busway for the population;
- the B1050 at grade crossing of the busway would exacerbate congestion problems and cause buses to slow, whereas the alternative proposals would provide grade separation by bridge and access to the B1050 north of the busway;
- space for the Park and Ride site is constrained;
- better footway/cycle provision and links to Willingham, and new bridleway links to Rampton cannot be achieved.

11.3 Whether or not these points are accepted, there is an over-riding consideration, foreshadowed in our conclusions on Main Matter 1, arising for the transport matter. The fundamental difference between the Fairfield Partnership proposals and those of the NAAP is that they involve development across the guided busway. This involves a different approach to the guided busway to that which has been envisaged by the promoting authorities in recent years. The authorities' approach has gone through the Transport and Works Act procedures, which have resulted in an approval, and a contract which has been let. Work on the contract has started and is programmed to be completed by February 2009. The current contract is based on a combination of through buses running between Cambridge and Huntingdon, with the Northstowe services from Cambridge leaving the guided busway, running on a dedicated local busway on the western side, and then rejoining the guided busway for a return journey to Cambridge.

11.4 The TFP proposals involve significant differences to this contracted scheme: they involve building a new town straddling the busway with additional stops and a number of crossing points. To adopt these proposals would require either a renegotiation of the contracted scheme to adapt it for these new facilities, or to allow the contract to be completed prior to carrying out new works, making alterations to provide the required facilities. In terms of providing this essential element of the transport infrastructure, this would be highly disruptive: but in addition, in terms of the general masterplanning work which has already been put in train, it would necessarily require a fresh start on the form and layout of the town. Put together, these implications, it seems to us, inevitably speak of considerable delay to the effective start on the new town and its rapid build to a high annual output of new homes and all the facilities which go with them. This is in the context of a sub-region where the pressures for responding to housing demand require a step change in delivery. The commencement of the new town is already lagging behind the expectation set out in the Structure Plan, and we conclude that we cannot conceive of

advantages arising from the alternative proposals which would bring benefits outweighing any highly damaging further delay of implementation.

- 11.5 There are also additional considerations. At grade crossings could bring unacceptable traffic conflicts, and would probably be difficult to arrange in a manner which provided for satisfactory disabled access. In terms of grade separated crossings, these would have to be in the form of bridges which the evidence suggests would have a parapet level more than 8 m above the existing ground level. These structures would be likely to be intrusive elements difficult to satisfactorily integrate into the design of a town centre straddling the busway and the new town generally. We also have reservations about creating a bridleway which would transit the new town centre. The starting point for our examination of this DPD is that it is sound. As will be seen from the remainder of this report, subject to relatively minor changes which we recommend, we find that the Area Action Plan is sound. In transport terms, including the ramifications of the changes needed to integrate a town built on both sides of the guided busway so that residents have good access to this high quality public transport system and freedom to travel within the town itself and to places beyond, we find the alternative proposals promoted by TFP to be unsound on the basis of tests iv, vi, vii and viii.
- 11.6 We have also considered whether the additional land in the TFP proposal could be utilised for a later phase of the development of Northstowe. We were told by representatives of TFP at the hearings that the proposal was not a 'bolt on option'. We agree: to successfully integrate development on the east and north of the guided busway would require the town to be fundamentally redesigned. Not only would it need additional stations on the busway and additional crossing points, the concept would require the town centre to be of a different form and in a different location to the concept which has been pursued by the local planning authority and the promoters of the town in recent years. To revert to an earlier stage in the evolution of the concept and design of the new town would be bound to cause unacceptable delays in the start of the provision of housing. We are also convinced that the additional stations, etc, would unacceptably increase through journey times. These matters point to failure against tests iv, vi and vii.
- 11.7 As background to this conclusion we consider that the dedicated local busway loop through Northstowe is a satisfactory way to provide good access from all parts of the town to a high-quality public transport system which will not unduly impinge on the journey times on the through route between Cambridge and Huntingdon.
- 11.8 We are satisfied that the land to the west of Station Road, that we identify as a reserve which may be necessary to meet the target of 10,000 dwellings, can be adequately linked to the bus only infrastructure in such a way that the majority of the area would have adequate walking access to a bus stop, and that it does not present the same linkages problems that we have identified with the TFP proposals.

The Objectives

11.9 We consider the objectives to be sound and reasonably appropriate.

Policy NS/13

11.10 Part two of this policy requires updating since it refers to an ultimate capacity of 8000 dwellings, rather than our recommended target of 10,000 dwellings. In addition, the policy links the start and phased development of Northstowe to the opening of any necessary improvements to the A14 corridor. This is unnecessary detail, particularly in the light of the Joint Position Statement regarding highway implications of the development at Northstowe which was signed during the course of our examination (Reference Document NSMM9-SCDC-1). In addition, there is no need for a reference to 'Grampian' style conditions since such conditions are available to the planning authority for the restriction of the scope of a planning permission when these are justifiable. This also means that the note below the policy should be deleted.

11.11 The introductory phrase to Part 3 of the policy is unnecessarily prescriptive, in particular in not allowing for any additional access roads such as that which is suggested might be required from the direction of Cottenham. This can be simply overcome by replacing "the following new and existing roads" with "existing and new roads which may include the following". This will enable the detailed routes to be determined through the masterplanning process: this will also have regard to the effects on the existing bridleways. In the light of our recommendation regarding Part 3, Part 4 of the policy can remain in its present form.

11.12 As far as Part 7 of the policy is concerned, this sets out clearly that it takes effect "at the time of the grant of outline planning permission". If at the time of the grant of planning permission it can be demonstrated that a bypass for Willingham is required, to the extent that the development of Northstowe has contributed to that requirement it is reasonable and in accordance with Circular 05/2005 that a contribution should be sought. The phrase "will be required" is inappropriate and the policy should be reworded to seek a contribution.

11.13 A consequence of the above amendments to make the policy sound on the basis of tests vi, vii and viii, is that there will be a need for changes to the reasoned justification. Paragraph D7.2 is now out of date. The reference to consultation on a proposed scheme should be deleted and the final sentence should be reworded to indicate a completion of the improvements by 2015, as signified in the Joint Position Statement referred to in paragraph 11.10 above.

Policy NS/14

11.14 As an exemplar of sustainable development, it is important that Northstowe should be provided with appropriate alternative modes of transport. We regard policy NS/14 as appropriate subject to minor

amendments. Part 5 states that developers will provide an initial subsidy, but bearing in mind that such subsidy will need to be the result of a negotiated agreement, the word 'will' should be replaced by the word 'should'. Part 6 ties occupation of the development to the implementation of the busway between Northstowe and Cambridge, but this does not now take into account the revised housing trajectory and the expected date of completion of the guided busway. Housing development must commence in Northstowe in 2008, whereas the busway is anticipated to be completed by early 2009. Revised wording should be incorporated into this part of the policy to allow for alternative provision of high-quality public transport. It seems to us that it will be a reasonable requirement for developers of Northstowe to make some financial contribution towards the capital cost of the guided bus scheme. Part 7 of the policy provides for this and is a reasonable expression of the requirement. We also regard Part 8 as being reasonable, including what is stipulated about direct road access to the Park and Ride site. Without our recommended changes, Policy NS/14 would be unsound on the basis of tests iv, vi and vii.

- 11.15 There are no consequential amendments needed to the reasoned justification as a result of the above conclusions. However, paragraph D7.16 is not sufficiently flexible (test ix). Implementation of new external rights of way will depend on various bodies, and third-party interests; and it may not be possible for developers to implement such provisions. In our recommendations we adopt a suggestion made by Representors.

Action Needed to Achieve Soundness

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

- i) Delete the words "8000" in NS/13(2), and replace with "up to 10,000"; delete all the text in this part of the policy which begins "Such conditions" in the sixth line, and the associated note referring to Grampian Conditions at the end of the policy.**
- ii) In the preamble to Part 3 of Policy NS/13, replace "the following new and existing roads" with "existing and new roads which may include the following".**
- iii) In part seven of policy NS/13, delete the text after the words "County Council" and replace with "a contribution will be sought from the developers of Northstowe towards its construction related to the forecast percentage volume of traffic that will be generated by Northstowe."**
- iv) In paragraph D7.2, delete the second sentence and reword the third sentence to read "The improvements should be completed by 2015."**
- v) In paragraph D7.8, delete all the words after 'Northstowe' in the sixth line, and replace with the words "a contribution will be sought from the developers of Northstowe towards its construction related to the forecast percentage volume of traffic that will be generated by Northstowe."**
- vi) In Policy NS/14, amend Part 5 by replacing the word 'will' in the first line with the word 'should'; amend Part 6 by**

- adding at the end "or alternative provision made for high quality public transport."**
- vii) Change the preamble to the bullet points in paragraph D7.16 to read: "The following external rights of way routes are encouraged and should be provided where possible to:"**

Main Matter 10: LANDSCAPE – NS/15, NS/16, NS/17, NS/18

Policy NS/15

12.1 Paragraph 5.1 above concludes that landscaping of the setting and of the new town itself should both be the concern of Policy NS/15. Consequential amendments to the Policy will be needed, primarily to incorporate elements of Policy NS/5 missing from NS/15, and to remove some geographically limiting phrases like "within the town".

12.2 The Council would not resist a change to Policy NS/15 to make it clear that the formal approval of the landscape strategy will be secured when outline planning permission for Northstowe is granted. There is no evidence that an earlier approval of the strategy is necessary.

12.3 Policy NS/15 in its changed form is set out in Annex D to this report.

12.4 Objective D8/e is to enable landscape areas to contribute to informal recreation needs. Formal sports features in landscape areas would be likely, as a general proposition, to hinder the principal landscaping function of the land. This is because formal recreation can require flat land lacking planting, and sometimes includes structures and parking. The objective meets the tests of appropriateness. Whether individual pieces of land will be capable of formal recreational use will depend on the specific circumstances of the case, and can be determined in masterplanning.

12.5 The strategy for the use of construction spoil can include provisions for noise mitigation, flood risk management and enhanced biodiversity. These possible uses of spoil should be made clear in Part 2 of Policy NS/15 for the sake of a more coherent plan and to make plain the flexibility of this part of the plan.

12.6 Policy NS/15 requires water in the form of lakes and watercourses to be a defining feature of Northstowe. However there is not convincing evidence that the amount of water that will be available will be sufficient to allow this. The Policy goes too far in this respect. We support the plan's intention of using the character of fen edge towns in the design of Northstowe, and therefore in this case a qualification of the Policy should be used to retain the reference to water without the prescription of the submitted Policy form. The wording of Part 2 of Policy

NS/17 permits a reasonable amount of freedom in the use of water in green corridors.

Policy NS/16

12.7 Policy NS/16 requires provision of a landscaped water park, and this is shown diagrammatically on the Proposals Map, occupying land along the eastern side of the town. With its reasoned justification, this Policy too is over-prescriptive and fails tests vii and ix. There might be insufficient water to provide a series of balancing lakes which will contain water under all conditions. The form and width of the park are best left to masterplanning, when more will be known about drainage requirements and possibilities, and about the design of other elements of the town. There are various ways of designing the water park. On this topic we conclude that the water park offers an opportunity to achieve local distinctiveness, but that much of the detail should be deleted. On the Proposals Map the water park is shown, effectively, in diagrammatic form but this is not made clear in the plan. In order to avoid misleading the reader, and possibly constraining the design of the water park, the reasoned justification should indicate that the Proposals Map is diagrammatic in respect of the water park.

12.8 Part 2 of Policy NS/16 requires a 50 metre belt of trees alongside the airfield road between Longstanton and Oakington. However the existing tree belt here, to be retained and enhanced under Part 2 of the Policy, is generally thick and effective. It can remain effective following thinning, enhancement, under-planting, and management. Landscaping in association with the provision of access roads into Northstowe will also help to mitigate the effects of Northstowe on the landscape, given that it will be impossible to hide the town. The specification of a 50m belt is unnecessary and inflexible.

12.9 Similarly, the requirement for a 40m landscape zone of woodland planting east of Station Road, Longstanton, is not justified by the evidence. This area is not especially sensitive to change, as it comprises some mixed uses and is affected by the heavy traffic using Station Road, irrespective of the new town, the CGB and a park and ride site are to be located here. It will be sufficient for the Policy to refer to the integration of existing properties with the new town.

Other Matters

12.10 There is insufficient evidence to support the Policy NS/18 requirement for "blocks" of planting beyond the boundary of highways linking the town to the existing network, although some planting beyond the highway boundaries will clearly be needed in association with balancing ponds which will be outside the boundaries. This conclusion also affects the wording of Part C of Policy NS/15 as incorporated from submitted Policy NS/5. The reference to country parks in Policy NS/18 should be deleted in view of our conclusions below regarding country parks.

12.11 A number of changes to the supporting text of the landscaping policies are necessary as a result of the changes discussed above. Furthermore, the tree survey forming part of the Environmental Statement accompanying the planning application for Northstowe shows that several of the plantations on the site are in

poor condition. Retention will not represent the best use of land in some cases. Although it will be important to retain the valuable elements of this vegetation, it is going too far to describe the circumstances where retention will not be advisable as exceptional.

12.12 As far as comparisons between the AAP site and the Fairfield Partnership site are concerned, it is likely that the site put forward by the latter party would enable more of the mature trees on the Barracks and airfield to be retained. On the other hand the large pond on the south-western part of the airfield will not necessarily be lost in the AAP scheme. More importantly, however, the rival Fairfield proposal would extend the loss of open countryside considerably by breaching the line of the CGB. This would be a substantial contribution to a finding of unsoundness, because of failure to meet tests iv and vii, if the AAP allocated the Fairfield site. The loss of countryside, well removed from existing development and characterised by an open landscape, would be seen from roads and footpaths in the area. In contrast the open parts of the southern airfield are better screened and much more closely associated with the large hangars and the Barracks.

Action Needed to Achieve Soundness

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

- i) Policy NS/15 as set out in Annex D.**
- ii) Replace Part 1 of Policy NS/16 as submitted with "A landscaped water park with appropriate planting and footpaths will be provided on the outer edge of Northstowe to the east along the St Ives railway. The water park will provide an attractive amenity for the town and a landscape buffer to the open countryside. It will also provide opportunities to create wildlife habitats and thus increase biodiversity."**
- iii) Delete the second sentence of Part 2 of Policy NS/16.**
- iv) Replace Part 3 of Policy NS/16 as submitted with "Sensitive integration of the existing properties along Station Road, Longstanton, will be achieved by a variety of landscape and design responses."**
- v) Delete from the Proposals Map the landscape buffers NS/16 2 and 3.**
- vi) Delete the second sentence of Part 1 of Policy NS/18 and replace it with "This will include planting beyond the highway boundary, for example in association with balancing ponds, as well as planting trees and hedgerows along the highway boundary."**
- vii) Delete from Part 2 of Policy NS/18 the phrase "including the country parks".**
- viii) In the supporting text, delete "within the built up area" from the first lines of paragraphs D8.1 and D8.5, replace the second sentence of paragraph D8.3 with "A limited amount can be used to form new ground features as these may be required for instance to provide acoustic and wildlife benefits", delete the fifth sentence of paragraph 8.4, delete "exceptional" from paragraph D8.5, replace the final sentence of paragraph D8.8**

with "Landscape treatments should provide appropriate edges to the town and protect the amenity of those existing properties", delete the fourth and fifth sentences of paragraph D8.9 and "informal" from the third sentence, add at the end of paragraph D8.9 "The water park is shown diagrammatically on the Proposals Map", replace the final sentence of paragraph D8.11 with "The amenity of these properties will need an appropriate landscape response", and change the first part of the fourth sentence of paragraph D8.12 to read "Water will often be a central feature of these green corridors----".

Main Matter 11: BIODIVERSITY – NS/19, NS/20

Existing Biodiversity Features

13.1 Policy NS/19 is concerned with existing biodiversity features. The Council agrees that Part 1 should be made more specific. This can be done by utilising some of the changes suggested during the examination but without losing the important elements of the Policy.

13.2 A full ecological survey is needed before construction to inform the biodiversity strategy and management plans. Further surveys will be needed during and after construction because this is a large site where development will be phased over a long period. Biodiversity changes could take place at any time. A delay in the commencement of construction could render survey information out of date. Monitoring too will be needed at all of these stages for the same reasons.

13.3 Developers would benefit from certainty at an early date in the planning of the proposal, but it is not possible to achieve such certainty when dealing with the natural world.

13.4 In accordance with national policy and therefore test iv, the protection and enhancement of areas of biodiversity is the proper concern of the Policy, but only features which could make a positive contribution to biodiversity need to be retained. Mitigation is also a sufficiently important element of policy to require reference on the face of this Policy.

New Biodiversity Features

13.5 New biodiversity features are the concern of Policy NS/20. The proposed country parks are dealt with elsewhere in this report (see 15.9 *et seq*) but we note here that their inclusion in the plan was not dependent on their value for biodiversity. In accordance with our conclusions concerning country parks, the reference in Policy NS/20 to the northern country park should be deleted. However the southern part of the airfield has some biodiversity and amenity interest and should continue to be the subject of this Policy, but without the necessity of the country park designation.

13.6 Part 4 of Policy NS/20 proposes that green corridors should extend beyond the town, as well as through it. Green corridors within the town would provide the opportunity of mitigating the biodiversity impact of development and of enhancing biodiversity. They also offer the chance of linking with ecological features outside the town.

13.7 However there is sufficient uncertainty regarding the creation, for biodiversity purposes, of green corridors beyond the town to place this element of the Policy in conflict with test vii. We discuss the green infrastructure strategy below (see 15.12). The Council, in the hearing regarding Main Matter 13, described the grid of green corridors as very aspirational, although those elements involving Northstowe are given a high priority. However, specific evidence as to the precise nature and location of the green corridors (other than, perhaps, that following the CGB) in the vicinity of Northstowe, and the implementation, management and funding of such green corridors, is lacking. There is an absence of evidence as to what land would be involved and in what ways. It may be that field edges and hedgerows will be sufficient to form sections of the corridors, but even in that case there is no evidence that landowners, for example, would be sympathetic to the creation of the corridors.

13.8 The Green Infrastructure Strategy is too general a document to allow of a conclusion that there is a realistic prospect of green corridors of significant biodiversity interest being implemented beyond the town during the plan period. At this stage it is not possible to comply fully with Policy ENV1 of the draft East of England Plan, which says that local development documents should define a multiple hierarchy of green infrastructure and identify substantial connected networks of green space. Northstowe will have such a network within its area, but it is not yet possible to detail the elements outside the town.

13.9 Policy NS/20 should be changed to recognise the above considerations. The changes would not prevent the provision of off site mitigation or enhancement where suitable and required because of the effects of the development, or where offered by developers.

TFP and the AAP

13.10 The development site as proposed in the AAP would cover a larger part of the open area of the airfield than would be built on in the Fairfield scheme. The southern part of the airfield is of greater biodiversity interest than other areas, and this biodiversity would be reduced by the AAP proposal. However, the loss of biodiversity could be mitigated, as shown by the submitted planning application for the AAP site. There would remain a net loss of biodiversity, but in our judgment this is outweighed by the need for the development. The Fairfield proposal would have different, but probably lesser, biodiversity impacts, and in this respect is superior to the AAP proposal.

Action Needed to Achieve Soundness

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

- i) Replace Part 1 of Policy NS/19 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 Part 3 of Policy NS/19 the words "---- where such features can make a significant contribution to the urban environment or to the biodiversity of the site".**
- iii) Delete the term "country park with a" from Part 2 of Policy NS/20, and insert at the end of Part 2 "This area will be designed and managed for its wildlife value."**
- iv) Delete Part 3 of Policy NS/20 and the heading.**
- v) Replace Part 4 of Policy NS/20 with "Green corridors will be established through the town to connect where possible to biodiversity features and corridors beyond the town."**
- vi) Delete all of paragraph D9.8 after the words "bus route".**

Main Matter 12: Archaeology And Heritage – NS/21

14.1 Some of the structures on the site, such as wartime pill boxes, may be of historic interest. A survey of buildings and other structures will be needed to determine which should be preserved. The need to preserve specific structures should be identified in the outline planning permission. The intention to preserve should be supported by an appreciation of potential suitable long-term uses. Hence the strategy for such structures should be prepared and approved before planning permission is granted. The plan is sound in respect of Policy NS/21.

Main Matter 13: Meeting Recreational Needs – NS22, NS/23

Public Open Space and Sports Provision

15.1 Policy NS/22 identifies a wide range of recreational provision which should be made in the new town. A planning obligation must be directly related to the development, but this is capable of encompassing the scale (and kind) of provision. Part 3 of the Policy is a lengthy list of items the provision of which is to be explored. The list is indicative and similar in nature to a list included as supporting text in paragraph D6.10 of the DPD. 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.

15.2 Longstanding policy in South Cambridgeshire, supported by relevant agencies, does not permit dual use of school pitches. There is therefore little point in qualifying Part 4 of Policy NS/22 with a reference to dual use. On the other hand there are advantages in locating a large outdoor sports area near the proposed secondary school. No change should be made.

15.3 Formal sports facilities attracting large numbers of visitors are likely to be large space users. There will be considerable competition from other important uses to be located near HQPT. The requirement for sports facilities to be so located should be deleted, in order to leave space for uses which have a greater need, in sustainability terms, to be near public transport.

15.4 NPFA standards for the location of play areas are expressed in terms of walk times as well as distance. Part 8 of Policy NS/22 is based on the NPFA standards and should be expressed in similar terms, allowing greater freedom and flexibility in design.

15.5 Part 9 of the Policy is concerned with the proposed town park. The size of this park will depend on a number of factors which cannot be decided now, including the detailed uses and relationships with nearby uses. It is known at this stage, however, that the park will take up a substantial proportion of the whole town's informal open space allocation, and that it will be used by residents living in and near the town centre. As a multi-functional open space it should be seen as contributing generally to meeting standards.

15.6 Part 11 of Policy NS/22 is repetitive of other elements of the plan. As this is a recreation policy Part 11 should mention only the recreational function of water features.

15.7 On the other hand some elements of the provision of facilities and other features in Northstowe are sufficiently important to justify specific reference in the relevant 'topic' Policy. References in Policy NS/31, which deals with the timing of provision, are general, and open to interpretation. For reasons set out in the Council's evidence the early provision of recreational facilities and associated landscaping is one of the matters which deserves specific reference. It should remain in Policy NS/22.

15.8 There are some errors in this Policy and its supporting text which should be corrected to meet tests vi and vii. Our changes to the Policy also call for changes to the supporting text for reasons of consistency.

Country Parks

15.9 The proposed northern country park should be deleted as the land west of Station Road would be better safeguarded for possible long term development (see above). There are further objections to the country park proposal, in that the County Council, owner of much of the land, is hostile to the idea, and there are obstacles to the development of the site as a country park. The Council has

Final

not assessed the costs of implementing and running a country park, and neither has any other party. There are few features on the land at the moment which would lend themselves to the creation of a country park. The site is largely open arable farmland with few hedges and trees. Robust evidence that this is a realistic project is lacking.

15.10 Policy NS/23 also puts forward a country park scheme in the southern part of the site. There is no requirement in the draft East of England Plan to provide country parks as such, and the Structure Plan does not prescribe that country parks must be provided. It is an aim of the Sustainable Communities Plan to create new country parks. In our opinion, at the level of the individual development, country parks could be part of the open space provision for the new town but this provision does not necessarily have to feature one or more country parks.

15.11 The Green Infrastructure Strategy is a material consideration but does not have the status of a supplementary planning document. It has not been the subject of full community involvement, and in our view the weight which can be attached to it is diminished by that consideration. The strategy identifies the 2 country parks at Northstowe as high priority schemes. However there has been no formal background study upon which to base provision at Northstowe. The Council states that a new town should have an area dedicated to informal countryside recreation in the form of a country park, but there is insufficient evidence to support this statement.

15.12 We have concluded in the Development Control Policies DPD report that the strategic open space standard should be deleted.

15.13 There is existing and proposed strategic open space which is accessible from Northstowe. In particular, Fen Drayton Pits will be readily accessible by CGB and by the pedestrian and cycle access routes to be associated with the CGB. Needingworth Wet Fen is to be developed as open space. Both facilities lie in the Ouse Valley which offers opportunities for other recreational uses.

15.14 Northstowe will have its own network of open space. There are clearly features which, for reasons of biodiversity and amenity, should be incorporated into the open space network (see 13.5 above). However the AAP is too prescriptive regarding this topic, failing tests vii and ix. The layout and nature of open space provision will be for masterplanning to decide. This may or may not include a country park in the southern part of the new town, but offers the opportunity to cater for the types of activity envisaged by the Council, with any desirable supporting facilities, and to provide substantial areas of open land, without necessarily designating any area as a country park. The new town will be located in the countryside, which will be accessible from the network of open space provision, and which has a network of footpaths.

15.15 We conclude that the AAP should not require the provision of country parks. References to them should be removed from the plan. This, and the deletion of the strategic open space standard from the Development Control Policies DPD, will also require significant changes to the supporting text.

15.16 As a result of the above conclusions, the strategic open space requirement resulting from the Northstowe development will have to be subject to negotiation based upon factors including the existing strategic open space provision accessible to future Northstowe residents, the work on the Masterplan and considerations of economic viability. A related matter is that the Fairfield alternative site would offer a better opportunity to provide a large and varied open space area, which that objector would design as a country park.

Replacement Golf Course

15.17 With regard to the requirement that a golf course be provided to replace that which at present occupies part of the new town site, the Council has not prepared a detailed viability study as the promoters of Northstowe have. The Council accepts that a replacement golf course would not repay the costs of provision. Even on the Council's estimate of revenue it would take many years to recoup costs. The expert evidence for objectors suggests that a replacement course would not be commercially viable. It would have to be subsidised from the profitable parts of the development, which would also have to support key features such as affordable housing. Thus it would threaten the provision of sustainability elements of the development, making it less sustainable.

15.18 No document, including the AAP itself, identifies a suitable location for a golf course, a major user of land. The County Council land west of Station Road has been suggested, but the evidence is that the land is not available for the purpose, and there are no plans for the acquisition of this, or any other, site.

15.19 Overall, we conclude that the golf course requirement is ill thought out and unrealistic, failing tests vii and viii. It would provide a facility close to the new town, if it could be provided at all. However, its financial repercussions would be likely to reduce the sustainability of the development. The loss of the existing golf course is a disadvantage of the development of Northstowe on the AAP site, and it has not been shown that the existing course is surplus to requirements. However these considerations are outweighed by the unrealistic nature of the replacement proposal, its financial impact, and the need for the development at Northstowe to go ahead. In addition, we give weight to the fact there is a relatively good supply of golf facilities in the Northstowe area, even though 'affordable' courses are on the edge of the catchment area.

15.20 In the light of the above conclusions, the references to a golf course in Policy NS/23 and its reasoned justification should be removed.

Action Needed to Achieve Soundness

15.21 **The following changes are required to make the document sound:**

- i) Move Part 3 of Policy NS/22 to the supporting text, to become paragraph D11.4, add the word "facilities" after "ancillary" in 3k, and renumber subsequent paragraphs of the supporting text.**
- ii) Delete the second sentence of Part 7 of Policy NS/22.**

- iii) **Replace "100m" in Part 8n of Policy NS/22 with "a 1 minute walk (i.e. 100m actual walk distance)".**
- iv) **Replace "240m" in Part 8o of Policy NS/22 with "5 minutes walk (i.e. 400m actual walk distance)".**
- v) **Replace "600m" in Part 8p of Policy NS/22 with "15 minutes (i.e. 1000m actual walk distance)".**
- vi) **Delete from Part 9 of Policy NS/22 the phrase "of at least 3ha.", and the whole of the final sentence.**
- vii) **Replace Part 11 of Policy NS/22 with "The surface water drainage network for Northstowe will offer a recreation facility."**
- viii) **Add "associated" before "landscaping" to Part 12 of Policy NS/22.**
- ix) **In paragraph D11.12 replace "240m" with "5 minutes".**
- x) **In paragraph D11.13 replace "600m" with "15 minutes".**
- xi) **Delete the heading "Country Parks" and the section on country parks from Policy NS/23.**
- xii) **Delete heading "Country Parks before D11.21 and delete paragraphs D11.22, D11.24 and D11.25.**
- xiii) **Delete heading "Access to the Countryside" in Policy NS/23 and before paragraph 11.27.**
- xiv) **Replace paragraph D11.23 as submitted with "At Northstowe, there is a need for areas of open access, accessible by foot, cycle and public transport from Northstowe, where people could find the facilities which would enable them to experience informal countryside leisure activities. Such facilities could include a visitors' centre, areas for kite flying, picnicking or barbeques, kick about areas, and so on, as well as supporting facilities. Such areas will also provide publicly accessible wildlife areas and habitats, and areas solely for nature conservation. If it is intended to meet an existing deficit in this part of the District, it would not be appropriate for this burden to fall on the developers of Northstowe."**
- xv) **Replace paragraph D11.26 as submitted with "There is potential to connect these facilities by providing links via the green separation, green corridors and the water park to provide a countryside experience encircling Northstowe. Making use of green routes to link open spaces is an effective way of maximising the recreation experience without needing vast areas of dedicated open space."**
- xv) **Delete Part 5 of Policy NS/23, together with its heading "Golf Provision", and paragraph D11.28 and its associated heading.**

Main Matter 14: An Integrated Water Strategy – NS/24

Surface Water Drainage

Final

16.1 The surface water drainage arrangements for any development site should be such that the volumes and peak flow rates of surface water leaving a developed site are no greater than the rates prior to the proposed development, unless specific off-site arrangements are made and result in the same net effect.² However there will be occasions when the receiving water courses will be capable of taking water from the site at a greater rate than the base rate. This might occur when there is an urgent need to remove water from the site. The drainage system on the site will be linked with the receiving system by telemetry. Policy NS/24 should be changed to allow the discharge of surface water at greater rates in appropriate circumstances. As the 'normal' circumstance will be for the discharge rate to be no greater than if the site were undeveloped, there is no need to change the supporting text.

16.2 A sustainable drainage system is required for Northstowe. This requirement in Part 1 of the Policy is a general requirement for the site as a whole and in our opinion allows the freedom for different solutions to be adopted in different parts of the site to reflect the varied conditions found there. It is desirable to keep qualifications like "where practicable" to a minimum in policies. Policy NE/12 in the Development Control DPD is qualified, but that is a policy intended to cover a much wider area than a single AAP. Nor is there a need for policies on related matters to be the same in all DPDs: conditions can vary from one area to another.

16.3 Some drainage works might be required before other development, but not the entire drainage system. Policy NS/31 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.

16.4 The requirement for the water park to contain water at all times of the year is driven by amenity and biodiversity considerations. The expert evidence is that in extreme conditions it may not be possible to meet the requirement. As discussed in 12.7 above, the plan is too prescriptive with regard to the water park's details and, in any case, these details are not the result of drainage requirements. They should be omitted from the drainage policy, which should be limited to the requirement for a water park. The creation of such a park gives the opportunity to assist in lending to the town a fen edge character, as suggested in the reasoned justification.

Foul Drainage and Sewage Disposal

16.5 Not only will the new town have to be served by adequate sewage treatment capacity, but present problems with discharges of treated waste water into receiving watercourses will have to be overcome. All parties are aware of these requirements. A Technical Liaison Group has been working on the problems for some time and technical solutions will be forthcoming.

16.6 There was considerable agreement at the relevant examination hearing that substantial elements of Part 2 of Policy NS/24 are unsound, because they are unenforceable and appear to duplicate other statutory duties (tests iv, vii and

² Paragraph F10 of PPS25.

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 would be wholly or largely off-site, and it might not be possible for developers to provide this infrastructure directly.

16.7 A policy expressed in a more general form would avoid the above problems and allow sufficient flexibility to overcome foul drainage problems. The second element of the Council's suggested change to Part 2 would provide useful information on what is likely to be required.

Flood Mitigation

16.8 Structure Plan Policy P9/3 requires the development of the new settlement to avoid any additional flood risk and to mitigate current flood risks affecting Oakington village. In fact both Oakington and Longstanton suffer from flooding, but the evidence regarding Longstanton was apparently not available to the authors of the Structure Plan. Nevertheless, the current owners and prospective developers of the site fully intend to mitigate flood risks in both villages.

16.9 Policy NS/24 states that "flooding (at each village) will be mitigated-----". The intention of the Policy is to secure works to assist in dealing with an existing problem, i.e. to obtain benefits from the development, rather than (or as well as) to mitigate harm arising from the impact of the development. Developers may reasonably be expected to pay for or contribute to the cost of all, or that part of, additional infrastructure provision which would not have been necessary but for their development. What is being expected here goes further than that, and it would be contrary to national policy to insist on that in the AAP.

16.10 At the same time PPS25 is clear that the opportunities of reducing flood risk overall should be taken, as intended by the parties to this development. This is something which should be recognised in Policy NS/24, and wording based on PPS25 should be used in place of the strict existing policy wording. The national policy requirement is for the AAP to be in general conformity with the Structure Plan, and this alteration to Policy NS/24 will not take the AAP out of general conformity.

16.11 Similarly, it is requiring too much to specify the provision of new diversion or relief channels for Longstanton and Oakington Brooks. Not only are the above considerations of what it is reasonable to expect developers to provide relevant, but there are other reasons against the specification of channels.

16.12 Riparian owners alongside any new channels could fail to maintain the new watercourses. The riparian owners of land alongside the existing Brooks have rights which add to the complexities of providing new channels.

16.13 However, of overriding importance is that the developers do not control the land needed for the Longstanton Brook diversion, and the Council does not have the resources to provide it. There are also serious engineering reasons which militate against the diversion of Oakington Brook.

16.14 On the other hand, the proposal to provide balancing ponds upstream of the villages and Northstowe is well advanced. The Environment Agency has experience of the installation of such ponds and has found them successful over a period of years if properly maintained. Ponds at Bar Hill have failed but for specific reasons, whereas the opportunity is available for a better organised management regime to be set up at Northstowe.

16.15 We conclude that the sections of parts 4 and 5 of the Policy requiring channels should be deleted as they fail to meet tests vii, viii and ix.

16.16 The Policy wording relating to making allowance for climate change is similar to that used in national policy and does not need to be altered. However the wording changes discussed above result in some reorganising of the form and numbering of the Policy.

16.17 The Council agrees that Objective D12/i should be deleted because it repeats Objective D12/c in part.

Management and Maintenance of Watercourses

16.18 Policy clause 6h should reflect the design parameters of the drainage regime, and avoid the appearance of demanding higher standards than will in fact be required. Suitable replacement wording was discussed at the examination.

16.19 Management of the drainage system generally is too important a matter to be omitted from the policies of the plan. Policy wording should secure management in perpetuity, as "the lifetime of the development" can be interpreted as covering too short a period. In these respects the plan policy wording is satisfactory.

16.20 On the other hand, the management and maintenance cannot be funded at the cost of the development alone, because some of the works will not be for the benefit of the development (see 16.8 *et seq*). In this respect the plan fails to meet the test of consistency with national policy. The wording which causes this failure should be deleted from the 2 locations where it appears in Policy NS/24. This would enable the ongoing discussions regarding funding of management and maintenance to consider all possible sources of funding, including, but not limited to, contributions from developers necessary to meet the needs arising from the development. The need for funding from some source is recognised in the first part of clause 6, and in clause 7.

16.21 Typing errors in clauses 6 and 7 should be remedied.

Water Conservation

16.22 Northstowe is located in the driest region of England and is intended to be an exemplar in sustainability. A Ministerial statement has referred to water efficiency in the new town. English Partnerships already have standards which

equate to a saving of about $\frac{1}{3}$ compared with conventional housing. We do not see why an overall target of between $\frac{1}{3}$ and $\frac{1}{2}$ could not be set out in plan policy for the new town.

16.23 The Policy requires water conservation measures to be incorporated in all development, and gives examples. The use of examples is appropriate in this relatively new area of planning, but there is no need to add further examples or to qualify the Policy with references to technical feasibility, economics, and viability. These latter considerations are general matters which underlie the development as a whole and do not need to be pointed out in particular policies. The repetition contained in the Policy should be removed in the interests of a concise plan: biodiversity, for example, is dealt with elsewhere.

Supporting Text

16.24 The changes to policy wording which result from the above conclusions will also need to be supported by changes to the reasoned justification. In addition, paragraph D12.6 should be expanded to make it clear that the flood mitigation for Longstanton and Oakington will not solve all the flooding problems affecting those villages.

The Action Needed to Achieve Soundness

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

- i) Delete Objective D12/i.**
- ii) Replace the second and third sentences of clause 1 of Policy NS/24 with "This will comprise a series of channels within green corridors through the town which will drain naturally to a main water holding area to create a water park."**
- iii) Add to the end of clause 1 and of clause 6i of Policy NS/24 "---, except on occasions when the receiving system is capable of accommodating a greater flow".**
- iv) Replace clause 2 of Policy NS/24 with "Neither the development of Northstowe 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 new town to the availability of waste water treatment capacity and the capacity of receiving watercourses."**
- v) Under the heading "Mitigating Flood Risk", delete sections 3-5 inclusive of Policy NS/24, and replace with "All flood mitigation measures should make allowance for the forecast effects of climate change. If practicable such measures will take the opportunity to mitigate the existing flood risk to Oakington and Longstanton by providing balancing ponds a) for Oakington Brook, which would intercept potential flood water and surface water from the southernmost access road before it reaches Oakington village, and b) associated with the access roads**

servicing Northstowe to provide flood control for Longstanton Brook."

vi) Replace "require" in the first line of clause 6 of Policy NS/24 with "required".

vii) Replace clause 6h of Policy NS/24 with "Flooding does not occur outside the design parameters of the surface water drainage system."

viii) Delete from the end of clause 6k of Policy NS/24 the words "at the cost of the development."

ix) Replace clause 7 of Policy NS/24 with "No development shall commence until the written agreement of the local planning authority has been secured that organisations with sufficient powers, funding, resources, expertise and integrated management are legally committed to maintain and manage all surface water systems for Northstowe in perpetuity."

x) Delete from clause 8 of Policy NS/24 the words "---- to ensure no adverse impact on the water environment and biodiversity" and replace with "----- in order to achieve between 33% and 50% reductions on mains water use compared with conventional housing".

xi) Delete the second and third sentences of paragraph D12.5.

xii) Add at the end of paragraph D12.6 "The flood mitigation proposals for both Oakington and Longstanton will provide betterment for both villages yet cannot totally solve existing problems. The level of mitigation provided will be assessed using current hydrological assessment techniques, and the designs will also be checked allowing for climate change."

Main Matter 15: An Exemplar in Sustainability – NS/26

17.1 As a major new development Northstowe provides the opportunity of a comprehensive approach to energy provision and use. Structure Plan Policy P9/3 effectively sees the settlement as providing an example of excellence in the creation of a sustainable settlement, promoting the Sub-Region as a leader in technological innovation.

17.2 The national policy requirement to have regard to environmental, economic and social objectives underlies the plan as a whole, and does not need to be referred to in Policy NS/26 any more than it is in other of the various AAP policies which would impose costs on developers. The Policy is concerned with environmental objectives but other elements of the AAP address economic and social issues. As for the objectives in Chapter D14 of the plan, these are sustainability objectives and to include caveats regarding economic viability, for example, would introduce confusion.

17.3 A number of studies have been completed or are under way into the potential of Northstowe and other major developments to provide energy from renewable sources. There is an increased emphasis in government policy on reducing carbon emissions. New residential development as well as other new

development needs to contribute to minimising increases in carbon emissions. An exemplar in sustainability should be examining ways of improving technical performance. The evidence base for this part of the AAP is not inadequate, and matters have moved on since the adoption of the Cambridge Local Plan and the publication of the report of the EIP of the regional strategy.

17.4 Objectives D14/b and D14/c deal with 2 different matters, minimising energy use, and using energy efficiently. Both objectives have a part to play in the plan and neither should be deleted. However, in recognition of the greater stress put by government on producing zero carbon development countrywide since the submission of this document, and the emerging RSS (see for instance paragraph 9.4 of the Secretary of State's Proposed Changes), we consider that Objective 14/b could be rephrased in the way we recommend below.

17.5 Policy NS/26 does not specify which exemplar projects in sustainable development will be included in the development. This leaves open the possibility that some potential projects will not be pursued because of technical, cost or amenity difficulties which could not reasonably be overcome. The approach is not inflexible. However, for the reasons expressed in paragraph 17.4 above, we consider that the supporting text should go further in expressing a positive approach to the achievement of ambitious targets for renewable energy production and reducing CO₂/m². This can be done in paragraphs D14.4 and D14.7, as we recommend.

Action Needed to Achieve Soundness

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

- i) **Replace Objective D14b with: "To contribute to the achievement of medium and long term emissions targets that move towards the Government's ambition of zero carbon development country-wide, with proposals seeking to achieve significant improvements sought by the Code of Sustainable Homes and significantly exceeding national standards set by Building Regulations subject to wider economic, viability and social testing".**
- ii) **Insert at end of D14.4: ", but the Northstowe proposals should seek to do better where possible, aiming towards a target of 20% of predicted energy needs from renewable energy subject to wider economic, viability and social testing".**
- iii) **Amend last sentence of D14.7 to read: "Applying this policy as a minimum but seeking to achieve significant improvements on this policy in terms of further reductions in CO₂m² emitted in connection with ~~at~~ the new town will help ensure that the performance of Northstowe over the long period of its implementation will remain challenging and forward thinking".**

Main Matter 16: Waste (D15)

18.1 As paragraph D15.1 acknowledges, it is not the role of the AAP to include policies for waste. Paragraph D15.4, referring to the text of the Employment chapter, includes the indication that the employment area adjacent to the Park and Ride site off Station Road would be a suitable location for a Household Waste Recycling Centre and associated bulking up and transfer facility. Since Paragraph D5.5 already mentions this possibility, section D15 'Waste' is largely unnecessary. The plan would be more concise, and would not lose anything of value if the section were deleted, except for paragraph D15.5 which makes the point that the masterplanning process will need to take account of all components of the development plan. The text of this paragraph could simply be added to the end of paragraph D5.5. Without these changes the plan would be unsound on the basis of tests iv, vi and vii.

Action Needed to Achieve Soundness

18.2 Delete section D15, save that the text of paragraph D15.5 should be transferred to section D5 in accordance with the recommendation made under Main Matter 7 above.

Main Matter 17: Delivering Northstowe – NS/27, NS/28, NS/29, NS/30, NS/32

Policies NS/27-NS/30

19.1 The aim of Policy NS/27 2 is to prevent all construction traffic from driving through villages near the new town site. This is not quite what the Policy says, but rewording needs to take into account what is enforceable: it is not possible to force drivers not to use village roads. The Policy should refer to a scheme to avoid the use of such roads, in order to conform with test viii.

19.2 In similar vein, Part 4 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". Setting a policy test to avoid any adverse impact is too onerous. A reasonable aim in this policy is to minimise impacts.

19.3 Mitigation by way of planting is needed in the green separation early in the development. This is an important requirement and should be specified separately from the general policy on the timing of provision, Policy NS/31. Insurmountable obstacles to planting in particular locations would be treated as exceptions to policy. However, despite the wording of Part 2 of Policy NS/28, it is clear that not all of the green separation needs to be planted in the first planting season following planning permission. Various possible wording combinations were discussed at the examination and we consider that the early planting should be provided where it is needed to mitigate the effects of the development.

19.4 The plant for the reclamation of building materials for recycling should be located on the part of the site furthest from Longstanton and Oakington. The

Council, it appears, intended Policy NS/29 to indicate this but the Policy wrongly specifies the east of Oakington Barracks rather than the east of the Airfield.

19.5 By virtue of Policy NS/30, management strategies, to manage various aspects of the development, such as recreation 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 retain the involvement of both the existing and emerging communities in the development of services, should replace those set out in Part 2.

Policy NS/32

19.6 Managing the delivery of new housing is a leading theme in national policy (PPS3). Nevertheless the references in PPS3 in this regard are principally to management actions by local planning authorities rather than by developers. AAP Policy NS/32, on the other hand, imposes a requirement on developers to submit a method statement showing how they intend to secure the appropriate build rate. There are a limited number of actions a developer can take if, for example, market conditions dictate that houses are not selling. Consequently we consider that a policy requiring a method statement is inappropriate. It gives the method statement a false appearance of power in delivery and fails tests vii-ix.

19.7 Another factor contributing to the above conclusion on the inappropriate nature of the policy is the Council's intention not to refuse planning permission if the statement is not provided. Additionally the Council admits that it could not enforce the policy. These factors alone demand that the policy be differently worded.

19.8 There is, however, some value in a plan reference to a method statement, given the importance of delivery and the direct role of developers as builders of dwellings. South Cambridgeshire is also very reliant on a few large sites for its dwelling production. Although the actions developers can take in the face of adverse market conditions are limited, they can undertake, for example, to organise construction on 2-3 parts of the site simultaneously, using more than one builder, and using builders of a particular type, including those of significance on a national scale. It is also possible to alter the mix of dwelling types if the mix is seriously imperilling the achievement of the necessary build rate.

19.9 In the light of all the above considerations we conclude that the Policy should be altered to supporting text and expressed in terms of Council encouragement to developers.

Other Matters

19.10 Substantial updating of Section E3 of the AAP is necessitated by changes since the submitted version was drafted, and to reflect some of the conclusions we have reached about other parts of the plan. Paragraph E3.6 is unnecessary,

Final

as the content of paragraph E3.7 satisfactorily follows the material in paragraph E3.5. It is also possible to make the material in this Section more concise as the Council has done in a written statement supplied during the examination.

19.11 The housing trajectory in the AAP is out of date and out of compliance with the Core Strategy DPD. The Council has supplied a replacement which reflects the Core Strategy and is realistic.

Action Needed to Achieve Soundness

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

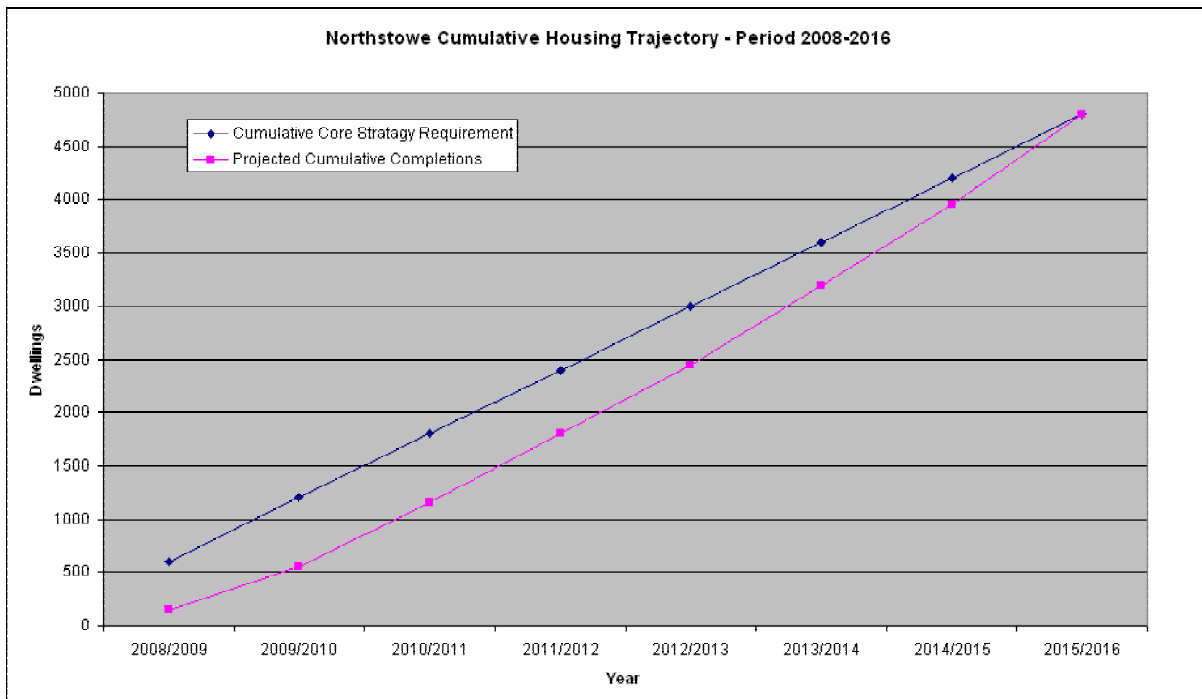
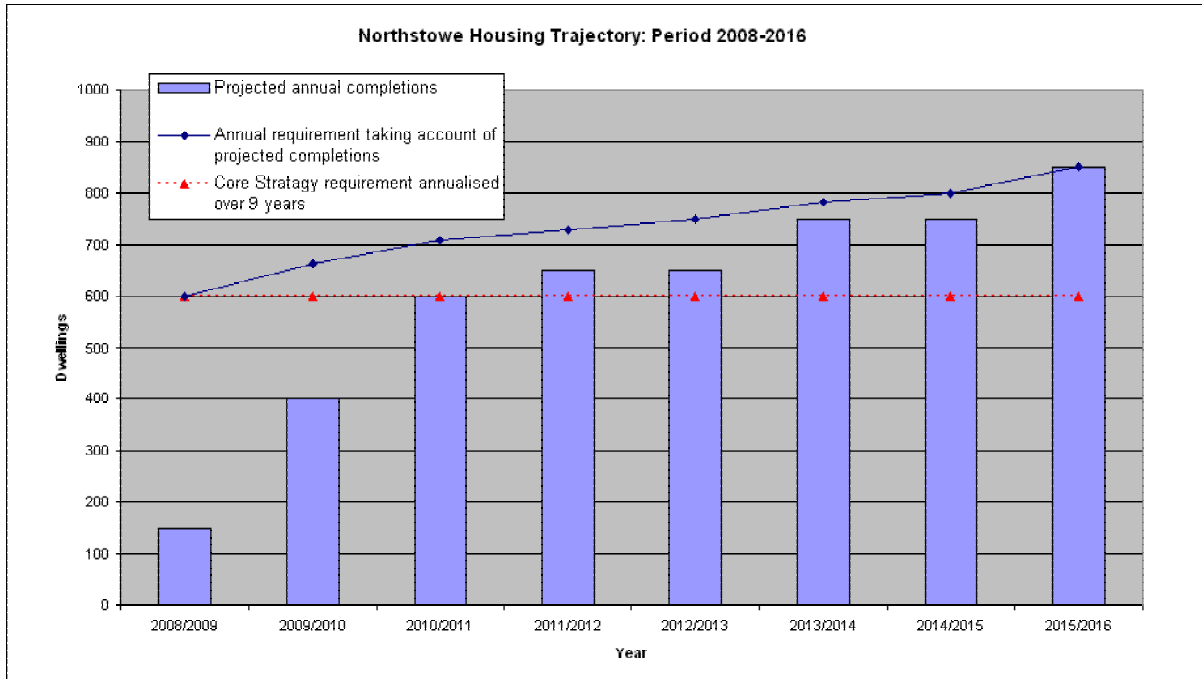
- i) Replace the first 2 lines of Part 2 of Policy NS/27 with "A scheme will be introduced to avoid construction vehicles travelling through villages in the locality and to ensure that any haul roads-----".**
- ii) Replace the words "avoid any" in Part 3 of Policy NS/27 with "minimise".**
- iii) Replace Part 4 of Policy NS/27 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 NS/28 with "In those areas of green separation for both Oakington and Longstanton, where mitigation is necessary early in the development, and also at the agreed boundary treatment for Rampton Drift, planting will take place in the first planting season after the grant of outline planning permission for Northstowe."**
- v) In Policy NS/29 2 replace "Barracks" with "Airfield".**
- vi) Replace Part 2 of Policy NS/30 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 infrastructure."**
- vii) In Objective E3/c replace 6,000 with 4,800.**
- viii) Replace paragraph E3.1 as submitted with the following: "The new town of Northstowe is an important part of the development strategy for the Cambridge Sub-Region. The Structure Plan proposed that 6,000 dwellings would have been constructed or to be under construction by 2016, with an ultimate capacity for 8-10,000 dwellings. This would have been a challenging target both for house builders and for the providers of services, facilities, infrastructure and jobs that a small town of approximately 25,000 people would have. Construction is now envisaged to start on site in 2007, a year later than proposed by the Structure Plan. This reflects the earliest date that planning permission could be granted once the AAP is adopted and a revised target of 4,800 dwellings by 2016 has been included in the adopted Core Strategy DPD. The anticipated rate of development at Northstowe is therefore likely to average at least 600 dwellings each**

- year. This rate of development will also depend upon the delivery of key infrastructure such as the A14 road corridor improvements."**
- ix) Delete paragraph E3.6.**
 - x) Delete the heading "POLICY NS/32 Achieving the Build Rate" on AAP page 147, and the final sentence of Policy NS/32; replace the first 3 lines of the Policy with "In order to ensure that an average build rate of at least 600 dwellings per year is achieved, the Council will encourage the master developer/consortium of builders for Northstowe to submit a method statement alongside the outline----"; and render the Policy into supporting text, to form a new paragraph E3.9.**
 - xi) Delete paragraphs E3.9 and E3.10 as submitted and replace with a new paragraph as follows: "Achieving an average build rate of at least 600 dwellings per year at Northstowe will be very challenging. Evidence presented to the Structure Plan EIP in 2002 and at the examination of this AAP suggests that this rate is achievable and can be influenced by a number of factors which are within the control of the promoters of the new town, such as the number of house builders active on site. The rate of development at Northstowe will also govern the rate at which services, facilities and infrastructure are provided which will be fundamental to achieving a high quality town at an early stage. It will also have a bearing on the length of the development process and the duration of any disruption to the locality."**
 - xii) Replace the housing trajectories with the following:**

Housing Trajectory for Northstowe: 2007-2016

Period 2008-2016	PROJECTIONS								
	2008/ 2009	2009/ 2010	2010/ 2011	2011/ 2012	2012/ 2013	2013/ 2014	2014/ 2015	2015/ 2016	Total up to 2016
Projected annual completions	150	400	600	650	650	750	750	850	4800
Annual requirement taking account of projected completions	600	664	708	730	750	783	800	850	0

Core Strategy requirement annualised over 9 years	600	600	600	600	600	600	600	600	4800
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Other Matters

Chapter E2

20.1 Chapter E2 was not considered as a main matter, but was discussed at the hearings as a consequence of dealing with similar provisions in the plan in Chapter D6 and in particular at paragraph D6.10.

20.2 Objective E2/b is too prescriptive in seeking funding in full by the development: "in full" should be deleted. The text which follows is also prescriptive and duplicates provisions in earlier policies of the plan. The intention of the Council is that it should be seen as a useful checklist of all the matters likely to be required to be covered by obligations or conditions. We see paragraphs E2.1 to E2.4 as being a helpful indication of the approach to planning obligations, subject to prescriptive elements being removed and the text being brought more in line with government policy. In addition, the majority of paragraph E2.4 is out of date or otherwise not appropriate.

20.3 The typing error in Paragraph E2.3 should be remedied.

20.4 We note that almost the whole of Chapter E2 is supporting text, and none of it amounts to policy until Policy NS/31 is reached. In view of the duplication and prescriptive detail which is contained in paragraph E2.5, we 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 our objection to it.

Consistency with Core Strategy

20.5 There is a remaining matter relating to ensuring consistency between this AAP and the Core Strategy in respect of the Core Strategy's specification of Northstowe as being a town of "up to 10,000", and the assumed growth by the year 2016. Paragraph E4.8 and Table E4 both need updating in this regard.

20.6 The Council should renumber sections, policies and paragraphs as necessary following the above recommendations.

20.7 We suggested during the hearings that it would be desirable to expand the Glossary to this document. The Council has responded to our suggestion, and we recommend that the Glossary be amended by substituting the text as recommended 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. We have already added this addition in our recommendation for the Preface at paragraph 2.3 above.

Action Needed

20.8 The following changes should be made:

- i) In objective E2/b, delete the words "in full".**
- ii) In paragraph E2.1, delete the final sentence.**
- iii) In paragraph E2.2, delete the final sentence.**
- iv) Paragraph E2.3 in the fourth line "service" should be "services".**

- v) In paragraph E2.4, delete all the text except for the first sentence.
- vi) Delete paragraph E2.5 in its entirety (including the list of obligations).
- vii) In paragraph E4.8 delete "Structure Plan" and replace it with "Core Strategy"; and revise Table E4 as follows:

Table E4:

Indicator number	Indicator	Type of Indicator	Related Chapter Objectives	Related Policies	LDF	Targets
NS01	Total Housing Completions / Annual Rate	Core	D4/a	NS/10		6000 4,800 by 2016 / 650 per year
NS02	Housing Density	Core	D4/b	NS/10		At least 40 dwellings per hectare
NS03	Housing Mix	Core	D4/c	NS/10		1) At least 50% 25% to 30% of homes with 1 or 2 bedrooms 2) Approximately 25% In the range of 35% to 40% of homes with 3 bedrooms 3) Approximately 25% in the range of 30% to 35% of homes with 4 or more bedrooms
NS04	Employment Land Supply by type	Core	D5/a, D5/b, D5/c, D5/d	NS/11		Provide for the equivalent of approximately 20 hectares of employment land over the AAP period.
NS05	Distance to Public Transport	Local	D7/a, D7/b, D7/c, D7/d, D7/e, D7/f, D7/g, D7/h	NS/13, NS/14		All development within 600m of a stop on dedicated local busway or 400m of other local bus stops

NS06	Distance to public Open Space	Local	D11/b, D11/c	NS/22	Formal sports pitches within 1000m; No home more than a 1 minute walk (ie 100m actual walking distance) from a Local Area for Play (LAP) ; No home more than a 5 minute walk (ie 400 actual walking distance) 240m from a Local Equipped Area for Play (LEAP) ; No home more than a 15 minute walk (ie 1,000 actual walking distance) 600m from a Neighbourhood Equipped Area for Play (NEAP) or Space for Imaginative Play (SIP) .
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- viii) **Make any necessary consequential amendments to achieve consecutive numbering throughout the document.**
- ix) **Replace the Glossary at the end of the document with the text set out in Annex E to this report.**

Overall conclusions

21.1 We conclude that, with the amendments which we recommend, the Northstowe Area Action Plan DPD satisfies the requirements of s20(5)(a) of the 2004 Act and the associated Regulations, and is sound in the context of s20(5)b of the 2004 Act.

Cliff Hughes
Terry Kemmann-Lane

Inspectors

ANNEX A

PREFACE - THE SOUTH CAMBRIDGESHIRE LDF

WHAT IS A LOCAL DEVELOPMENT FRAMEWORK?

1.1 The Local Development Framework (LDF) for South Cambridgeshire will replace the existing Local Plan which was adopted in February 2004. It is being prepared under the new government legislation for development plans. The LDF comprises a number of Development Plan Documents (DPDs) that set out policies and proposals for the development and use of land in the district, the first DPDs cover the period to 2016. The LDF includes a vision for the future of South Cambridgeshire and objectives and targets, which developments must meet to secure that vision. Once adopted, planning applications and other decisions will be made in accordance with it.

1.2 The Local Development Framework:

- Takes account of national, regional and strategic planning policies;
- Identifies sites for, and requirements of, major development;
- Provides the framework of policies for assessing all planning applications;
- Enables infrastructure and service providers to bring forward their services when needed by new development;
- Enables the public to be fully involved in developing local policies and proposals.

1.3 The Local Development Framework forms part of the Development Plan for South Cambridgeshire. The Development Plan is made up of those plans which have been statutorily adopted and which cover the District. The composition of the current development plan is set out in the Council's Local Development Scheme. This document sets out how the Council will move from the previous to the current development plans system, and lists which local development documents are to be produced and when.

1.4 The East of England Regional Spatial Strategy will replace the Cambridgeshire and Peterborough Structure Plan when it is published in its final form by the Secretary of State. A number of Structure Plan policies will be 'saved', and remain valid until at least 28 September 2007, under the transitional provisions of the Planning and Compulsory Purchase Act 2004. Whilst under the terms of the new plan making system the LDF must be in general conformity with RPG6, in the circumstances of the Cambridge Area it is also appropriate and consistent for the LDF to have regard to the policy requirements of the Structure Plan.

CONTEXT

1.5 South Cambridgeshire is located centrally in the East of England region at the crossroads of the M11 / A14 roads and with direct rail access to London and to Stansted Airport. It is a largely rural district which surrounds the city of Cambridge and comprises over 100 villages, none currently larger than 8,000 persons. It is surrounded by a ring of market towns just beyond its borders, which are generally 10–15 miles from Cambridge. Together, Cambridge, South Cambridgeshire and the Market Towns form the Cambridge Sub-Region. South Cambridgeshire has long been a fast growing district and in 2003 had a population of over 130,000 persons (bigger than Cambridge itself) and has become home to many of the clusters of high technology research and development in the Cambridge Sub-Region.

1.6 The regional context is set out in the Regional Planning Guidance for East Anglia (RPG6) which was approved in November 2000. It aims to focus a higher proportion of Cambridgeshire's growth into the Cambridge Sub-Region and proposes a sequential approach to the planning of development, with much of the development concentrated into and on the edge of Cambridge (subject to a review of the Cambridge Green Belt), including development in South Cambridgeshire, and into a new town beyond the outer boundary of the Green Belt.

1.7 The LDF will enable the step change in growth required in the Regional Spatial Strategy and Structure Plan, particularly in the rate of housing development. South Cambridgeshire will be experiencing an almost 40% increase in housing development between 1999 and 2016. In the past much of the housing development in the Cambridge area has been directed to the villages and towns beyond the city. Whilst there has been employment growth elsewhere, Cambridge has remained the dominant centre of employment. As demand has outstripped the supply of housing close to Cambridge, people have located further from Cambridge increasing commuter flows through the District. Most of the new development in the District (on sites not yet committed) will in future take place on the edge of Cambridge and in a new town near to Longstanton and Oakington, named Northstowe.

1.8 The national context is set out in Planning Policy Statements (the replacement to Planning Policy Guidance Notes), Circulars and other advice from Government. Whilst some of those national policies will require local interpretation, a great number do not. The Local Development Framework will not repeat that advice which must also be taken into account in determining planning applications.

COMMUNITY STRATEGY

1.9 The Local Development Framework will be a key mechanism for delivering the South Cambridgeshire Community Strategy. All local authorities are required by the Local Government Act 2000 to "prepare a community strategy for promoting the economic, environmental and social

well-being of their areas and contributing to the achievement of sustainable development in the UK.”

1.10 The Strategy is the result of a partnership between the District and County Councils, working with the health services, the police, parish councils, the business and voluntary sector. These groups have come together in the South Cambridgeshire Strategic Partnership to produce the Community Strategy. The Local Strategic Partnership will continue to develop a joint approach to the important issues, whenever possible, and will oversee the delivery of the Strategy. The Local Development Framework will be important in securing those parts of the Community Strategy which involve the development, or use of land and buildings.

1.11 The Community Strategy's vision is split into 6 aims as set out below:

- ACTIVE, SAFE AND HEALTHY COMMUNITIES where residents can play a full part in community life, with a structure of thriving voluntary and community organisations.
- BUILDING SUCCESSFUL NEW COMMUNITIES where large-scale developments have created attractive places with their own identity, supported by a range of quality services.
- A PROSPEROUS DISTRICT where jobs, skills and learning are developed and sustained to benefit everyone.
- GOOD ACCESS TO SERVICES for all sections of the community, including older people, children and families, through better transport links and improved local services.
- QUALITY HOMES FOR ALL with new affordable homes developed to meet local needs and assistance provided for those needing help.
- A HIGH QUALITY ENVIRONMENT with better access to a more biodiverse countryside, which is protected and improved, and sustainable measures implemented, minimising waste and tackling climate change.

1.12 The Community Strategy is reviewed regularly and includes actions for the following 3 year period which focus on meeting key aspects of the vision taking priority at the time and reflecting potential opportunities. Some of these will relate to district wide policies contained in the LDF, including issues such as affordable housing. Others will relate to the major developments in the district, which are addressed in planning terms in Area Action Plans, and which are a key priority for many of the stakeholders and service providers involved in the Local Strategic Partnership.

RELATIONSHIP WITH OTHER PLANS AND STRATEGIES

1.13 The Council has consulted all key stakeholders at three stages in the preparation of the DPDs and it is for them to advise the Council how their own strategies affect the South Cambs LDF. Where such information has been received, this has been taken into account in preparing the DPDs. Where organisations did not advise the Council of their delivery plans, it will be for Cambridgeshire Horizons, as the delivery vehicle for the Cambridge Sub-Region, to draw together the delivery plans for all aspects of the major developments as part of the negotiations on the planning obligations agreements.

CORNERSTONE OF SUSTAINABILITY

1.14 The LDF aims to improve the overall quality of life for residents of South Cambridgeshire in a way which will also benefit future generations. Taking a sustainable approach to economic, social and environmental issues will be at the heart of the plan and will be closely related to the national strategy for sustainable development which has four objectives:

- Social progress which recognises the needs of everyone;
- Effective protection and enhancement of the environment;
- Prudent use of natural resources; and
- Maintenance of high and stable levels of economic growth and employment.

1.15 European Directive 2001/42/EC requires an 'environmental assessment' of plans and programmes prepared by public authorities that are likely to have a significant effect upon the environment. This process is commonly known as 'strategic environmental assessment' (SEA), and covers relevant plans and programmes whose formal preparation begins after 21 July 2004. Among the documents to which this requirement will apply are land use plans that cover a wide area, such as the LDF.

1.16 The Planning and Compulsory Purchase Act 2004 requires a Sustainability Appraisal (SA) of all emerging Development Plan Documents and Supplementary Planning Documents. As the draft guidance explaining this requirement makes clear, SA and SEA are similar processes that involve a comparable series of steps. If there is a difference between them, it lies in the fact that SEA focuses on environmental effects whereas SA is concerned with the full range of environmental, social and economic matters.

1.17 A Sustainability Appraisal Scoping Report has been prepared, and been the subject of public participation. This highlights economic, social and environmental issues relevant to the area, and objectives to test the LDF against. A Sustainability Report, incorporating an 'Environmental Report' has been prepared to accompany each DPD.

1.18 A further requirement comes from the Habitats Directive (Council Directive 92/43/EEC) which requires Assessment of plans or projects

affecting Natura 2000 sites. Natura 2000 is a Europe-wide network of sites of international importance for nature conservation. Ramsar sites support internationally important wetland habitats, and are also included in the Assessment in line with Government policy in PPS9. The DPD has been subject to a Screening Assessment which identifies the likely impacts of the DPD on a Natura 2000 site or Ramsar site, either alone or in combination with other projects or plans, and considers whether these impacts are likely to be significant. The sites assessed have been agreed with Natural England and include those within and outside the district where assessment is required because of their proximity to South Cambridgeshire and / or the nature of their conservation interest. The Assessment objectively concluded that the DPD is not likely to have any significant effects on any Natura 2000 or Ramsar sites. There is therefore no requirement to proceed to the next stage of an Appropriate Assessment.

COMMUNITY INVOLVEMENT

1.19 The Northstowe AAP has been prepared following a programme of consultation and public participation. Consultation with the community on the future planning of South Cambridgeshire began at the end of 2001 with the publication of an Issues Report. In April 2004 the Council carried out an initial consultation with statutory bodies, as required under the new system of plan making, to ensure that it was aware at an early stage of any programmes and plans that would affect the LDF. This was followed in October 2004 by consultation on issues and options, which gave people the opportunity to comment on how the local planning authority should approach the preparation of a particular development plan document. The Issues and Options Reports focused on key issues for the DPDs and issues where there were choices to be made on the policy direction. A Preferred Options Report (pre-submission draft) of the DPD was published in June 2005 and was subject to a six-week long public participation period, allowing people to make representations to be considered by the Council.

1.20 The DPD was then submitted to the Secretary of State in January 2006, and made available for a further six-week consultation period. Representations received were considered at an independent Examination, conducted by Inspectors appointed by the Secretary of State to consider the "soundness" of the plan. The independent Inspector subsequently produced a report, which was binding on the Council. Further information on the plan preparation process can be found on the Council's website: www.scambs.gov.uk.

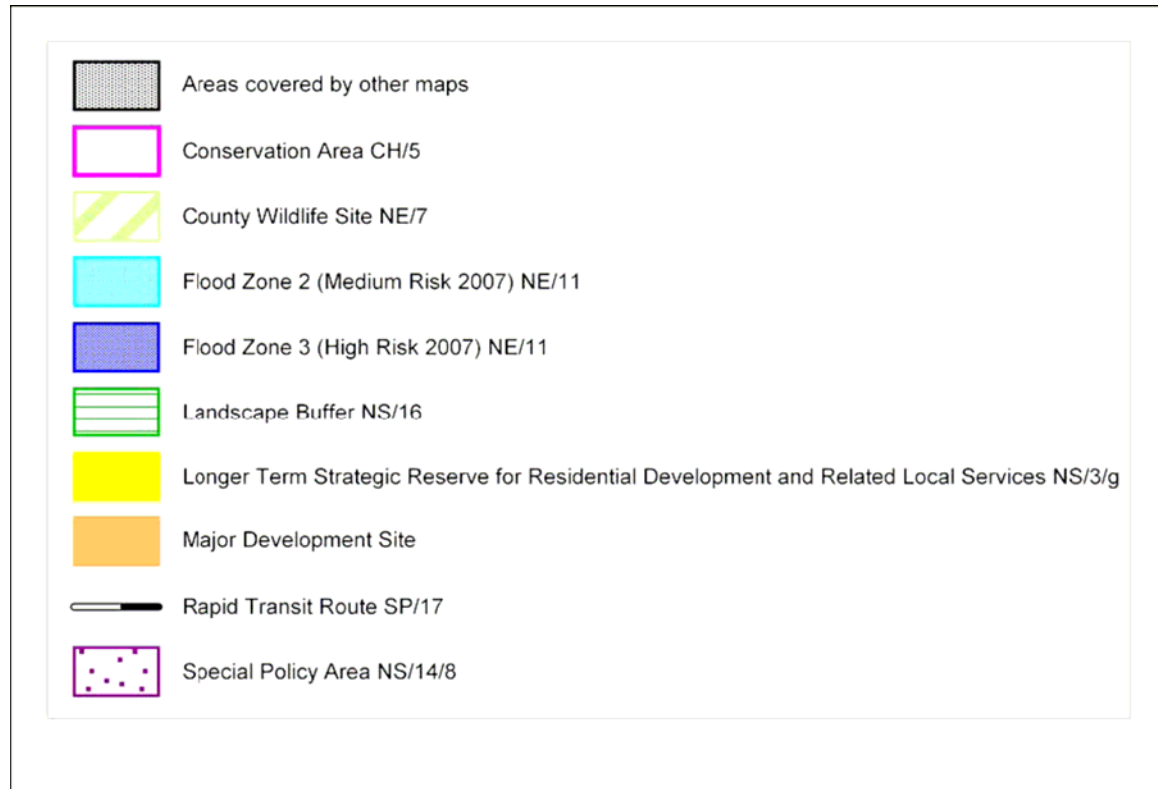
1.21 A Glossary of Technical and Other Terms is to be found at the back of this document.

ANNEX B:

Proposals Map

Modify the submission Proposals Map Inset A as shown below

Key



For further information on the flood plains please view the Environment Agency's website: <http://www.environment-agency.gov.uk/>
Landscape Character Areas and Natural Areas are illustrated in Chapter 7 of the Development Control Policies DPD, Fig 7.1

ANNEX C: REPLACEMENT TEXT: Introduction, Policy NS/2, and NS/3

(i)

“A INTRODUCTION

A.1 The Area Action Plan for Northstowe identifies the site for a sustainable new town with a target size of 10,000 dwellings and associated development as well as the off-site infrastructure needed to deliver and serve the town. It establishes an overall vision for the new town including its relationship with surrounding villages and its countryside setting. It also sets out the policies and proposals to guide all the phases of development.

A.2 The development of Northstowe will take many years to complete and the Area Action Plan provides the basis for the original grant of planning permission and for further detailed planning and approval of individual phases of development. The Area Action Plan comprises policies which will guide development from the overall vision through site identification to setting the policy framework for the development of the town.

A.3 A number of detailed plans will be needed, ranging from the masterplan to design codes. The Area Action Plan requires:

- A Masterplan to accompany the outline planning application for the new town showing the general disposition of development, roads, services, open space and landscaping.
- Design Guidance (incorporated in the masterplan and supplemented by a Design and Access Statement).
- Design Codes will be prepared to accompany subsequent planning applications for individual neighbourhoods, the town centre and any major employment areas or areas of strategic recreation / open space, and will set more detailed design criteria to create a clear identity for these areas.

A.6 A number of strategies are also required as part of the implementation of development at Northstowe to ensure that it is a high quality sustainable development which meets the needs of its residents.”

(ii) The following revised Policy NS/2 and supporting text are to replace the existing text:

"POLICY NS/2 Development Principles

Plans to be Approved:

1 A Masterplan for Northstowe will be submitted for approval by the local planning authority as part of the application for initial planning permission;

The Masterplan will include Design Guidance, supplemented by a Design and Access Statement, setting out the general principles for good design of the town as a whole;

Design Guides/Design Codes for each phase of development will be prepared as part of applications for the grant of approval of reserved matters.

The Town of Northstowe:

2 As a town with a target of 10,000 dwellings (of which at least 4,800 should be aimed for by 2016) with appropriate employment, services, facilities and infrastructure;

The Character and Design of Northstowe:

3. The town of Northstowe will be developed:

a. As an attractive and interesting feature in the landscape with which it is well integrated through a variety of edge treatments;

b. With a distinctive town character with well designed and landscaped urban and residential areas to create neighbourhoods with their own character and legibility;

c. As a balanced, viable and socially inclusive community where people can live in a healthy and safe environment, and where most of their learning needs are met;

d. To integrate Rampton Drift sensitively into the new town to preserve residential amenity;

e. To a flexible design which will be energy efficient, and built to be an exemplar of sustainable living with low carbon and greenhouse gas emissions and able to accommodate the impacts of climate change;

f. Making drainage water features an integral part of the design of the town and its open spaces, so that they also provide for amenity, landscape, biodiversity and recreation.

B.3 Before the District Council can grant any planning permission for Northstowe it will need to ensure that the development will be delivered consistent with the principles set out in the Area Action Plan. 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.

B.4 The size of the town of Northstowe is determined through the Area Action Plan having regard to the policy for the new town set out in the Core Strategy. In order for it to become established as a successful new community, the town will need to provide all the necessary employment, services, facilities and infrastructure required to support a new community of 10,000 dwellings. The Core Strategy DPD includes a figure of 4,800 as being the contribution to be provided at Northstowe by 2016. This is a target which should be aimed for but is not a ceiling on development in that period.

B.5 There are a number of overarching development principles that will guide the development of Northstowe to ensure that it is a sustainable and vibrant new community that respects its context within this rural part of South Cambridgeshire, including how it sits within its landscape setting, the form and character of the town, the drive towards sustainable living, and the importance of creating a balanced and inclusive new community. These are consistent with the policy context for Northstowe provided by the Core Strategy DPD, the Structure Plan and national planning policy.

B.6 Northstowe will be one of Cambridgeshire's largest towns. Apart from Cambridge the towns are relatively small market towns – St Neots, Huntingdon, St Ives, Ely, March, Whittlesey and Wisbech. Northstowe will be Cambridgeshire's first new town since medieval times. It should be planned in this context rather than as a detached suburb of Cambridge.

B.7 Northstowe should be planned to have a town centre with a vibrant shopping and commercial centre at its heart, located where it will be most accessible to all its residents.

B.8 With a target of 10,000 dwellings (4,800 of which will be built by 2016) it will need a secondary school and a number of

primary schools. The schools may be the focus for the neighbourhood centres which will provide very local services and facilities within easy walking distance of all homes.

B.9 The need to use cars for journeys within Northstowe will be minimised by the provision of a high quality dedicated public transport route through the town and local centres which will be taken off the guided busway along the St Ives railway line, which is programmed to be opened in 2009. The aim is for the majority of the town's residents to be within 400 m of a bus stop (i.e. 5 minutes' walk). Northstowe will be approximately 1 km wide for most of its length, so this objective should be capable of being met. The town will also have a network of pedestrian and cycle routes designed to maximise accessibility by the shortest distances to the town centre and all its local centres. This will encourage a high proportion of all journeys to be undertaken by modes other than the car, making Northstowe the most sustainable town in Cambridgeshire.

B.10 Northstowe will have its own employment – in the services and facilities in the town and local centres - as well as more substantial business areas which will be integrated with the town centre where workers will be able to contribute to its vitality and viability. Other employment will be catered for in a smaller area in the north of the town close to the Park and Ride site which will provide a wider range of employment facilities to serve the needs of the town.

B.11 Northstowe must be interesting and attractive if it is to be a successful place in which to live and work. It will need a good range of shopping and all the other services and facilities of a town such as restaurants, cafes, pubs and bars, a library, cinema, faith centres, health centres, police and fire station, sports halls, swimming pool, community centres and meeting rooms.

B.12 It will need to have sufficient variety in its built form to create a sense of different places within the town with landmark places and buildings to reinforce the identity of the town and its constituent parts. This can include larger buildings and structures which will help to create an attractive skyline within the town – making the town a positive feature in the landscape.

B.13 Planning a sustainable new town is not just about the location of homes, jobs and shops and the transport networks which connect them. Development of housing at overall net densities of at least 40 dwellings per hectare (average) and higher in the town and local centres, and stops on the dedicated busway, will ensure that shops and other facilities including public transport will have enough people living nearby to make them commercially viable. The buildings themselves will also need to be sustainable – planned to take advantage of natural sunlight and

manage internal temperatures, incorporating a high degree of energy efficiency. Opportunities for generating some of the town's own energy needs will need to be investigated to meet the requirement that 10% of energy should be from renewable sources.

(iii) The following revised Policy NS/3 and supporting text are to replace the existing text:

POLICY NS/3 The Site For Northstowe

1. The site for Northstowe of approximately 432 hectares (including the land needed for Green Separation to protect the village character of Longstanton and Oakington) will accommodate a new town with a target capacity of 10,000 dwellings (aiming for at least 4,800 dwellings by 2016) and associated employment, services, facilities and infrastructure and is located to the east of Longstanton and to the north of Oakington. The site is shown on the Proposals Map and is bounded by:

West:

- a. Longstanton Road between Longstanton and Oakington villages;**
- b. Longstanton village;**
- c. Generally, the B1050 Station Road north of Longstanton as far as the disused St Ives railway line;**

North and East:

- d. The disused St Ives railway line between Station Road, Longstanton and Station Road, Oakington;**

South:

- e. The C197 Station Road between Oakington village and the disused St Ives railway line;**
- f. Oakington village.**

North and West

- g. A further area of 57.7 hectares to the north and west of the B1050 and bounded by the railway line to the north east as defined on the Proposals Map is identified as an area of longer term strategic reserve to accommodate residential development**

and related local services with high levels of connectivity with the remainder of Northstowe.

2. Any part of the site that does not come forward for development by 2016 will be safeguarded for development for the period post 2016 to meet longer-term development needs.

C1.1 The South Cambridgeshire Core Strategy DPD requires the development of a new town of Northstowe. In doing so the Core Strategy followed Regional Planning Guidance for East Anglia (RPG6) which led to the identification of Longstanton / Oakington as the preferred location for a new town of 8,000 to 10,000 dwellings in the Cambridgeshire and Peterborough Structure Plan 2003.

C1.2 The Structure Plan set out a number of policy requirements for locating the new town and said that it should:

- Be located at Longstanton / Oakington, located to the east of Longstanton and to the north of Oakington;
- Make best use of previously developed land at Oakington Airfield;
- Be well served by a rapid transit system based on the St Ives railway line to provide high quality links to Cambridge and Huntingdon;
- An ultimate capacity for 8,000 to 10,000 dwellings, with 6,000 by 2016;
- Include an effective and dedicated local busway through the town to maximise the opportunities offered by the guided bus route;
- Be a small town with a town centre catering for the town's residents but also the immediate surrounding area;
- Include proposals for Green Separation between the development and existing communities to maintain the village character of Longstanton and Oakington; and
- Be a strategic employment location to provide opportunities for the long-term growth of the high technology clusters in the Cambridge Sub-Region as well as providing employment opportunities that serve local needs.

C1.3 As a further steer to the development of the new town, the Structure Plan also requires that provision is made in the Area Action Plan for:

- High Quality Public Transport links to employment and other facilities in Cambridge;
- New or improved road links from the town to the A14;
- Affordable and Key Worker housing;
- Secondary school and primary schools;
- Health facilities, community and social infrastructure;
- Shopping facilities;
- Recreation, including rights of way within and adjoining the town;
- Appropriate waste management facilities; and

- Flood control and sustainable drainage systems including to avoid any additional risk and to mitigate current flood risks affecting Oakington village.

C1.4 These requirements have provided the basis for the policies and proposals in the Area Action Plan for Northstowe and will be included in the Masterplan, development briefs and planning applications which will follow.

C1.5 Minimising the need to travel and ensuring that local services and facilities have enough people living nearby to make them economically viable are key planks of government policy and at Northstowe mean developing a compact town at densities which are found locally in the older parts of Cambridge and the market towns – areas which prove to be very popular. To reinforce this approach, Policy P5/3 of the Structure Plan sets a target of an average of at least 40 dwellings per hectare (net) in locations such as the new town. Within the new town, higher densities are encouraged at the town and local centres where there is good access to services and public transport.

C1.6 This site will have the least impact on the wider landscape by containing Northstowe almost wholly in views from the west by Longstanton village and from the south by Oakington village. Containment by the disused St Ives railway to the east and north will provide the greatest certainty that impact on Willingham and Rampton is minimised. Local impacts can be mitigated further by a number of means but principally:

- The Structure Plan requirement for Green Separation for Longstanton and Oakington which can be supported wherever possible by locating lower intensity uses on the nearest edges of Northstowe; and
- Ensuring that access roads avoid traffic passing through the two villages or in close proximity to existing properties.

C1.7 The site has the best fit with the requirement to be east of Longstanton and north of Oakington. The site would be best integrated into the express guided bus service running along the disused St Ives railway line by a dedicated local busway (with connections to the guided bus route) which can provide a greater frequency of stops through the town. This will provide the opportunity to create a sustainable design of new town with most parts of the town within walking distance of stops on the dedicated busway. This site also minimises the amount of agricultural land (including land of higher quality) that would be taken for development.

C1.8 The Area Action Plan follows the Structure Plan requirement that any land that does not come forward for development by 2016 be designated as safeguarded land to meet longer term development needs. This is also consistent with the emerging RSS14.

ANNEX D:

REPLACEMENT POLICY NS/15

Policy NS/15 Landscape Principles

Landscape Strategy:

- 1. A Landscape Strategy for Northstowe, of a level of detail appropriate to the type of application, should be submitted prior to the granting of outline planning approval, and the formal approval of the Landscape Strategy will be secured at the grant of outline planning permission. The Strategy will be implemented as part of the conditions/planning obligations for the development of the new town. The Strategy will:**
 - a. Create an appropriate setting for the new town, minimising any adverse visual or landscape impacts on the surrounding area including the setting and character of the surrounding settlements, in particular the closest villages of Longstanton, Westwick and Oakington and their conservation areas as well as its more distant neighbours at Rampton, Willingham, Over and Bar Hill;**
 - b. Ensure a high degree of connectivity between the new town and wider countryside for wildlife and people, including extending the rights of way network (public footpaths and bridleways);**
 - c. Include appropriate planting and landscaping alongside all new access roads and the parallel distributor roads alongside the A14 as well as substantial planted areas in association with balancing ponds;**
 - d. Create a quality environment for residents, workers and visitors to the town;**
 - e. Ensure a high degree of connectivity between green areas within the town;**
 - f. Create a network of green spaces which contribute to legibility, are pleasant, attractive and beneficial to wildlife, and integrate well with the wider countryside;**
 - g. Enable landscaped areas to provide an environment suitable to mitigate any adverse wildlife impacts and to maximise the benefits to wildlife thus increasing biodiversity;**
 - h. Enable landscaped areas to contribute to the informal recreational needs of the town;**
 - i. Make the best use of the existing tree resource on the site, and sensitively integrate open spaces and areas of built form;**
 - j. Ensure that any alterations to topography are appropriate to local landscape character;**

- k. Include appropriate management systems to ensure high quality, robust and effective maintenance of the landscape areas.**

Treatment of Construction Spoil

- 2. Construction spoil retained on site must be distributed in a manner appropriate to the local topography and landscape character, and can be used for noise mitigation, flood risk management or biodiversity enhancement.**

Water as a defining feature in the landscape

- 3. Where practical, water in the form of lakes and watercourses will be one of the defining characteristics of Northstowe.**

Existing Landscape Features

- 4. In order to assist the creation of a mature landscape at an early stage in the development, existing landscape features will be retained where they can make a significant contribution to the urban environment**

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	30 dph is the national indicative minimum, as set out in 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 Corridor	Areas of open land which penetrate into an urban area for amenity and recreation.
	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 Fingers	As Green Corridors, but on a smaller scale.
	Green Separation	An area of open land required to keep apart two separate communities and maintain their individual identities.
	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.
	Local Needs	The definition varies depending on the circumstances in which it is used. Where talking about types of housing or employment provision in the district it will often relate to the needs of the wider Cambridge area. Where talking about local needs as identified through the Housing Needs Survey it refers specifically to the needs of the district. With regard to exceptions sites for affordable housing it refers to the needs of the village / parish
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 Planning Condition	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 Policy Guidance	National planning guidance.
PPS	Planning Policy Statement	New form of national planning guidance replacing PPGs.
PPC	Pollution Prevention Control	
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 Village Amenity Area	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 right of ways 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 Ancient Monument	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.
SOS	Strategic Open Space	Public Open Space of more than local significance such as Country Parks
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.